

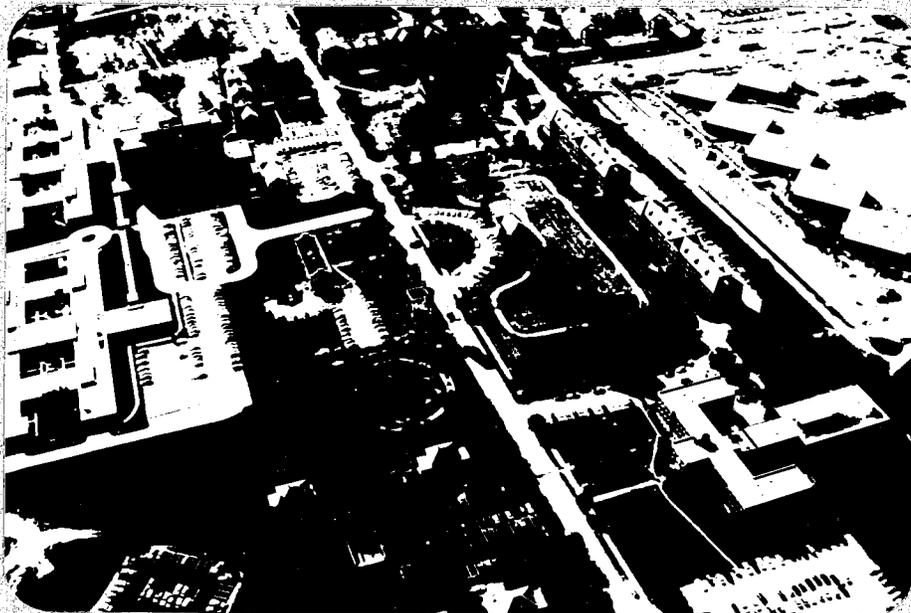
# **HOWARD CENTER MASTER PLAN PHASE 1 :**

**Report and Recommendations :**

## **ORGANIZATION AND GOAL SETTING A STRATEGY FOR REVITALIZATION**

**Report No. 85**

**State Guide Plan Element 912**



**Rhode Island Department of Administration  
Division of Planning, Office of Strategic Planning**

**October, 1994**

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PHASE 1:**

**Report and Recommendations:**

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A STRATEGY FOR REVITALIZATION**

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Division of Planning, Office of Strategic Planning

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## ABSTRACT

**TITLE:** Howard Center Master Plan,  
Phase 1: Report and Recommendations  
Organization and goal setting - a strategy for revitalization

**SUBJECT:** Findings, conclusions, and recommendations concerning Howard Center, in Cranston,  
Rhode Island

**DATE:** October 1, 1994

**AGENCY:** Division of Planning,  
Rhode Island Department of Administration

**SOURCE  
OF  
COPIES:** Division of Planning  
One Capitol Hill,  
Providence, Rhode Island 02908-5871

**SERIES  
NO.:** Report No. 85; State Guide Plan Element No. 912

**NUMBER  
OF PAGES:** 82

**ABSTRACT:** The purpose of this master plan is to guide the current management and future development of Howard Center. This report summarizes the major issues, sets forth a series of goals and objectives, and presents certain recommendations.

**THE STATE OF RHODE ISLAND**

**AND**

**PROVIDENCE PLANTATIONS**

Bruce G. Sundlun, Governor

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11/1/94

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A. T. Wall, Assistant Director, Department of Corrections.

## PREFACE

The Howard Center Master Plan was prescribed by PL 89-153, as amended by PL 90-56 and PL 94-426. It was produced by the Office of Strategic Planning (OSP) in the Department of Administration over a three-year period from November, 1989, to January, 1993.

Two documents were developed. The first, the *Comprehensive Study*, consists of 25 chapters of findings, conclusions, and recommendations on various aspects of the reservation and on the Howard-based departments and agencies, supported by appendices and supplements. The second is this shorter *Report and Recommendations* which summarizes the major issues and suggests ways of addressing immediate concerns, namely, more effective management of Howard Center, revitalization of the physical property, and improved relations between the state and the City of Cranston.

The *Comprehensive Study* remains in incomplete draft form. It evolved slowly, as sections were updated with information provided by the departments and agencies, and as staff continued its own research and analysis of major issues. Work was suspended when the *Report and Recommendations* was completed in 1993. However, the larger document is available for review by anyone seeking to delve further into the many and complex issues which Howard Center involves. The table of contents of the *Comprehensive Study* is provided as Appendix C herein.

The draft *Report and Recommendations* was submitted to the Governor's Policy Office and the Director of Administration in January, and was released to the Howard-based department directors in February, 1993.

Meanwhile, the 1993 General Assembly passed, and Governor Sundlun signed into law, legislation (93-S-993) formally naming Howard Center, authorizing that names be assigned to Howard buildings, roads, and other features, and requiring the use of building numbers specified in the official Inventory of State Properties, maintained in accordance with RIGL 37-8.1-2. The new law was codified as PL 93-442 and amends RIGL 22-7.4 by adding a Section 34.

Although no longer actively working on the Master Plan, staff remained involved in related matters, such as consultations by Howard-based entities and other federal and state agencies on a variety of issues addressed in the study (including land and building use changes, prison overcrowding, capital improvements, the central power plant, reuse of vacant buildings, security, and fire protection capacity of the water distribution system); monitoring compliance with the moratorium prescribed in PL 89-153 (apparent moratorium violations were noted, documented, and reported to the director), and participation in departmental hearings on the FY 1994 to FY 2000 capital budgets, with emphasis on Howard buildings and infrastructure components.

By-products of the task include a brief history of Howard Center; a new site map, depicting all buildings, roads, parking areas, and other main features; overlay maps indicating proposed departmental districts, historically significant buildings, and potential development sites remaining on the reservation; updating of the state property inventory; review of insurance coverages and risk management practices, and staff participation in releasing a study of services to homeless persons in Rhode Island.

Enactment of PL 94-426 required that the Howard Center Master Plan be adopted by October 1, 1994. Accordingly, the *Report and Recommendations* was retrieved and updated for presentation to the State Planning Council on August 11, 1994.

The report was presented to the Technical Committee on September 2; it was discussed by the council on September 8, and the required public hearing was held on September 20, 1994.

Forty-three comments were received. Staff responded and drafted several amendments to the report. The report, as amended, was approved by the Technical Committee on October 7 and was adopted by the State Planning Council on October 13, 1994. Adoption was made effective on October 1, 1994.

## ACKNOWLEDGEMENTS

This project was initiated and inspired by State Senator Thomas J. Izzo, principal sponsor of the 1989, 1990, and 1994 legislation which authorized it, and source of constant encouragement which enabled its completion.

The *Comprehensive Study* was researched and written by a staff team consisting of Ronald F. Crepeau-Cross, Assistant Chief, Office of Strategic Planning, who served as project manager; William M. Davies III, Principal Planner; and Kevin J. Nelson and Ronnie Sue Sirota, Senior Planners. The team worked under the general supervision of Daniel W. Varin, Associate Director, Department of Administration, Division of Planning, and Robert K. Griffith, Jr., Chief, Office of Strategic Planning.

The *Report and Recommendations* was compiled by Blanche Higgins, Principal Planner, and edited by Mr. Crepeau-Cross. The text was formatted by Kim A. Gelfuso, Senior Word Processing Typist. The cover was designed by Mansuet Giusti. The cover photograph was taken by Kevin J. Nelson from the state helicopter. The maps were produced by Mr. Nelson, Michael C. Moan, and Steven Sawyer, using ArcInfo Software on the Rhode Island Geographic Information System (RIGIS).

The team was assisted and supported by an advisory committee whose members are listed on page v.

The assistance of the directors and numerous personnel of the departments and agencies at Howard Center, identified in the report, is gratefully acknowledged.

The task involved consultations with the Rhode Island Department of Administration, divisions of Budget, Central Services, and Human Resources, and the Bureau of Audits; the departments of Economic Development, Elderly Affairs, Elementary-Secondary Education, Environmental Management, Health, and Transportation, and the Office of Higher Education and Community College of Rhode Island.

Other entities providing information and insights included the American Civil Liberties Union; the American Correctional Association; the state Children's Code Commission; the Office of the Mayor of Cranston, the city departments of Economic Development, Parks and Recreation, Planning, Public Works, Senior Services, and Sewers, the Chiefs of the Fire and Police departments, and the Cranston Public Library; the Environmental Review Team of the Rhode Island Resource Conservation and Development Area; the Hospital Association of Rhode Island; the state Fire Marshal; the Joint Legislative Committee on Naming State Constructions; Legislative Data Systems of the Rhode Island General Assembly; the Permanent Legislative Oversight Commission on DCYF; the Privatization Council and Forum for Public-Private Partnerships; the Providence Water Supply Board; the Rhode Island Emergency Management Agency; the Rhode Island Government Review Commission; the Rhode Island Historical Preservation Commission; the Rhode Island National Guard; the Rhode Island Port Authority and Economic Development Corporation; the Rhode Island Public Buildings Authority; the Rhode Island Public Transit Authority; the Rhode Island State Police; the state E-911 Commission; the Administrators of the state Supreme and Family courts; the National Alliance to End Homelessness; the National Association of Long Term Hospitals; the National Association of Public Hospitals; the National Council on Crime and Delinquency; the National Governors Association; Rhode Island Project AIDS; the Rhode Island Public Expenditure Council; the Rhode Island Right to Life Committee; the U.S. Army Corps of Engineers; the U. S. Department of Health and Human Services, Health Care Finance Administration; the U. S. District Court, and the U. S. Postal Service.

Interest in the project was manifested by more than 150 persons, including representatives of various state and municipal agencies, community organizations, and residents of nearby Cranston neighborhoods, who participated in a "stakeholders" meeting on November 27, 1990, and those who attended the public hearing on the Phase 1 plan, held on September 20, 1994.

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## **912-01 INTRODUCTION AND SUMMARY**

### **01-01 MASTER PLAN PURPOSE AND APPROACH**

After nearly a century and a half as the central state reservation for public institutions, Howard Center (so named pursuant to PL 93-442) is in critical need of reorganization, redirection, and revitalization.

The purpose of this master plan, which was mandated by PL 89-153 (as amended by PL 90-56 and PL 94-426), is to help salvage, repair, and maintain Howard's key buildings, its infrastructure and its best potential building sites in order to maximize its long-term usefulness to the state. The general approach is to upgrade Howard Center to serve multiple state agency needs in the coming decades, by building a physical plant that is designed and managed well enough to accommodate varying agency uses.

A particular set of present circumstances and policy decisions inevitably shape all master plans. Among the elements forming the context of this particular plan are current demands for state services, professional standards and changing methods for provision of services, the plans and projections of Howard's present occupant departments, the concerns of the local community, legislative and legal restrictions which have been placed on the use of Howard, and, not the least, the state's current economic situation.

Key policy decisions underpinning this master plan include those concerning the major uses to be located at Howard in the future, whether certain departments' facilities should be centralized or decentralized, the extent of state commitment to creating an active and fully-utilized new state government complex at Howard Center, and which property management mechanisms should be used.

### **01-02 A MULTI-PHASE PLAN AND LONG-RANGE PROJECT**

This Phase 1 report represents the first in a four-phase master planning process for Howard Center. It establishes a framework for organizing a large-scale renovation project and an ongoing property maintenance operation there.

Phase 2 will provide further technical analysis and feasibility assessment for the strategies proposed in Phase 1, beginning with a detailed inventory and analysis of existing conditions of structures, potential building sites, and infrastructure.

Phase 3 must clarify the state departments' and agencies' plans and space needs, and then determine which ones will occupy Howard Center facilities. This should be done in the context of an updated Statewide Facilities Plan.

Phase 4 should contain a complete plan for renovation and new development of Howard Center, that is, a coordinated, over-all scheme for the buildings, the circulation system, and the landscaping treatment. It also must specify treatment of the individual buildings, sites, and elements of the infrastructure, and the phasing and financing for the proposed work.

Revitalization of Howard Center is a large-scale redevelopment project. It must be viewed and organized as a long-range program. Ultimately, the master plan must provide realistic recommendations for construction phasing and some flexibility and alternatives in the build-out scenarios.

In Phases 2, 3, and 4, the costs of rehabilitating and reusing Howard buildings, and making needed infrastructure improvements, versus continuing to house state agencies in leased facilities, are to be analyzed and compared. The maximum build-out and use of Howard Center remains a desirable goal, but in some cases, it may be determined that reclaiming these properties would not necessarily be less costly than other alternatives.

This report proposes that a complete, detailed master plan for Howard Center, as outlined above, be completed over the next two years.

### **01-03 PHASE ONE OF THE MASTER PLAN**

This Phase 1 of the master plan summarizes the preliminary findings of the project team as catalogued in the *Comprehensive Study* undertaken from 1989 to 1993. It focused on the physical conditions of the Howard site, buildings, and infrastructure, identifying those which appear to be in the most critical need of attention. It describes the existing facility management and the occupant departments' present operations and plans for their future use of the center.

This report also cites the apparent space needs of other state agencies which now lease space or are seeking to relocate from existing space; it focuses on the vacant, underutilized and deteriorating elements at Howard, and it establishes master plan goals, objectives and implementation strategies.

There are three essential goals of this Phase 1 plan.

Most important, the master plan calls for a permanent council and an office of superintendent of Howard Center to manage the shared elements of the facility and to implement the actions recommended by this plan [see Goal 1].

The deteriorating elements of Howard Center must be revitalized by the creation of a multi-use state government complex. Revitalization will require rehabilitation and re-use of the major vacant and underutilized structures, repair or replacement of the aging infrastructure, creation of departmental districts to contain compatible uses, and relocation of some present uses to appropriate districts [see Goal 2].

Howard Center is situated entirely within the City of Cranston, and represents about 7% of its total land area. The large size and multi-faceted use of the complex cause unique and particular concerns for the neighboring residents and businesses. While Howard Center creates certain burdens for the municipal government, it also offers numerous advantages to the people of this city. This calls for a more formal relationship between Howard Center and the City of Cranston [see Goal 3].

### **01-04 SUMMARY OF MASTER PLAN GOALS AND OBJECTIVES**

Goal 1: Create a new centralized state management organization for property maintenance and interagency operations at Howard Center.

#### **Objectives:**

1. Establish a permanent council of state departments occupying space at Howard Center or participating in its management.
2. Establish the Office of Superintendent of Howard Center as the operating arm of centralized property management and operations.

3. Complete subsequent phases of the Howard Center Master Plan, the technical analysis and feasibility assessment of the master plan implementation strategies, and detailed plans for individual features.

Goal 2: Revitalize Howard Center as a multi-purpose state government complex.

**Objectives:**

1. Create discrete districts for the major departmental uses at Howard, namely, Children, Youth and Families; Corrections; Mental Health, Retardation and Hospitals; Substance Abuse, and Human Services.
2. Create a multi-purpose state government district under the jurisdiction of the Department of Administration, and assemble a specialized master plan for the redevelopment and re-use of this district.
3. Upgrade the infrastructure to ensure adequate service to present facilities, expansion into a center that fully utilizes all available land and buildings, and to provide for maximum energy and water conservation.
4. Stabilize, renovate, and reoccupy vacant and underutilized buildings for public service uses.
5. Plan for optimum use of any undeveloped or underutilized sites within Howard.
6. Adopt design guidelines for all future development at Howard Center to ensure preservation of the historic elements and compatibility of new elements with the traditional building and landscape character and with the master plan.

Goal 3: Improve and formalize the relationship between the State of Rhode Island and the City of Cranston regarding Howard Center.

**Objectives:**

1. Execute a master agreement between the state and the city to document and formalize the existing agreements pertaining to Howard Center.
2. Establish a process for review and comment by the City of Cranston on all proposed Howard Center development projects which meet certain threshold criteria concerning location, scale, intended use, proposed design, and other potential impacts on the community.
3. Provide seats for the mayor of Cranston and the local city councilperson as full voting members of the Howard Council, to ensure proper representation of the city's positions concerning all Howard Center matters.
4. Minimize and mitigate all significant impacts of Howard Center on the surrounding community.

## 01-05 RELATED STATE POLICY ISSUES

There are a number of state policy issues which, although beyond the purview of this master plan project, need to be addressed. Positions on the following questions will set the direction and character of the future development of Howard Center:

1. Will state prison facilities continue to be centralized at Howard, or can they be decentralized (includes relocation of "temporary" facilities and construction of new institutions)?
2. Procedures in state law governing the management and disposal of property (RIGL 37-7) must be followed if any property, whether land or buildings, at Howard Center or adjacent thereto, is determined to be surplus and is to be sold or transferred.
3. ~~Will there be defined departmental responsibilities and procedures for management of surplus state-owned property, with regard to securing and maintaining buildings until re-used or disposed of?~~
4. Will there be public development or privatization (public financing vs. third party, private financing of public facilities, private use of publicly-owned property, private improvement of public property, etc.)?
5. How will occupant departments ensure that their long-term plans are consistent with the State Guide Plan, particularly the Howard Center Master Plan, with regard to over-all state policies and priorities, capital budget requests, etc.?
6. How will the state address the necessity that the departmental institutions maintain professional accreditation and comply with established design standards for institutional facilities and appropriate building codes?
7. Who will be responsible for assembling and funding the next phases of the master plan?

## **912-02 PROJECT BACKGROUND**

### **02-01 TWO DECADES OF CRITICAL CHANGES**

Howard Center has been the major site of state hospitals and the exclusive location of state prisons since the 1800's. These two systems have experienced more dramatic changes in the past decade than they have over the past one hundred years. Over time, Howard Center has changed from "a place in the country" to an institutional island completely surrounded by an urban environment.

Over the past twenty years, the Department of Mental Health, Retardation and Hospitals (MHRH), for which a majority of the present buildings were originally constructed, has been a national model in successfully building community-based residential facilities and relocating clients to them. This relocation, however, has left nearly 900,000 square feet in 22 major buildings at Howard (not to mention those at Ladd Center and Zambarano Hospital) empty, underutilized, or without a designated permanent use.

During roughly that same time, the state's prison system has more than quadrupled in both the number of inmates and the amount of facility space. Four major new structures have been built over the past 15 years and the inmate population has grown from 730 to 2850 (290%) in 12 years.

At present, Howard is the location of all the prison facilities in Rhode Island. In addition to its approximately 600,000 square feet in permanent buildings designed as prison facilities, the Department of Corrections (DOC) now occupies nearly 400,000 square feet in 11 other buildings located throughout the former hospital district of the center.

DOC would prefer to have these operations, including Work Release, Minimum Security, all the female prisoners, the state marshals, and the training facility for the guards, housed in structures which meet modern correctional design standards. The DOC would prefer that these, and any other new prison facilities, be located elsewhere, in fact, on multiple sites for some programs. At present there are financial constraints and other practical problems to accomplishing this objective.

While the extent of the state's needs for both state-operated hospitals and prisons is difficult to predict (as illustrated by what has happened in the past two decades), it is certain that the state will always have a major public responsibility in both of these areas. Furthermore, the state also will continue to need state-owned property upon which to locate other key facilities. Co-location or proximity of certain state agencies would promote greater efficiency in management and operations, cooperation among those with related functions, and convenience for clients, employees, and the general public. The state-owned Howard Center provides an opportunity to assemble such agencies on a single campus.

### **02-02 LEGISLATIVE MANDATE**

In 1989, the Rhode Island General Assembly enacted PL 89-153, an Act Relating to the Howard Complex. The act found that the Howard Reservation had undergone significant changes since its establishment more than a century ago as a rural and isolated site for state health, correctional, and other institutions.

Furthermore, these changes "have occurred without unified management or direction of the diverse activities located at the Howard Reservation, and without an overall plan to guide the use of the Reservation or the disposition of land."

The General Assembly found that the Howard Reservation "must be very carefully used if it is to meet the state's present and future needs, and if it is to be developed in ways that are compatible with its surroundings." Therefore, PL 89-153 directs the statewide planning program "to prepare, adopt, and maintain a master plan for the Howard Reservation that shall include, without limitation, the following:

- a) Inventory of buildings and land, identifying those characteristics that are critical to the public facilities asset protection program and to present and future uses;
- b) Requirements of state government for a ten year period that can be met at the Howard Reservation;
- c) Allocation of buildings (including proposed buildings) and lands to various purposes, and identification of any areas that are surplus to foreseeable needs;
- d) Evaluation of the central utility systems and recommendations for appropriate maintenance and improvement activities, and
- e) Determination of responsibility for implementing the plan including unified management, cost estimates, setting priorities, and scheduling of actions and procedures for ensuring that all agencies act in accordance with the plan.

The act later was amended by PL 90-56, which extended the adoption date to September 30, 1991, and PL 94-426, which requires that the master plan be effective on October 1, 1994.

#### **02-03 HOWARD ADVISORY COMMITTEE**

The act established an advisory committee to assist the Division of Planning and the State Planning Council in preparing the plan. The following officials, or their designees, were named to this group:

- Director, Department of Administration, chairman (non-voting)
- Director, Department of Corrections
- Director, Department of Economic Development
- Director, Department of Mental Health, Retardation and Hospitals
- Director, Department of Children, Youth and Families
- Director, Department of Human Services
- Director, Office of the Budget
- Administrator, Public Facilities Asset Protection Fund
- Planner, City of Cranston
- Two members, R.I. House of Representatives
- Two members, R.I. Senate
- Two public members, appointed by the governor

## **02-04 RELATIONSHIP WITH THE CITY OF CRANSTON**

Howard Center is situated entirely within the City of Cranston and its presence in the city, as well as a history of controversies concerning state management of Howard, raises many municipal concerns, including the following:

- o Cranston bears more than its fair share of state institutions;
- o Real or perceived security threats must be resolved;
- o Providing municipal services has become burdensome;
- o The state's compensation to the city has been inadequate;
- o Future correctional facilities should be sited elsewhere;
- o Surplus land parcels should be sold for appropriate private development, strengthening the city's tax base, and creating local employment opportunities;
- o The municipal government should participate in immediate decisions and long-range planning at Howard;

This situation is not unique. Among other factors, it reflects the small land area of the state and the fact that state government in Rhode Island performs many functions that are conducted at the regional, county, or municipal level in larger states. For example, Warwick has the only air carrier airport, Johnston has the only major solid waste landfill, and Narragansett is the site of the state's only nuclear reactor.

Howard Center is a significant user of land in Cranston, representing about seven percent of the city's total area. While the state owns larger proportions elsewhere, such as 20% in Burrillville and 25% in Exeter, the impact on municipal services there is not as severe as it is in Cranston.

In its recent Comprehensive Plan, Cranston cited compatibility with surrounding neighborhoods and land uses as their primary concerns about Howard. Security and environmental protection also are critical issues. These concerns affect the development of the Sockanosset and cornfield parcels, as well as the potential reuse of vacant and occupied buildings on the perimeter of Howard Center.

Howard Center is the location of some of the state's most demanding facilities in terms of municipal services. The City provides fire protection, rescue services, police protection, and sewage treatment as municipal services for the reservation.

### **02-04-01 Compensation Under The "Payments In Lieu Of Taxes" Program**

The state compensates Cranston, to some extent, for local tax revenue lost on the 275-acre Howard Center site pursuant to RIGL 45-13-5.1 (the "Payments in Lieu of Taxes" (PILOT) Program, formerly known as the "Connecticut Plan"). This law was enacted in 1986 to remunerate municipalities, in lieu of property taxes, for the presence of private colleges and non-profit hospitals.

In 1988, the law was amended to provide for state-owned hospitals, veterans' residential facilities, and correctional facilities. Of the 23 municipalities who receive compensation, Cranston has the largest number of eligible state facilities in a single community and the second largest number of eligible state and private facilities combined. Accordingly, Cranston receives the second largest annual payment under this plan.

**TABLE 1**

**"PAYMENTS-IN-LIEU OF TAXES" TO CITY OF CRANSTON**

Fiscal Year	Cranston General	Johnson & Wales	Howard Center	Total
1988	\$16,488	7,136	n/a	23,624
1989	10,943	4,905	261,611	277,459
1990	11,530	5,361	574,739	591,630
1991	8,736	4,049	432,981	445,766
1992	8,046	3,729	521,027	532,802
1993	7,772	3,603	520,571	531,946
1994	34,888	16,170	2,335,158	2,386,216

Payments are funded by a statewide appropriation and distributed to eligible cities and towns according to a formula included in the state law -- 25% of the property taxes which would have been paid on that real property as of the December 31 assessment date. When the total payments that are required by the formula exceed the amount appropriated in the state budget, all grants are reduced proportionately.

In past years, the City of Cranston has complained that the payments it received were not sufficient to cover the costs it incurs in providing municipal services. However, in July, 1994, the payment was \$2,386,216., a very significant increase over previous years, and the City has expressed satisfaction with this amount.

The demands of Howard Center on the city services, and the controversies involving the provision and compensation for those services, have increased significantly in recent years. Much of the city's criticism apparently stems from what they view as a lack of organized and responsible state management of Howard Center. Examples include the removal of the state's on-site security force, fire hazards posed by vacant buildings, and such problems as the damage to the sewage pumping station by prison inmates, and the location of the Forensic Unit (for the criminally insane) in a minimally-secured hospital building adjacent to a residential neighborhood.

City leadership has worked, increasingly in recent years, to compel the state (1) to restrict the expansion of the state institutions, particularly the prisons, at Howard and (2) to sell Howard Center land to private ownership and thus increase the local tax base. Also, over the last decade, the state has transferred several parcels adjacent to Howard to the City of Cranston at no, or below-market, price.

Legislative actions sponsored by Cranston's General Assembly delegation, and legal agreements with the Cranston City Council, provided the impetus for many of the recent land and building use decisions concerning Howard Center. These include...

- o The law (PL 89-153) requiring the Department of Administration to prepare this master plan;
- o Conveyance for \$1.00 of the Brayton Avenue parcel to the City of Cranston (PL 92-481);

- o Transfer of both the Cornfield site and the Sockanosset parcel to the Rhode Island Port Authority and Economic Development Corporation for private development, and
- o Conditions placed by the Cranston City Council on their approval that certain DOC facilities be constructed, as provided by the Public Building Authority law.

Furthermore, there exist numerous agreements between the State of Rhode Island and the City of Cranston concerning many varied aspects of Howard Center. The City points out that the State has not adhered to some of these agreements. At present there is no central state office with responsibility for maintaining a complete file of these resolutions, contracts, memoranda of agreement, legislation, and other documents.

#### **02-04-02 Cranston Comprehensive Plan**

The newly-adopted Cranston Community Comprehensive Plan, which has not yet been approved by the state, contains a recommended strategy for Howard Center, with the following principal components:

- (1) to promote appropriate commercial development intensity at the old training school site (the Sockanosset parcel);
- (2) to reduce or eliminate future development at the "Cornfield" site;
- (3) to limit future expansion of state facilities to the area bounded by East Street/Pontiac Avenue, Route 37, and New London Avenue (Route 2);
- (4) to encourage the state to shift some vacant buildings from institutional use to private redevelopment for economic development purposes;
- (5) to establish caps on the major populations at Howard, and
- (6) to re-use the perimeter buildings for administrative functions only.

This master plan and the city's comprehensive plan are linked through the Comprehensive Planning and Land Use Regulation act of 1988 (RIGL 45-22.2). This act requires that local plans be consistent with the State Guide Plan, including this element. Once a local plan or amendment is approved by the Director of Administration, plans and projects of the state agencies, including those located at Howard Center, must conform to that local plan.

Implementation of the local plan is also furthered by another provision of RIGL 45-22.2: once a municipality's plan (or amendment) is approved, its zoning ordinance must be brought into conformance within 18 months. Subsequent legislation, Chapter 45-23 of the General Laws, the Land Development and Subdivision Review Enabling Act of 1992, requires that local regulations adopted under this act also be consistent with approved local plans.

Both state and local governments must consider the status and content of municipal comprehensive plans, zoning ordinances, subdivision regulations, and other requirements when these apply to state-owned land or buildings. Prior to 1982, it was generally presumed that, as the sovereign, the state was absolutely immune from such local controls. In that year, however, the Rhode Island Supreme Court adopted the "Rutgers" test, or "balancing-of-interests" test, as the method to be used to determine whether a state agency may contravene a local ordinance or regulation in carrying out its functions (*Blackstone Park Improvement Association et.al. v. State of Rhode Island Board of Standards and Appeals et.al.*), in a matter pertaining to construction of the Donley Rehabilitation Center on

Blackstone Boulevard in Providence. This decision requires that, in the absence of clear direction by the General Assembly, a five part analysis be used to determine whether the state agency or local government shall prevail.

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## **912-03 SUMMARY OF PHYSICAL CONDITIONS**

### **03-01 THE MASTER PLAN STUDY AREA**

The Howard Center Master Plan area contains approximately 275 acres and 100 structures. The base map, provided with this plan, shows the boundaries of the master plan study area as defined by PL 89-153 and contains a key to the buildings. (Throughout this plan, the Howard buildings are identified primarily by their state inventory numbers, with commonly used names, if any).

According to PL 89-153, the following parcels of land are exempt from consideration and are not part of Howard Center: land formerly held by the Howard Development Corporation and subsequently transferred to the R.I. Port Authority and Economic Development Corporation (the cornfield parcel); the DOT Highway Maintenance Garage area (the Ponderosa parcel), and the 13-acre (later enlarged to 20-acre) parcel located at the corner of Sockanosset Crossroad and New London Avenue (the Sockanosset parcel). An additional 21 structures are on these adjacent parcels.

### **03-02 SUMMARY OF BUILDING INVENTORY**

Appendix A is a building inventory which lists all 121 existing structures at Howard Center and on adjacent parcels. For each, it specifies the state inventory number, common name, address, departmental jurisdiction, current use, and floor area (in gross square feet).

Phase 2 of the master plan will contain a more detailed profile of each building, including an update of the information on the state building inventory form (last revised in 1979), and a description of special features of the building, its condition, its code status, its potential for continued use, or for re-use as recommended by the master plan, and estimated costs for rehabilitation.

The inventory indicates that Howard Center contains 100 buildings and a total of nearly 2.5 million square feet of floor area (see Table 2). (Note: Large complexes have a separate inventory number assigned to each major wing.)

At least 63 of the buildings (2,131,164 square feet) are major structures designed to house key operations. The 37 other structures (281,137 square feet) are smaller buildings which were built for the support services. Sixteen buildings, containing about 20% of the Center's total floor area, are vacant. At least seven other structures (more than 150,000 square feet) are occupied primarily by agencies or organizations which are not part of, or related to, the major departments at Howard Center.

#### **03-02-01 Major Departmental Uses at Howard Center**

Six major state government departments currently occupy the present Howard Center buildings. Most of the buildings are under the jurisdiction of either the Department of Mental Health, Retardation and Hospitals (MHRH) or the Department of Corrections (DOC). Other departments with some jurisdiction or activities at Howard are the Department of Children Youth and Families (DCYF), the Department of Human Services (DHS), the Department of Substance Abuse (DSA), and the Department of Administration (DOA).

The following table summarizes the allocation of buildings at Howard Center.

**TABLE 2  
SUMMARY OF HOWARD BUILDINGS  
ACCORDING TO JURISDICTIONS AND WHETHER OCCUPIED OR VACANT**

Department having jurisdiction	Occupied by dept	Occupied by other dept	Vacant	Total
Administration	0	DOC 1 DOC/MHRH 1	0	2
Children Youth and Families	17	DOC 1 DOC/MHRH 1 Other 1	5	25
Corrections	40	0	1	41
Human Services	0	Other 1	0	1
Mental Hth Ret and Hospitals	29	DOC 6 Other 1	9	45
Substance Abuse	3	0	1	4
Other	3	0	0	3
<b>TOTALS</b>	<b>92</b>	<b>3</b>	<b>6</b>	<b>21</b>

**03-02-02 Other Occupants of Howard Buildings**

Other current occupants of Howard buildings use more than 150,000 square feet in at least eleven buildings. These occupants include state and non-state agencies and organizations, some of them contractors to the major Howard departments. Table 3 lists the present occupants who are not part of the major departments listed in Table 2.

**Table 3  
OTHER OCCUPANTS OF HOWARD CENTER BUILDINGS**

Occupan (Common Name)	Building Number
<b>State Agencies</b>	
Community College of Rhode Island	58 (Harrington)
Lottery Commission	59 (O'Connell)
State Police	46 (Varley)
<b>State Agency Contractors:</b>	
Urban League Homeless Shelter(s) (DHS)	93 (IX) 96 (W. Arnold)
Eastman House (OSA)	81
Kids World Child Care Center (MHRH)	56 (Mathias)
Northeast Family Institute (DCYF)	40
<b>Other Organizations:</b>	
Alliance for the Mentally Ill	42 (Cottage)
Coalition for Consumer Self-Advocates	43 (Cottage)
Mental Health Advocate	44 (Cottage)
Developmental Disabilities Council	38 (Forand)
Cranston Recreation Department	(leases outdoor sites)

**03-02-03 The Howard Center Population**

Howard Center presently serves a population of approximately 8500 persons, including Howard-based employees, volunteers, visitors, and clients in the hospitals, correctional facilities, and other settings. The peak daily population probably occurs at the change between the first and second shifts.

Because of ongoing changes in staff levels and daily fluctuations in client populations, and since few records are kept as to visitors to the various agencies, the figures reported in Table 4 are average daily estimates provided by the departments, rather than recorded population as of a particular date.

**Table 4**  
**ESTIMATED POPULATION OF HOWARD CENTER**  
(Estimated 1992)

Dept.	Employees (Shifts)			Volunteers/ Visitors	Clients	Total
	1st	2nd	3rd			
DOA	49	1	0	0/0	0	50
DCYF	150	42	38	0/10	135	385
DOC	190	265	25	0/475	2935	5000
DHS	300	0	0	0/150	80*	530
MHRH	1070	315	65	30/20	450	2050
DSA	78	13	9	0/12	20	232
Others**	10	20	5	5/80	45	275
<b>TOTAL</b>	<b>2947</b>	<b>656</b>	<b>352</b>	<b>55/747</b>	<b>3765</b>	<b>522</b>

\* DHS contracted homeless shelter

\*\* Includes entities listed in Table 3

There is considerable concern, mainly on the part of Cranston residents and officials, that Howard client populations are being allowed to increase without any controls. This master plan has adopted the principle that caps on the major populations at Howard should be established [02-04-02], and this is reflected in our Recommendation 2 (f) [08].

### 03-03 REGIONAL ACCESSIBILITY

Among Howard Center's strongest advantages is its easy accessibility. It is in a very central location in Rhode Island, within the Providence metropolitan area. The center is served by exits from routes RI-37 and I-95, and has a good internal circulation system [see 03-08-05] and plenty of on-site parking.

Howard Center is only a short drive from T. F. Green Airport. It also is served by two Rhode Island Public Transit Authority bus lines, running along New London Avenue (Route 2) and Pontiac Avenue, with some trips entering Howard Avenue as well. Possibilities for improving mass transit to Howard should be encouraged.

### 03-04 LOCAL CONTEXT

The 275-acre study area is bounded on the west, north and east by busy state or local roads (Route 2, Route 37 and Pontiac Avenue). The original tract of land was chosen in the 19th century to be an isolated, rural asylum with plenty of productive farmland to help support its activities.

Today, the reservation's surroundings are very urbanized, with an active highway and commercial district to the north, a large industrial park to the east, and well-established single family residential neighborhoods to the south and west. The only vestige of the once-extensive Howard farmlands is the 70-acre "Cornfield" parcel abutting the southern end of the reservation. This land is slated for sale to the private sector, although the City of Cranston wants it to be designated as permanent

open space.

### **03-05 POTENTIAL FOR FUTURE DEVELOPMENT**

Within the 275 acres of Howard Center and adjacent parcels, there are 121 structures in landscaped settings. The site topography is that of a fairly flat hilltop which gradually slopes down to the east. In general, there are few physical constraints to development on the few open sites remaining within the reservation.

There are three sizable areas of wetlands which comprise a total of approximately 35 acres and their general location is illustrated on the Site Analysis Map. Most of the wetlands follow an east-west path across the reservation approximately 500 feet south of, and parallel to, Route 37. Some areas of the reservation have soil types which have been identified on U.S. Soil Conservation Maps as having "severe limitations" as to being buildable. This designation does not preclude construction but suggests that building in those areas may require special techniques and added expense.

#### **03-05-01 Expansion Capacity Limited to Present Land**

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The master plan study area, as shown on the base map (see Appendix A), was defined by PL 89-153. The 275 acres within the study area are extensively developed. However, there remain a few good potential building sites, suitable for both large and small buildings, as shown on the Site Analysis Maps and listed in Table 5.

Construction on some of these sites would require demolition of existing structures. Redevelopment must be seen as an important practical alternative for the state in the years to come, when it faces demands for new facilities. Construction on state-owned property is almost always the simplest option considering the high cost of land and the political difficulties of locating state facilities elsewhere.

It should be recognized that even state construction on state-owned land is not without some regulatory restrictions. State and federal property, generally not considered within the jurisdiction of local building and zoning regulations, now are subject to requirements set forth by the state Supreme Court in 1982.

State law (RIGL 37-14) requires that any project to be undertaken by the Public Buildings Authority must first be approved by the city or town where it is to be sited. Furthermore, the comprehensive community plans prepared pursuant to RIGL 45-22.3 require review by state agencies. Any proposed new construction will be subject to review by the Howard Council, on which the City will be represented [see draft Executive Order, item 2 (d)].

The City of Cranston has sought to restrict future development at Howard, particularly of additional prison facilities, both in their conditional agreements on recent PBA-funded projects and in the elements of their newly adopted comprehensive community plan.

Expansion possibilities outside the study area boundaries are quite limited since, over the past 25 years, the state has disposed of nearly 1,000 acres of the original reservation land. In 1973, the 700 acres of formerly-active reservation farmland on the east side of Pontiac Avenue were established as the Howard Industrial Park and are now completely developed.

During the past decade, the Rhode Island General Assembly, in cooperation with the City of Cranston, has further removed more than 120 acres from Howard Center. This land is in four parcels. In 1982, the State deeded 20 acres off Brayton Avenue to the City for construction of the new Alzheimers Treatment Center. Plans for the three other parcels, Sockanosset, Ponderosa, and the cornfield, have not materialized.

PL 89-153 specifically excludes the three above-named parcels from the master plan study area. It must be noted that any development which takes place on this land will nevertheless have impacts on Howard Center.

There also are some important issues relating to the Howard Master Plan in the proposed sale and development of these properties, particularly in the case of the "Sockanosset" and "Ponderosa" parcels. The state Department of Transportation (DOT) opposes sale of the latter because some essential state operations are located there, and there are no provisions for the relocation of these operations.

### **03-05-02 Undeveloped/Underutilized Land**

Howard Center contains at least six potential development sites, ranging in size from one to ten acres, which are listed in Table 5. Building on some of these would require the demolition of small existing structures.

**TABLE 5  
POTENTIAL DEVELOPMENT SITES**

Site    Location

1. Parcel between Bldg 80 and Pontiac Ave. (contains IX building)
2. Block bounded by Wilma Schesler, Foster, Garvey, and West
3. Parcel between Buildings 91, 95, and 96
4. Parcel behind Sstarbirth (166)
5. Parcel occupied by Buildings 23, 24, and 25
6. Parcel north of Maximum Security, east of railroad

### **03-05-03 Vacant Buildings**

The sixteen vacant structures, comprising about 504,586 square feet of floor area, are listed in Table 6. (A few of these contain small storage areas but that function is minimal.)

Many of these are former MHRH buildings, attractive and substantial brick or masonry structures built between 1890 and 1940. All are believed to be structurally sound but they are deteriorating because of virtual abandonment. The two oldest and largest structures, the former MHRH "A" Building (65) and the Center General complex (66, 68, 69, 70, 71, 72, and 110) are particularly endangered by water damage from unrepaired roofs and steam pipe leaks.

None of the vacant buildings have been properly secured or "mothballed." Missing windows and holes in the roofs, as well as the occasional unlocked doors, allow for the entrance of the elements, birds, animals, vandals and others seeking shelter. The resulting damage escalates the costs of eventual renovation and precludes some temporary uses such as warehousing. Some of the vacant buildings are without adequate fire alarm systems. Most are not inspected regularly by either security or maintenance staff. All the vacant buildings are uninsured.

**TABLE 6  
VACANT BUILDINGS AT HOWARD CENTER**

<b>A Bldg. No.</b>	<b>B Name</b>	<b>C Former/remaining functions</b>	<b>D Capacity (Square feet)</b>
001*		DCYF cottage	4,900
002*		DCYF cottage	4,900
004*		DCYF cottage	4,900
005*		DCYF cottage	4,900
008*		DCYF chapel	
010*		DCYF power plant	
047	"J"	MHRH staff residence	30,352
061		DSA administration	7,200
065	A"	MHRH wards	101,740
069	Center General	MHRH "A" and "B" wards	31,485
071	"	MHRH "D" ward	31,485
072	"	MHRH main core	18,956
077	"D"	MHRH wards	24,144
096	W. Arnold	Original homeless shelter	36,315
100	"L"	MHRH wards	23,469
110		Center General Chapel	4,653
		<b>Total:</b>	<b>504,586</b>

\* These buildings are on adjacent state-owned parcels.

**03-05-04 Underutilized Buildings**

The fourteen major underutilized buildings, listed in Table 7, contain a total of 504,390 square feet. This report identifies as underutilized those buildings occupied by an apparently temporary use, or those which contain a substantial amount of vacant space.

The Department of Corrections occupies 11 of these structures, which are scattered throughout the reservation, often in locations where the corrections function is not compatible with neighboring uses. In other cases, the buildings, while adequate for their current use, do not meet modern building standards for correctional facilities. Nevertheless, the DOC is presently requesting substantial capital improvement funds for some of these structures.

**TABLE 7  
UNDERUTILIZED BUILDINGS AT HOWARD CENTER**

<b>A Bldg. No.</b>	<b>B Name</b>	<b>C Former and current function(s)</b>	<b>D Capacity Square feet)</b>
045		DOC Marshals cottage	4,337
048	Bernadette	DOC men's Work Release	37,761
051		DOC administration	8,194
053		DOC administration	2,210
066	Center General	MHRH central kitchen; now DOC kitchen	23,990
068		MHRH "G" ward; now laundry storage	31,543
070	"	MHRH "E" ward; now DOC storage	33,654
075		DOC men Minimum	48,600
076		DOC men Minimum	32,490
079	"Security"	DOC inmate accounts	22,788
080	"Service"	DOC kitchen; MHRH storage	93,000
094	Dix	DOC women min and w/r	56,502
095	J Arnold	DOC women intk and med	43,299
097	Pinel	DOC training and MHRH Forensic Unit	56,022
		<b>Total:</b>	<b>504,390</b>

### **03-06 HISTORIC CHARACTER AND PRESERVATION REQUIREMENTS**

In recent years the large, new prison facilities have come to dominate the north and south sections of Howard Center. However, the central roadway, Howard Avenue, the hospital area, and the southeastern section along Pontiac Avenue retain the unified building and landscape character of the 19th and early 20th centuries.

The State Historical Preservation Commission has found the complex eligible for listing on the national and state Registers of Historic Places, and stated "The value of the complex, particularly as it is represented in various landmark buildings, demands the inclusion of a preservation component in the Howard Center Master Plan."

Twenty-two buildings were specified by the commission as Category A, that is, landmark buildings that deserve highest consideration for preservation. Twenty-one buildings have been designated Category B, as important elements in the historic and visual context of the reservation. All other buildings are identified as Category C, buildings that are not considered preservation priorities due to their lack of integrity or historical value.

The historical preservation rankings of all buildings are shown on the profiles in the comprehensive study. Those classified as either Category A or B also are identified on the Site Analysis Map.

State agencies, pursuant to the Rhode Island Historical Preservation Act, must consult with the Historical Preservation Commission regarding any activities affecting significant historical properties, prior to an actual undertaking. Therefore, all actions affecting the Category A and B buildings at Howard must be submitted for review during the planning stages.

Furthermore, the State Historical Preservation Commission's report stated that an archaeological assessment of the reservation should be carried out in advance of any major construction or ground disturbance to determine whether archaeological sites worthy of listing on the State Register of Historic Places may be present.

### **03-07 UNUSUAL ELEMENTS**

There are a number of somewhat unusual built elements at or near Howard Center, most of which would be unlikely or unfeasible to be built today. These features should be regarded as special assets which should be capitalized upon, if possible, in the future development and use of the property. Included in this group is a tunnel system linking the hospital buildings, the water tower and former surface reservoir, a very large cafeteria and kitchen, an auditorium, Walsh Park, a vehicle fueling station (on the nearby Ponderosa parcel), and a pathologic incinerator.

A railroad spur, part of an inactive freight line, runs through Howard. This length of track, known as the Pontiac Secondary, cuts away from the main Shore Line near Route I-95 in Cranston and extends about five miles in a southwesterly direction to a dead end in the Pontiac section of Warwick. The trackage rights are owned by the Providence & Worcester Railroad.

This line is the only available rail access to Howard Center and the nearby Howard Industrial Park. It runs parallel to Power Road and passes immediately along the Central Power Plant [#64 and #111] and the Warehouse [#144]. It can be very useful in moving large equipment and delivering supplies. It recently was used by DOC to receive stock for the warehouse. The spur has provided occasional freight service to commercial users in the industrial park.

In February 1991, the owner sought to abandon this railroad spur. The abandonment was

opposed by, among others, the state Department of Transportation (DOT), City of Cranston, and a private tenant of the industrial park. On October 31 of that year, the Interstate Commerce Commission (ICC) found that present and future public convenience and necessity permit the abandonment, and left open the possibility that the property may be suitable for other public purposes.

DOT recently initiated a Rail Corridor Study to determine the feasibility of using certain existing railroad rights-of-way for potential passenger "light rail" service or express busways. This is part of a larger effort to explore the potential for extending commuter rail service along Amtrak's Northeast Corridor south of Providence. DOT has expressed an interest in purchasing the Howard spur from its present owner.

Our study concluded that either the Howard spur could be preserved as a railroad or its right-of-way could be part of the envisioned commuter system, which would help relieve traffic, and could encourage additional state agencies to relocate to Howard.

### **03-08 SUMMARY OF INFRASTRUCTURE CONDITIONS**

The utility systems at Howard support an average daily population of more than 8,500 people, many of whom are technologically- dependent, fragile, and vulnerable, while many of the others require intense security. It is essential that these services be in working condition, efficient, and reliable.

The infrastructure of the Center is aging and deteriorating. It is certain that parts of it cannot continue to function properly without replacement or major repairs. Moreover, the systems will require a complete overhaul and upgrading if they are ever to serve a revitalized reservation operating at maximum capacity, i.e., all existing buildings fully occupied, plus new construction.

Over the years, individual departments have accommodated their particular building projects by modifying and adding to various utility mainlines and conduits. They have not recorded these changes in any central place. MHRH does have some information, usually building site plans, for specific projects but there is not a complete map of the center's utility systems.

The U. S. Army Corps of Engineers prepared a report, *Howard Complex Infrastructure*, a study of the feasibility of improving and expanding, or replacing, the central power plant to provide cogeneration capability and capacity to produce quantities of electricity and heat not only to supply Howard Center but also to sell some to nearby users. This report was compiled with OSP staff assistance. It is a supplement to the Comprehensive Study and is available for review at OSP.

#### **03-08-01 Heating System/Power Plant**

The largest and most imminent problem is the failing heating system. The entire center is served by the central power plant which also supplies about 60% of the electricity needs of the present occupants. The rest of the power is purchased from the Narragansett Electric Company.

The original plant building (64) was constructed in 1902 and the oil-gas cogeneration facility (111) was added to it in 1936. This plant has operated continuously since then, with a major expansion in 1956 and other improvements over the years. The plant operated independently until 1974 when increasing imbalance of the steam and electrical loads required it to be connected to the Narragansett Electric system. The plant consists of four steam turbine generators and four boilers, including some original equipment and components added during later upgrades.

This is now an aging facility whose ongoing dependability is in serious doubt. In the winters of 1989 and 1990, it broke down and left patients, inmates and staff without heat or electricity for several days. The breakdowns involved major electrical switch gear malfunctions.

The electrical and steam distribution systems are undersized and in disrepair. Throughout the system, there are steam geysers escaping through cracks in the ground and building walls, leaking pipes and radiators, surges of extreme hot and cold temperatures, and unworkable or unresponsive controls. The system currently has no shut-off mechanisms for individual buildings and the steam still runs to waste, and causes extensive damage, in the vacant buildings, including those on the Sockanosset parcel.

MHRH initiated an energy conservation program in 1982 and Narragansett Electric started a rebate program in 1988. While these have resulted in significant energy and cost savings, it is generally agreed that much more savings could be achieved. A new \$2.4 million energy conservation program, involving water, sewer, and energy, is in the final contract stages.

The opening of new DCYF and DOC facilities in 1990 and of the DSA treatment center in 1994, the renovation and re-occupancy of several older buildings, and the possible construction of the proposed courthouse all amount to a significant increase in electricity and heat demands, projected to be 8.6 million kilowatt hours and 2.3 megawatts, respectively, by the end of 1994. It may be unrealistic to expect the present strained plant and its distribution system to meet those demands.

The key question appears to be whether to repair or replace the existing system. Current repair estimates are approximately \$7,000,000 for the power plant and \$2,000,000 for the infrastructure, not to mention DCYF's desire to build its own separate cogeneration system for \$1.2 million.

A completely new system, capable of expansion as Howard Center increases to full occupancy, would cost approximately \$20 million for both new plant and new distribution systems. Proponents of this alternative also advocate privatizing the system, and report that there are many specialty firms who would be interested and who could operate the system more efficiently than the state.

### **03-08-02 Water System**

Howard Center is the largest water user in the state and is served by the Scituate Reservoir through the Providence Water Supply Board. In 1990, the system used approximately 620 million gallons, the same volume as delivered by the three water systems serving Portsmouth and Tiverton, and the water bill was \$280,000.

Water pressure is raised by pumps installed in the Central Power Plant and the system pressure is maintained by a 300,000 gallon elevated water tank installed at the high point of the reservation. The distribution system dates back to the turn-of-the-century and contains approximately 20 miles of pipe, with sections made of cast iron, cement, asbestos, cement-lined ductile iron and copper. The system include 105 hydrants for fire protection.

The central power plant uses an estimated 65 million gallons per year for boiler make-up and turbine cooling purposes. The system's steam absorption chillers provide approximately 1150 tons of cooling capacity and these use approximately 6 million gallons of water per year to make up losses from evaporation and leakage.

After accounting for the power plant and cooling tower water requirements, approximately 649 million gallons supply the domestic and personal needs of the patients and inmates at a gross rate of 360 gallons per person per day. This rate is substantially higher than normal per capita averages elsewhere

(for example, in 1982 the Providence Water Supply Board reported a gross rate of 144 gallons per capita per day). Since none of the buildings are metered, it is impossible to tell how much and where this water is lost due to distribution leaks before it is used.

Fire hydrants in a low-lying area of the center recently failed a water pressure test ordered by an insurance company. This raises serious concerns about the ability of the present water system to provide adequate water pressure for firefighting purposes at Howard Center.

The Department of Environmental Management is currently investigating the feasibility of drilling a well into the aquifer under the center to tap its non-potable water to supply the heating system. MHRH has requested capital improvement funding for this purpose.

### **03-08-03 Sewage Treatment**

The City of Cranston provides sewage treatment for Howard Center through a pumping station in the Howard Industrial Park adjacent to the Pawtuxet River.

Sewer charges for 1990 totaled \$1,200,000 for an estimated flow of 750 million gallons. (Note: Water consumption for the same year was reported at 620 million gallons. The sewage flows are probably increased by stormwater if the sewer system has not been completely isolated from the storm drain system.

The city's pumping station is reportedly operating at full capacity. In addition, debris such as sheets and other large items traced to the prisons have repeatedly clogged the pumps and caused overflows into the river. In 1991, DEM cited the city three times for violations related to this problem, which apparently is caused by vandalism by prison inmates. The state has selected a contractor, and work is underway, to install a screening device which will alleviate this problem.

The city estimated complete rehabilitation of the pumping station would cost \$500,000 and this was reflected in the sewer connection fee they asked for the prison buildings. (The city and state negotiated an agreement of \$308,000 but the state later decreased this to \$150,000.)

The capacity and present condition of the pumping station must be determined. Furthermore, upgrading of the station and/or the whole system must be undertaken, if required, to handle the increased flows as the center adds new facilities and occupants.

### **03-08-04 Stormwater Treatment**

A separate drainage system for stormwater supposedly was installed at Howard Center in the 1970s. However, the above-noted sewage flow rates suggest that the two systems are not completely separated. The situation must be investigated; if stormwater is being carried through the sanitary sewer system, it must be corrected.

The City of Cranston has a local Soil Erosion Control Ordinance and the state should comply with its standards. A Stormwater Management Plan should be an integrated component of any overall physical development plan for the Center.

### **03-08-05 Circulation System**

Howard Center presently has 14 lane-miles of paved road and 3,152 parking spaces in 48 parking areas. The roads and parking areas are shown on the Master Plan base map.

The existing circulation system appears adequate for the near future and there is room to expand it. Throughout most of the center, the parking areas are quite small since the institutions have relatively small parking demands. Similarly, the internal roads have always had only a light volume of traffic to accommodate.

Re-use of the buildings for almost any purpose would result in more traffic and eventually would require improved transit service, more parking space, and road improvements. The main access points from New London Avenue and Pontiac Avenue appear adequate to handle traffic volumes for the present and foreseeable future. As traffic volume increases, especially if the cornfield parcel is developed, the intersection of New London and Howard Avenues should be redesigned. There also are several secondary access points, all of which should be maintained for now.

The next phases of the master plan should consider alternative designs of the overall circulation system as well as several particular aspects that will be needed in the re-use of the underutilized areas of the center. Reconfiguration of some roads and driveways may yield more developable areas, more attractive landscaped areas surrounding the buildings, and consolidation of parking areas.

The design of main roads, driveways, and building perimeters needs to ensure the accessibility of emergency (especially fire) vehicles to all major facilities. The circulation design also needs to address freight loading, accommodation of specialized vehicles, handicapped accessibility, sidewalks and pedestrian use, and landscape design. A carefully-designed and attractive circulation system, for both vehicles and pedestrians, is very important to the character of a revitalized Howard Center.

### **03-08-06 Environmental Concerns**

An Environmental Review Team (ERT) was designated by the Rhode Island Resource Conservation and Development Area (RC&D) to assist OSP staff. The ERT consisted of a wetlands biologist, a wildlife biologist, a landscape architect, a site plan reviewer, a transportation planner, an energy conservation specialist, and two RC&D coordinators.

Staff met with the ERT to discuss environmental concerns and to seek their technical assistance. Staff and the ERT also made two site visits, during which presumed wetlands and other sensitive areas were flagged in order to help determine whether there is any buildable land remaining at Howard and to address related issues. The ERT produced a report which is a supplement to the *Comprehensive Study* and provided a volume of supporting documentation and technical information. Both are available for review at OSP.

The following features at Howard Center raise concerns as potential environmental hazards which need further investigation and, perhaps, remedial action.

1. Electric transformers at the center may contain polychlorinated biphenyls (PCBs), used as coolants and insulators, which could pose a serious health hazard in the event of a fire or spilling of PCB fluids. The transformers should be retrofilled, protected, and replaced.
2. Large amounts of asbestos contained in the power plant and warehouse may pose an unusually difficult removal problem and a threat of groundwater contamination.
3. Underground tanks for liquid propane are situated in several areas of the Center. A few years ago, one of these was ruptured while a crew, unaware of its existence, constructed parking lot improvements. These tanks need to be located and identified and, if unnecessary for present operations, removed.

4. The Forand building (38) has persistently had serious problems with its central heating/ventilation/air conditioning system. These problems should be investigated and addressed, particularly prior to any new or expanded use of the building.
  5. Electromagnetic fields related to the power plant.
  6. Emissions from the pathologic incinerator.
  7. Underground heating oil storage tanks.
  8. The effects of vehicular emissions and potential violation of clean air requirements should be evaluated, and may be mitigated by encouraging more carpooling and use of mass transit service [see 03-03].
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## **912-04 FACILITIES MANAGEMENT**

### **04-01 EXISTING FACILITIES MANAGEMENT**

Although the infrastructure systems serve the entire Howard Center, responsibility for providing and maintaining them has remained primarily with MHRH. The heating, electricity, water, sewers, and telephone systems were all developed by the state hospitals (for many years the major user) and that department has continued to manage them (pursuant to RIGL 42-12.1-4 which assigned MHRH to manage, supervise and control the Rhode Island Medical Center).

At present, all the Center utility costs are included in the MHRH budget. The buildings are not metered for consumption of electricity, heat, and water, or for the use of the telecommunications system. Until recently, MHRH also provided security, road maintenance, and groundskeeping for most of the Center.

Each of the major resident departments manages its own buildings and immediate surroundings, including parking areas, in terms of capital improvements and maintenance.

The City of Cranston provides fire protection, rescue services, sewage treatment, and most of the police protection as municipal services for the Center.

#### **04-01-01 Security**

Security is a very compelling issue for Howard residents and employees, neighbors, and the City of Cranston. It also constitutes a major liability exposure for the state and an aspect of Center management which needs immediate attention since there has been a significant reduction in the security force in recent years. Furthermore, this reduction is apparently perceived by the public, especially neighbors, to be a major problem. An effective security system is an absolute necessity for the present occupants, the neighbors, and for any expanded state government use.

Physical security at Howard Center is of prime importance because of the various populations (residents and visitors) utilizing the facilities and the proximity of the grounds to residential areas. Institutions at Howard include the adult prisons, the youth training school, the Forensic Unit of MHRH (for the criminally insane), the homeless shelter, and the substance abuse facilities. Recent incidents at the prison, along with the discontinuation of the MHRH security force in 1991, have contributed to public perceptions of inadequate security at Howard.

At present, there is no permanent security force responsible for protection of the Center in general. The DOC has its correctional officers who operate within the prisons and in their immediate perimeters. The DCYF has no special security force; instead the attendants perform security duties as warranted. In the past, they used the MHRH security force as back-up. The MHRH security force of eight or nine officers, providing a round-the-clock, roving security team for the entire Center, was disbanded in 1990 except for a single property management officer. The Department of Administration's Capitol Police have a single officer assigned to the Forand Building during one shift.

There is an unstaffed State Police office in the Varley Building for use in work with the DOC. Under certain circumstances, and on the order of the governor, the State Police can assist Howard-based institutions in providing and maintaining "crucial security services." The National Guard is also available for emergency situations. Establishment of a permanent State Police presence has been repeatedly recommended by some, particularly the local community, most recently following the prison disturbances of 1991.

In reality, the City of Cranston has assumed responsibility for most of the general police protection of the Center, outside of the prison walls, with back-up from the state police.

Although the prison riots received a great deal of publicity, these dramatic incidents may represent the least threatening aspect of Howard's security concerns. The Department of Corrections is very well equipped to deal with violent uprisings.

DCYF has had ongoing problems with both escapes from the Training School and contraband entering the facility. For the years 1989 and 1990, there was an average of four escapes per month. The new perimeter fence, erected in 1991, has improved this situation.

MHRH has a particularly difficult security responsibility in the Forensic Unit. Located in Pinel (97), the Forensic Unit is only 120 feet from nearby residences. Beginning in 1978, several studies reported on the inadequacy of the building's security features. When this building temporarily housed the DOC Intake Annex in the early 1980s, a barbed wire fence was constructed to enhance security, and the fence remains in place. MHRH places a high priority on construction of a new forensic facility, preferably located away from the Center's perimeter and closer to other MHRH operations.

The homeless shelter presents a very visible security issue. While the vast majority of shelter clients are well-behaved, a number arrive intoxicated, become disruptive, or for other reasons must be turned away. Shelter management usually receives assistance from the Cranston Police when needed. Although we are not aware of any serious incidents, there have been anecdotal reports of some of these persons trespassing on nearby private property and breaking into other (vacant) buildings at Howard to seek an alternate means of shelter.

The number of incidents at Howard reported to the Cranston Police, the State Police, and the former MHRH security office testifies to the need for a strong security presence. MHRH's groundswide force, which was eliminated in 1991, logged 1,824 incidents for which their assistance was needed in 1990. Among the incidents were the following:

Assaults .....	18
Auto accidents .....	19
Auto thefts .....	2
Bomb threats .....	2
Breaking & entering .....	7
DCYF incidents .....	65
Fire alarm responses .....	91
Fires .....	10
Larceny .....	36
Persons removed from premises .....	119
Rescue calls .....	60
Security alarm responses .....	93
Vandalism .....	54

During the six-month period of January to June, 1991, the State Police responded to 41 assaults and 40 escapes at Howard. In addition, the Cranston police responded to 210 incidents during 1991. The State Police have pledged that they will continue to respond to calls at Howard Center, but indicate that a permanent presence cannot be provided unless more funds are allocated for this purpose.

The lack of an on-site, state-controlled security force is a serious problem for the state, considering the populations using Howard and the concerns of the local community. It will be an impediment to any state plans to develop new facilities at the Center, particularly if the proposed new uses are for general state offices and for facilities serving the general public.

#### **04-01-02 Roads and Grounds Maintenance**

In October 1990, the Department of Corrections assumed responsibility for snow removal and groundskeeping for the entire Howard Center. Prior to that time, the Department of Transportation had maintained the Center's roads. DOT recently repaved the entire system, as one of its last projects before turning it over to DOC.

In 1992, RIGL 42-56-6 was amended, to remove DOT responsibility for road maintenance at Howard Center. At present, DOT is negotiating with the occupant departments to delineate duties, with the recommendation that the DOT would plan, advise, and review proposed improvements while the departments would pave, plow, manage traffic, etc. The 1992 legislative changes were made without the prior knowledge of at least some of the Center's major occupants who would have preferred that DOT remain responsible for road maintenance.

#### **04-01-03 Fire and Safety Systems**

Each of the occupant departments is separately responsible for fire and safety precautions in its own buildings. A complete survey is needed immediately to determine which buildings actually have proper and operational sprinklers, fire alarm boxes, flashing lights, and clear signs, and which have fire code violations.

There are known to be serious deficiencies in this regard. In December 1992, the Cranston Fire Marshal notified the state that the vacant buildings at Howard should have working sprinkler systems. Furthermore, inspections and structural assessments of these buildings should be made immediately in order to alert firefighters to potential dangers in the event that fires occur in any of these structures.

The Cranston Fire Department is responsible for all fire protection and also responds to all rescue calls. The Chief has encouraged adoption of standard names and numbers for all buildings, erection of new signs, and arrangements for someone to unlock vacant buildings when firefighters need access.

Emergency management for natural disasters is also the responsibility of the individual departments. Emergency procedures for the entire Center should be coordinated.

#### **04-01-04 Unassigned Responsibilities**

A major unassigned responsibility which affects property management at Howard is that of maintaining and/or planning for the re-use of vacant buildings which no longer are needed by the operating departments.

There is no central design review process to examine and comment on projects planned by the individual departments. This obviously leads to problems of integrating the new or remodeled features into the existing campus. The problems of inconsistent design, inappropriate use of buildings, and mixing of incompatible functions have a very detrimental effect on the overall character and functioning of Howard Center. This is true for all kinds of construction projects - those involving the utility and heating systems, the roads and parking areas, as well as the buildings. Better coordination of projects during the planning stages could prevent some of these extremely costly and wasteful problems from

occurring.

#### **04-01-05 Insurance**

The 100 buildings within Howard Center (structures only, no contents) have an estimated insurance value of \$270,000,000. Eighty-four are insured for a total of \$250,000,000. Seven buildings, individually below the \$75,000 deductible, have a combined insurance value of \$500,000, and nine uninsured vacant buildings have an estimated combined insurance value of \$13,000,000.

Depreciation on the buildings may average as high as 30%. Using present insurance values as a base, the estimated replacement cost of the 100 buildings is approximately \$352,000,000. The estimated replacement cost of the nine uninsured buildings is approximately \$18,000,000.

Most of the buildings in active use at Howard Center are insured at their actual cash value (replacement costs less depreciation). The majority of the buildings are insured under the state's master property insurance program which includes the Departments of MHRH, DCYF and DOA. Because of the special nature of the risk, DOC prison facilities are insured under a special policy. The Public Building Authority, as a quasi-governmental agency, insures its buildings under a separate policy.

Some buildings on Howard Center are not insured. Vacant buildings, not used for more than 60 consecutive days, are uninsurable. Private carriers in the standard market will not insure buildings against fire, water damage, or vandalism if they remain unoccupied and unused.

The costs associated with maintaining insurance coverage on vacant buildings can range as high as four to twelve times that of an occupied building (occupied buildings cost one to two cents per ten dollars of value). Rates at the high end of this range are for buildings that are unoccupied but whose reuse is being planned. The DOC buildings are also at the high end of the premium range.

The current state practice for insurance purposes is to assume that vacant buildings, unless part of a particular re-use project, will remain vacant, and therefore that the cost to insure them is unwarranted. This practice seems to be more the result of the insurance carriers' refusal to underwrite vacant structures than a conscious self-insurance program on the part of the state.

It may be possible to obtain insurance for vacant buildings at an acceptable rate if proactive loss control measures are instituted by the state. Among the safety measures that would make vacant buildings on the Center a more attractive insurance risk are routine security patrols, working sprinkler systems, and other fire protection/detection equipment, repair of roofs, windows and steam leaks, and the addition of humidity control devices.

#### **04-01-06 Capital Improvements Planning**

All capital improvement planning, budgeting, and implementation is done by the departments having jurisdiction of particular buildings. Coordination of departmental plans, budgets, and projects is officially overseen by the DOA Office of the Budget.

Currently, each agency at Howard Center prepares its own capital budget and request for funds, with no apparent contact with the other departments, no coordination of proposals with current or proposed use of physical facilities, no priority-setting for Howard Center as a whole rather than for each agency, and no assurance that essential preliminary or supporting work is accomplished or scheduled.

Preparation of the capital budget for fiscal years 1993 through 1997 illustrates the resulting problems. The following chart shows the proposals made by two different agencies for capital investment in the same building at Howard Center. In addition to recommending different and

sometimes conflicting actions, substantially different cost estimates were presented for the same action. Where no cost estimate appears on the chart, the department shown did not propose that action.

#### BUILDING A

Proposed capital improvement	Proposal and cost estimate by:	
	Agency X	Agency Y
Replace elevator	\$200,000	\$ 80,000
Repair parapet walls and flashing	40,000	
Upgrade HVAC	450,000	80,000
Replace entrance doors and alarm system		4,500
Waterproof basement		20,000
Plaster (new and repair)		10,000
Upgrade bathrooms 6,000		
Seal and stripe parking area		6,000
Replace tile floor	1,000	
Repair roof		4,000
Replace building	4,500,000	

#### BUILDING B

Proposed capital improvement	Proposal and cost estimate by:	
	Agency X	Agency Y
Replace slate roof	\$ 8,000	
Upgrade plumbing	80,000	
Upgrade heating and electrical systems	240,000	
Upgrade HVAC	650,000	
Air condition building		400,000
Repair parapet walls and flashing	40,000	
Renovate the roof, repoint masonry, waterproof exterior shell, and renovate environmental systems	1,500,000	2,500,000

Capital improvement planning by the individual departments and the long-range, phased improvement plans for Howard Center overall must dovetail to be effective and efficient. Coordination of the plans should help prioritize the major improvement and maintenance projects, avoid duplication and inappropriate repairs, and alert all interested parties about proposed projects.

The Howard Council and Office of Superintendent must be actively involved in the review and approval of these plans, and must assume coordination as one of their most important duties. Funds for some capital projects already are programmed, and more are being sought by the departments, in the Capital Investment Plan. Coordination by the Howard Council should improve the prioritizing and scheduling of projects.

## **912-05 STATE AGENCY FACILITY PLANS AND SPACE NEEDS**

### **05-01 OCCUPANT DEPARTMENTS**

First priority in the use of Howard Center buildings should go to the departments which already occupy space there. This master plan recommends that MHRH, DSA, DCYF, DOC, and possibly DHS, each should have its own district, within which it would manage its own facilities and have room for some flexibility in re-arranging operations and for expansion. The Department of Administration should have responsibility for all the other property, land and buildings, outside the departmental districts.

A map of the proposed departmental districts is provided with this report.

The following is a summary of the current use of Howard Center by the five major occupant departments, and their facility plans and space needs projected over the next ten years.

#### **05-01-01 Mental Health Retardation and Hospitals (MHRH)**

In the 1950s, a single Department of Social Welfare (DSW) was the only presence at Howard. Since then, it has been separated into the multiple departments currently occupying the campus.

The Department of Mental Health, Retardation and Hospitals (MHRH) is the major descendant of the original DSW. It has retained responsibility for the utility infrastructure, including the heating system, water, sewage, and telecommunications. It also has nominal jurisdiction over many of the buildings now occupied by a variety of state and non-state entities, as well as most of the vacant structures.

Further, MHRH itself has diminished substantially, mainly because of the movement to relocate mentally ill and retarded persons from large institutions to small facilities in community settings and, more recently, as a result of the fiscally-driven downsizing of hospital facilities. It now occupies eight major structures for its own functions at Howard Center.

MHRH has three major divisions, namely, Hospitals and Community Rehabilitative Services, Mental Health and Management Services, and Retardation and Developmental Disabilities. The department's two major institutions, the general hospital (GH) and Integrated Mental Health (IMH), constitute the Eleanor Slater Hospital, formerly known as the Rhode Island Medical Center (RIMC).

The general hospital is a state-operated, 440-bed chronic-care facility with supportive acute-care services, whose mission is to provide a wide range of programs and services aimed at patient discharge to less restrictive health care settings. It has always given high priority to the frail elderly. It is a long-term chronic care hospital, that is, it provides care under the immediate supervision of physicians at a level considerably higher than "skilled nursing" and the patients' lengths of stay are individually variable.

The general hospital currently occupies four buildings at Howard, namely, Varley (46), Virks (49), Mathias (56), and Regan (60). Mathias, Regan, and Virks are at full capacity, while Varley has been reduced to two wards. IMH patients at Barry (52) have been transferred to the supervision of the general hospital. A number of other Howard buildings formerly contained hospital wards and facilities but are now vacant or used for other purposes. The state also operates Zambarano Hospital in Burrillville, administratively combined with the general hospital at Howard Center.

The Integrated Mental Health (IMH) facilities are the long-term care component of the state's unified mental health system. Services provided elsewhere range from community-based outpatient treatment to acute care in several designated private hospitals.

The IMH is considered the place of last resort for those who cannot receive appropriate mental health care elsewhere in the state's mental health system. The average length of stay at the IMH is 1,635 days.

The IMH consists of three component units, Admissions Services, Rehabilitation Services, and the Forensic Unit, which, respectively, are housed in Barry (52), Adolph Meyer 50), and Pinel (97). As noted above, patients in Barry are under the supervision of the general hospital.

As of December 1991, the IMH had 127 resident patients, including 18 in the Forensic Unit. This is a dramatic contrast with the 1950's mental hospital of more than 3,500 patients in 20 buildings.

When Ladd Center closed, the support staff of the Division of Retardation and Developmental Disabilities, related to the operation of community facilities for that division, moved into Simpson (54), until recently an IMH building.

MHRH is expected to have a continuing presence at Howard Center, at the very least operating the specialized hospital facilities and related operations. MHRH envisions a permanent 300-350 bed general hospital, and Integrated Mental Health with 130 to 150 patients who need hospital stays of more than 90 days.

#### **05-01-02 Department of Substance Abuse (DSA)**

The Department of Substance Abuse (DSA) operates several direct services at Howard Center, namely, an in-patient detoxification unit, out-patient clinics, and the Treatment Alternatives to Street Crime (TASC) and Driving-While-Intoxicated (DWI) programs. The DSA community development effort includes a resource center and training activity, an ombudsman, and oversight of locally-operated programs. Contract compliance, financial management, policy and program development, and other administrative units are also located at Howard.

The in-patient detoxification unit is located in Rush (55) which has a 48 bed capacity that is consistently filled. There is a high rate of recidivism among these patients (in a recent year, 1,616 of 2,391 admissions had been previously served at the unit). There is almost always a waiting list for in-patient detoxification services and those awaiting admission are kept at local hospitals until room is available at the Howard facility. Out-patient detoxification and a methadone maintenance program also are located in Rush.

DSA also has jurisdiction over Eastman House (81), a residential treatment facility for women which is operated by a private contractor.

A new treatment facility for pregnant women and their babies, known as Sstarbirth (166), was opened in 1994. It was constructed at 80 East Street, on a 7-acre parcel still considered part of Howard Center, across from the larger portion of the campus. It, too, is privately-operated under contract with the department.

The other direct services, community support, and administrative functions are situated in Pasteur (57).

DSA maintains its close relationship with MHRH and continues to use most of the facilities it occupied when it was part of that department.

DSA reports a growing need for detoxification services and is seeking to expand its inpatient program, both at Howard Center and in community-based facilities. The department operates the facility in Benjamin Rush (55) and contracts with Marathon House and Talbot Center, both in Pascoag. DSA hopes to expand the latter by 20 beds.

### **05-01-03 Department of Children, Youth and Families (DCYF)**

DCYF operates the Rhode Island Training School for Youth (RITSY), located in the northern extremity of Howard Center. These facilities consist of nine clustered buildings encircled by a perimeter security fence. The average daily population at the school includes 135 youth and 150 staff on the first shift, plus approximately 40 persons staffing each of the second and third shifts.

The RITSY is undergoing a major transition since the state is seeking to dispose of the original 11 structures and the 22 acres they occupy (the Sockanosset parcel). The proposed property transfer has raised questions about the lack of sufficient expansion space for the RITSY and the replacement of several actively used RITSY buildings which are now located on the parcel. There are also questions about potential problems which might be caused by the close proximity of a commercial development to the RITSY.

The buildings which will remain as the RITSY, all single story brick structures built since 1960, are contained within the fenced area south and east of Power Road. The RITSY also retains the parcel on the west side of Power Road which is now the school's only sizeable outdoor recreation area. The westernmost section of this otherwise undeveloped tract may contain wetlands.

DCYF also has jurisdiction over three single-story structures (23, 24 and 25) just south of Route 37, which are separate from the main RITSY campus and outside of the perimeter security fence. Building 23 has been converted to a center where female ACI inmates visit with their infants. Buildings 24 and 25 are held by DCYF for possible reuse. These three underutilized structures are a potential site for a future, larger facility. The site could be enlarged if the adjacent cemetery could be relocated.

The sale of the Sockanosset parcel, as currently proposed, will eliminate two buildings which are essential to RITSY operations, the classroom building and the gymnasium/auditorium. Both of these, along with DCYF offices in two former residential cottages, Rossi (06) and Willow (07), and an MHRH warehouse (13), are located within the expanded parcel.

Both the classroom building and the gymnasium/auditorium were renovated in recent years. The classroom building is being replaced by a new school, which is a \$1.2 million addition to the existing RITSY administration building (17), and will open later in 1994. The gymnasium/auditorium remains in use, but the state is negotiating with the proposed developer of the Sockanosset parcel, expecting that the land sale will yield \$1.9 million to construct a new recreation complex.

The defined boundary of the parcel is such that, when it is sold, a privately-owned development (to be zoned for office use) will abut the north edge of Power Road and come very close to the RITSY buildings and perimeter fence. It is unclear whether the private development would have access to Power Road and share it with DCYF and the rest of Howard Center. There is little, if any, space on the remaining state- owned land to create an effective buffer area between the RITSY campus and the land proposed to be privately-owned.

Current DCYF policy and long-range plans anticipate reducing the number of youth residing at the RITSY by restricting its use to more serious offenders and by shortening the average length-of-stay. Nevertheless, the proposed changes to the RITSY land area and facilities appear to limit the state's ability to meet the institution's future needs at Howard Center, both in accommodating future population increases and in meeting new facility design standards which may be established in years to come.

#### **05-01-04 Department of Corrections (DOC)**

The Department of Corrections (DOC) operates the Adult Correctional Institutions (ACI) at Howard Center.

This department now is the major occupant at Howard and the one with the greatest continuing demand for additional space. DOC occupies more than 900,000 square feet in 44 buildings; 24 of them are major structures which were designed as prison facilities, 9 are "temporary" sitings in former hospital buildings vacated by MHRH, and 11 are miscellaneous buildings used by the department.

The rapid increase in the state's prison population was caused by a combination of several factors, including the following:

1. Imposition of mandatory and/or longer sentences for certain crimes and increasing the number of crimes ineligible for bail (by state law);
2. A sharply increased number of individuals held as probation violators;
3. A very low rate of parole releases, and
4. Lack of community-based corrections programs.

A dramatic transformation in Rhode Island's prison system has occurred over the past 15 years. Once identified as one of the worst in the country in terms of physical conditions, it was subsequently ordered by the federal court to correct a number of serious conditions.

Prolonged litigation, Palmigiano vs. J. Joseph Garrahy et al., filed through the ACLU in 1977, sought the remediation of conditions in life safety areas, food services, health care, classification, and disciplinary procedures.

In 1988, there was a sudden and unexpected increase in the number of prisoners awaiting trial and the court imposed fines on DOC based upon the number of prisoners held at the Intake Center in excess of the court's limit of 250. In general, the DOC succeeded in complying with these orders. The case was settled in 1994.

These circumstances forced the state into an extensive construction program, including ten new facilities and remodeling of 12 former MHRH buildings at a total cost of more than \$125 million (see Table 8).

**Table 8**  
**STATE CORRECTIONS FACILITIES ESTABLISHED SINCE 1976**

Constructed as Correctional Facilities:

- o High Security Center - "Supermax"(12)
- o Intake Service Center (15)
- o Intake Service Center Addition (155)
- o New Medium Security Complex (145-151)
- o Program buildings for Maximum Security (153, 154, 164)
- o Program buildings for Special Needs Unit (159, 160)
- o Program building for Minimum Security (152)

In addition, DOC took over and renovated nearly 450,000 square feet in former MHRH buildings scattered throughout the center:

- o Minimum Security (75, 76)
- o Work Release Unit (48)
- o Women's Medium and Awaiting Trial (95)
- o Women's Minimum and Work Release (94)
- o DOC Administration (51, 53)
- o Center General Kitchen (66)
- o Center General Warehouse (70)
- o Marshals' Cottage (45)
- o Inmate accounts and office space (79)
- o Women inmates visitation (23)
- o Warehouse (63)
- o Training Center (97)

The significant growth in the total number of prisoners and the state's prison building program seems to have subsided, but it is inevitable that these institutions will have to expand further in the future. From 1980 to 1992, the inmate population increased by 290%, and the staff and facilities' space expanded accordingly. The present average daily population at the DOC facilities is nearly 5,000. This number includes 2,800 inmates, 1,580 employees (three shifts), 10 volunteers, and 475 visitors.

DOC expects to need an additional 1,000 beds by the year 2000. This includes at least 300 more beds for the proposed Reintegration Center, and 100 for Work Release, probably in the near future.

The department has repeatedly stated that the Maximum Security facility, originally built in the 19th century, must be replaced within the next 20 years, and a new consolidated women's prison should be built.

One of the terms of the Palmigiano settlement is the setting of "caps" for the ACI. These "caps" establish the maximum number of inmates permitted in each facility covered by the settlement agreement, based on certain minimum standards in living conditions. Of greatest concern in this regard is the Intake Center which, when renovations are completed, will house more than 1,000 prisoners awaiting trial. This number substantially exceeds the maximum capacity recommended by the American Correctional Association. Therefore, the Intake Center will require careful management and monitoring of conditions.

This master plan recommends eventual relocation of all the "temporary" operations, especially the men's minimum security prison and work release program, and the two female units, from Howard Center to permanent facilities elsewhere.

#### **05-01-05 Department of Human Services (DHS)**

The Department of Human Services (DHS) has its administrative headquarters in the Forand Building (38), where it occupies about 75% of the space. MHRH administration utilizes the balance of this building.

DHS should consider relocating and consolidating some of its other administrative operations at Howard. The department currently leases nearly 85,000 square feet in the Providence metropolitan area, and many of the programs in that space appear to perform statewide rather than community service functions. The siting of more DHS functions at Howard remains desirable, and the department is interested in pursuing this through its participation on the Howard Council. DHS may be able to use federal funding to pay for renovation of office space.

DHS also has jurisdiction of a homeless shelter at Howard, which it operates under a contract with the Urban League. The shelter has been located in Welcome Arnold (96), but soon will be moved to the IX Building (93). DHS recently completed the rehabilitation of the new site, at a total cost of \$1 million, including a \$575,000 HUD grant and \$425,000 in state funds. The relocated shelter will accommodate 120 homeless persons. When Building IX opens, Welcome Arnold will be closed.

As a condition of federal funding, DHS made a commitment to keep the new shelter open for at least ten years. Nevertheless, Building IX is in the center of a proposed multi-use state office district, and on a major potential building site. Use of Building IX as a shelter should be considered temporary; when the 10-year horizon is reached, this use should be reevaluated; if possible, the shelter then should be moved elsewhere, to a community-based residential setting. The real solution is to reduce or eliminate the conditions that cause homelessness.

#### **05-01-06 Department of Administration (DOA)**

The Department of Administration (DOA) has jurisdiction of the Forand Building (38) but does not occupy any space there except for that assigned to the solitary Capitol Police officer. Until July 1991, DOA also operated the food processing plant (36) and the central warehouse (144) which were transferred to DOC. DOA still manages the state vehicle fueling station (one of the state's busiest) near the DOT garage on the nearby Ponderosa parcel. In addition, the DOA Information Processing Division deploys 49 employees to work with MHRH staff in various offices.

This master plan envisions that DOA, through the Office of the Superintendent of Howard Center, will play a key role in orchestrating the revitalization plans, controlling the use of underutilized and vacant buildings, managing some of the support functions, and chairing and staffing the Howard Council.

Furthermore, DOA and the Office of the Superintendent should investigate the advantages and feasibility of consolidating some of the support services used by the individual departments at Howard Center, including facilities maintenance, food services, laundry, mail routing, storage and warehousing, telecommunications, training center, and vehicle servicing.

The Office of the Superintendent should establish an office in one of the smaller buildings. One possibility is the Security Building (79). It is adjacent to the Service Building (80), which has potential as a renovated public meeting area and central cafeteria.

## **05-02 SPACE NEEDS OF OTHER STATE AGENCIES**

This project identified a large number of state agencies whose space needs could be met at Howard Center. This preliminary listing is meant only to illustrate the potential for redevelopment at Howard.

Final decisions about relocation of particular state agencies should be based on thorough analysis of agency needs, comparative costs of alternative locations, conformity with the State Guide Plan (such as policies supporting revitalization of central business districts in Rhode Island cities), and consistency with other state and local policies.

Three methods were used to identify agencies. A survey was conducted in October, 1990. The current leasing records in the DOA Division of Central Services were reviewed. Large agencies known to be searching for new sites were listed.

Governor Sundlun's Executive Order No. 91-7 directs that, whenever possible, state agencies should be sited in state-owned facilities rather than in commercially-leased properties.

### **05-02-01 Survey of state agency space needs (1990)**

Forty-two state departments or agencies responded to the survey of space needs conducted by the Office of Strategic Planning in October, 1990. Of these, the following 11 indicated some interest in relocating at Howard Center:

1. Department of Transportation - needed 121,000 s.f. for an administrative headquarters and 4,000 s.f. for its Bridge Management section. DOT is very interested in being at Howard and could relocate the entire department or only those sections serving the southern part of the state.
2. Community College of Rhode Island - was anticipating use of available space for 6 to 10 additional classrooms in Harrington Hall (58).
3. Department of Labor - needed 30,000 s.f. of office space. Lease expired on 5-1-93.
4. University of Rhode Island - needed offices, conference rooms, and seminar rooms for two new programs, the University Research Meeting Center and the Center for Clinical Instruction and Outreach Programs in the Allied Health Sciences.
5. State Archives - needed space for about 50,000 boxes of materials which currently are stored in private facilities at a cost of \$500,000 per year.
6. Board of Elections - needed 20,000 s.f. to store voting machines.
7. Emergency Management Agency - needed space for an alternate Emergency Operations Center housing communications and coordination activities.
8. Commission on Judicial Tenure and Discipline - needed office space for approximately 14 people and a conference room for confidential meetings.
9. Governor's Justice Commission- needed 2,000-2,500 s.f. for its office currently at the Kent County Courthouse.

10. Office of the Public Defender - wanted office space for staff investigators who work with defendants at Howard facilities.
11. State Police - needed a single-level building for a barracks, with garages and parking space, in a highly visible, accessible place. (Note: Pursuant to a 1989 agreement between the state and the City of Cranston, the State Police are to establish a continuously staffed command post at Howard Center, but this has not been accomplished [see 04-01-01].)

Other departments and agencies did not seek to relocate to Howard, but offered the following comments:

1. Workers Compensation - was leasing 16,000 s.f. in a privately-owned building and stated "there is no compelling reason for the department to be located at its present site if similar accommodations are available at Howard."
2. Department of Environmental Management - needed a new centralized location to consolidate its operations.
3. Attorney General - leases were expiring for the Narcotics Strike Force, Medicaid Fraud Unit, and Welfare Fraud Unit, and appeared willing to consider Howard Center.
4. Mental Health Advocate - clients feel uncomfortable about coming to the office because of its proximity to the IMH, but location at Howard has generally been a good one.
5. Rhode Island College - had no need for space at Howard but would like DCYF to be sited "at such a central location in the state" and then "our needs can very well be addressed by having the Mount Pleasant Complex turned over completely to Rhode Island College."

#### **05-02-02 State agency leases in the Providence metropolitan area**

Table 9 is a list of 54 state agencies which currently lease private properties in Providence or elsewhere near Howard Center. Total costs are \$6,500,000. for rent, plus expenses for non-included utilities, employee parking, etc. All listed agencies perform statewide functions, not neighborhood or community-based social services.

Not all listed agencies could be accommodated at Howard, and it would not necessarily be appropriate for all of them to do so. The state must undertake detailed analyses of these rentals and associated expenses, versus the investment necessary to repair and reoccupy buildings and make needed infrastructure improvements at Howard [see 01-02], and thus determine what savings, if any, could be achieved.

The list was compiled from the records of the DOA Division of Central Services and the State Properties Committee. It should be noted that this list is not all-inclusive since not all state-funded tenants comply with the requirement to process leases through the State Properties Committee.

**TABLE 9**  
**PARTIAL LIST OF STATE AGENCY LEASES OF PRIVATE PROPERTY**

<b>Department/Agency</b>	<b>Area (s.f.)</b>
Administration	
36,850	
Attorney General	
39,600	
Board of Elections	20,000
Board of Registered Professional Engineers	1,176
Business Regulation	33,843
Child Advocate	1,500
Coastal Resources	504
Consumers Council	1,900
Council on the Arts	4,000
Economic Development	11,679
Job Development and Training	6,700
Elderly Affairs	18,526
Employment Security	88,815
Environmental Management	35,940
Ethics Commission	4,702
Fire Safety Code Commission	1,350
State Fire Marshal	7,564
Gov.'s Commission on the Handicapped	1,218
Women's Advisory Commission	2,000
Board of Governors/URI Foundation	9,000
Human Rights Commission	4,300
Various others	26,860
 <i>Human Services:</i>	
Vocational Rehabilitation	17,192
Disability Determination	14,500
Programs for the Visually Impaired	12,426
Medical Services Division	5,000
Bureau of Family Support	3,103
Welfare Office	3,510
Human Services Office	27,390
State Court Administration	22,543
Labor Department	20,084
Library Services Offices	21,000
Public Utilities Commission	11,685
Motor Vehicles Registries (throughout R.I.)	24,335
RIDOT Adjudication Division	33,000
 <i>Treasury:</i>	
Employees' Retirement System	4,500
General Treasurer	12,157
Water Resources Board	2,087
R.I. Workers' Compensation	16,494
Comprehensive Rehabilitation Center	1,045
 <b>TOTAL 54 leases</b>	 <b>591,752 s.f.</b>

### **05-02-03 State agencies seeking new office space**

From various sources, we identified the following state agencies then actively advertising for new office space in private properties, some of which could be accommodated at Howard Center or in other state owned buildings.

1. Department for Children, Youth and Families - is implementing its regionalization plan and is searching for 100,000 s.f. in a Providence office which also will serve as central headquarters.
2. Department of Transportation - Division of Motor Vehicles was seeking 100,000 s.f. in a suburban location, with parking for customers and employees.
3. Department of Elementary-Secondary Education, Office of Higher Education, and University of Rhode Island, College of Continuing Education - are to be displaced by the Capital Center development.
4. Department of Environmental Management - lease expires soon, needs 50,000 s.f. to house all operations in a central location.
5. State Archives - since 1985 has pursued co-location with R.I. Black Heritage Association, R.I. Historical Society, and the State Records Center.
6. Division of Fire Safety - advertised to lease 15,000 s.f. in October 1992.
7. Administrative Adjudication Court - advertised to lease 50,000 s.f. in October 1992.
8. Commission on Women - seeking state-owned space for small agency operations.
9. Developmental Disabilities Council - would like to move out of Forand Building into its own space in another state-owned property (interested in one of cottages).
10. Water Resources Board - seeking 3,500 sq. ft. for offices.

### **05-02-04 Statewide Facilities Plan**

The latest Statewide Facilities Plan was completed in September, 1986. It contains several recommendations concerning some Howard Center buildings. Some of the proposals in this master plan agree conceptually, but not specifically, with those recommendations.

Determination of the future uses of land and buildings at Howard also must conform to the State Guide Plan.

## 912-06 SUMMARY OF OPPORTUNITIES AND CONSTRAINTS

### 06-01 OPPORTUNITIES

1. Howard Center probably is the state's most valuable property, one it will always retain. The Center must be carefully managed. It is a large, centrally located land parcel, and has all the existing infrastructure needed for a major institutional complex, namely, centralized systems for water, sewer, and heating, adequate parking, and connections to public transportation. Howard contains approximately 2.5 million square feet in 100 buildings which (without the land and contents) have an estimated insurance value of \$270,000,000.
2. Nearly all the buildings, except those designed and built as prisons, are suitable for a variety of state government uses.
3. The grouping of 19th and early 20th century buildings along Howard and Pontiac Avenues has been recognized for its historic character. This district of red brick and stone structures, surrounded by nicely landscaped grounds, presents an especially attractive opportunity for a complex of related state government uses.
4. There are many potential new occupants for the vacant and underutilized space in Howard buildings as shown in the survey of state agency space needs and the large number of state agencies which lease privately-owned space. At present several large departments are looking for new headquarters buildings.
5. Some of the support facilities, no longer used, could be good amenities for a government center. One of these is the former IMH cafeteria (which seats 1400) and its kitchen, which are located in the midst of the group of former hospital buildings proposed for renovation and reuse. Another is the vehicle maintenance garage which, with the DOT facility, could become a central state vehicle storage and maintenance site, consolidating smaller operations scattered at Howard Center and the Mount Pleasant complex.
6. Prison inmate labor offers a cost-effective alternative for much of the basic clean-up and repair work on the structures and grounds at Howard. DOC assumed responsibility for grounds maintenance in 1990, and inmate crews have performed the renovation work on several of the former hospital buildings. Inmates also could maintain state vehicles; DOC has proposed a more extensive automotive training facility where this could be done.
7. The reservation now contains approximately 900,000 square feet of underutilized space, either currently vacant or without a designated permanent use. Rehabilitation and re-use of these buildings as part of a well-designed and properly utilized state government complex is a significant opportunity for the state.
8. Departments which are now scattered throughout the metropolitan area in privately-owned, leased space would benefit from having a permanent location in a state complex, especially if related departments were sited in proximity to one another. Furthermore, a complex of state offices could share many centralized functions, such as mail processing, security, a motor pool, a training center, and others detailed in this report. The large number of state employees at Howard Center would justify such amenities as a central cafeteria.

9. Howard Center, revitalized as a state government complex, with an additional 2,500 to 3,000 state employees, would be an important addition to the customer base for nearby local retail businesses and also would be quite compatible with the surrounding Cranston neighborhoods.

## 06-02 CONSTRAINTS

1. Many of the older Howard Center buildings, having a total of approximately 900,000 square feet of floor area, are either vacant or underutilized and are deteriorating.
2. The infrastructure is old and stressed. The heating and utility systems have never had to serve all the Center structures fully occupied. The systems' capacity to support additional buildings needs to be determined. The heating system has failed in recent winters and needs a major overhaul or total replacement.
3. Howard Center lacks a governing or unifying organization. Departmental interaction is presently characterized by competition, duplication of effort, uncoordinated and/or ~~inappropriate individual improvement projects, and virtual abandonment of some of the~~ resources for lack of established management procedures for surplus properties.
4. The general placement of uses is haphazard, and there is fragmentation and conflict among agency uses and incompatibility with neighboring uses, all of which contributes to a failure to maximize the potential of Howard Center as a multi-use state complex.
5. Location of corrections facilities and homeless shelters in the midst of the hospital and the proposed state government districts presents a serious obstacle to attracting new uses to the vacant or underutilized buildings.
6. Decisions about new facilities or re-use of buildings are often made more in an environment of crisis management than as part of a long-term resource planning effort. A related problem may be the lack of a centralized state agency to manage all state lands and buildings. This is particularly evident with regard to managing buildings which become surplus to the needs of the agency which built or operated them.
7. Security concerns at Howard Center, both real and perceived, are an especially serious matter. These concerns must be addressed very directly if the center is to be successfully renovated and re-occupied by administrative, educational, or other functions which involve considerable use by the general public.
8. Legislation, court orders, and agreements with the City of Cranston, which pertain to the buildings and uses at Howard Center, limit the state's ability to develop aspects of the center.
9. Forty-three of the Howard buildings have been identified by the Rhode Island Historical Preservation Commission as either landmark or important elements in the historical and visual context of the reservation. All proposed actions affecting these buildings must be submitted, during the planning stages, for review by the commission.
10. The present Rhode Island economy and state budget are a serious constraint to state-funded, large-scale redevelopment at Howard Center. Furthermore, there is little precedent in Rhode Island for public-private joint ventures which offer alternative financing mechanisms. This fiscal constraint also affects the departments' ability to improve or expand services, add security personnel, and otherwise enhance their operations.

912-07

**MASTER PLAN GOALS, OBJECTIVES, AND IMPLEMENTATION STRATEGIES**

07-01

**GOAL ONE:**

**CREATE A NEW CENTRALIZED STATE MANAGEMENT ORGANIZATION FOR HOWARD CENTER.**

**Objective 1:** Establish, first by executive order and later by legislation, a permanent council of state departments and others with major stakes in the management of Howard Center.

**Strategies:**

- a. Immediately upon approval of Phase One of the Howard Center Master Plan, the Governor should be respectfully requested to issue an Executive Order establishing an interim Howard Council (a suggested draft is provided as Appendix B). The interim council should prepare legislation to establish a permanent council, with a full description of its powers and responsibilities, and this proposed law should be forwarded to the governor for submission to the next session of the General Assembly.
- b. The Howard Council should be composed, at a minimum, of the directors of Administration (as chair), Children Youth and Families, Corrections, Human Services, Mental Health Retardation and Hospitals, and Substance Abuse; the Mayor of the City of Cranston, and the local member of the City Council.
- c. The Howard Council should be a forum for addressing center management issues of mutual concern to its members. Each department and agency should remain responsible for, and in control of, its own programs, while the master plan and the Howard Council should address inter-agency management and center-wide development and operating issues.
- d. The Howard Council should act as an advisory body, making recommendations to the governor, the legislature, state departments and agencies, and the City of Cranston on management issues concerning Howard Center.
- e. Staff support for the Howard Council should be provided by the Office of the Superintendent of Howard Center. Interim staff support should be provided by the Department of Administration, Divisions of Central Services and Planning.

**Objective 2:** Establish the Office of the Superintendent of Howard Center as a centralized policy and property management operation.

**Strategies:**

- a. The same Executive Order should authorize the Howard Council to appoint an interim Superintendent of Howard Center, and such other staff as the Council deems necessary. Thereafter, the office, and its powers and responsibilities, should be established by a new state law concerning Howard Center management.

- b. The Office of the Superintendent should be part of the Department of Administration. The Superintendent should report to the chairperson of the Howard Council who should be the Director of Administration.
- c. The Office of the Superintendent should be responsible for the management and operation of the shared elements of Howard Center, including all centralized aspects of the buildings, grounds, road system, utilities, and other infrastructure. The Office of the Superintendent also should administer other centralized support services (or the arrangements for such services) which the state may choose to consolidate at Howard Center.
- d. The Office of the Superintendent should be responsible for the renovation, re-use, and maintenance of all Howard property outside of departmental zones.
- e. Staff of the Office of the Superintendent should include the superintendent and additional technical and support personnel. The DOA Divisions of Central Services and Planning should provide advisory staff on technical matters.

**Objective 3:** Complete Phase 2 of the Howard Center Master Plan, the technical analysis and feasibility assessment of the master plan implementation strategies.

**Strategies:**

- a. Completion of subsequent phases of the Howard Center Master Plan should be the responsibility of the Howard Council and the Office of the Superintendent.
- b. All recommended actions in subsequent phases of the Howard Center Master Plan should be reviewed and approved by the Howard Council, and then subjected to approval by the State Planning Council.

07-02

**GOAL TWO:**

**REVITALIZE HOWARD CENTER AS A MULTI-PURPOSE STATE GOVERNMENT COMPLEX.**

**Objective 1:** Create departmental districts for each of the major occupants at Howard Center, namely, the Departments of Children Youth and Families, Corrections, Human Services, Mental Health Retardation and Hospitals, and Substance Abuse.

**Strategies:**

- a. Each department should have its own district, within which it would manage its own facilities. Each district should be sufficient in size to accommodate the department's current and projected needs. Each district should have some room for rearranging operations and for future expansion.
- b. Departmental requests for changes of the district boundaries, or for use of facilities outside of the district, or any request to create a district for another department, should be reviewed by the Howard Council which should make recommendations to the governor.

- c. All departments' capital investment plans for projects within their districts should be submitted for review by the Superintendent, to ensure consistency with the criteria established in the master plan and compatibility with existing elements within the particular district and elsewhere at Howard Center.

**Objective 2:** Create a multi-purpose state government district, under the jurisdiction of the Department of Administration.

**Strategies:**

- a. All Howard Center land and buildings outside the departmental districts should be considered part of the multi-purpose state government district.
- b. The Office of Superintendent should have direct responsibility for management of all property within the multi-purpose state government district.

**Objective 3:** Upgrade the infrastructure to ensure adequate service to present facilities and to support possible expansion of Howard Center and its occupancy to maximum capacity.

**Strategies:**

- a. The Howard Council should establish a task force of technically competent state personnel to assess and compile information about the current systems and their condition, identify alternative solutions to the major problems, and prepare a report with recommended actions to be considered by the council.

This task force should draw expertise from DCYF, DOC, and MHRH Facilities Management, the State Energy Conservation Officer, the DOA Office of Strategic Planning, the Asset Protection Program Administrator, the Department of Environmental Management, and the Department of Transportation. The task force should be directed by the Superintendent of Howard Center.

- b. Specialized engineering studies, by state personnel or external consultants, may be required in order to develop more detailed information about proposed alternatives.

**Objective 4:** Stabilize, renovate, and re-occupy the vacant and underutilized buildings for appropriate public service uses.

**Strategies:**

- a. The Howard Council should establish another task force of technically competent state personnel to assess and compile information about the vacant and underutilized buildings, in anticipation of their potential for re- use, and prepare a report with recommended actions to be considered by the council.

This task force should draw expertise from DCYF, DOC, and MHRH Facilities Management, the DOA Office of Strategic Planning, the state Building Code Commissioner, and the Administrator of the Asset Protection Program. The task force should be directed by the Superintendent of Howard Center.

- b. Meanwhile, and as soon as possible, all vacant buildings should be properly secured (mothballed) according to the specifications of the State Building Code Commissioner.
- c. All reports and other information concerning the land, structures, and utilities at Howard Center should be assembled, organized, and maintained in the Office of the Superintendent.
- d. Specialized architectural and engineering studies of individual structures should be prepared either by the Office of the Superintendent or by external consultants, in order to verify reported conditions and develop rehabilitation plans and cost estimates.

**Objective 5:** Prepare a subsidiary master plan for the redevelopment and re-use of the multi-purpose state government district.

**Strategies:**

- a. A redevelopment plan, which aims at full occupancy of Howard Center by a group of compatible uses, should be prepared.
- b. Potential occupants of the buildings should be identified. First priority should be given to state agencies, but use by the local government, non-profit agencies, and private tenants also should be considered. In any case, the state should retain ownership of the property.

Decisions about relocating state agencies should be based on analysis of their needs, comparative costs of alternative locations, conformity with the State Guide Plan (such as policies supporting revitalization of central business districts), and consistency with other state and local policies.

- c. Existing non-compatible uses should be removed from the multi-purpose state government district within a certain time limit. Project stages, including the coordination and timing of relocations and renovations, should be specified in Phase 4 of this master plan.
- d. Support services should be centralized, whenever possible, in the new multi-purpose district and, ideally, shared by all occupants of Howard Center. These would include parking, vehicle storage and maintenance, mail service, printing/copying, recycling, etc. The district also could contain franchised amenities such as a cafeteria, child care, a physical fitness center etc.

**Objective 6:** Plan for optimum use of key undeveloped or underutilized areas within Howard Center as potential future building sites.

**Strategies:**

- a. Feasibility of development on the potential building sites identified in this report, and elsewhere within Howard Center, should be assessed.
- b. A maximum build-out scenario should be prepared to assist in overall design planning for renovations, new construction, and landscaping, as well as to anticipate future infrastructure needs.

**Objective 7:** Adopt design guidelines for all new development, to encourage an attractive, unified treatment of Howard Center, and compatibility of new elements with the traditional building and landscape character and with this master plan.

**Strategies:**

- a. Design guidelines should apply to all proposed development, including renovations and new construction, and to all structural and landscape features.
- b. Design guidelines should govern primarily the exteriors of the structures and should aim to unify the appearance and functions of the buildings and grounds.
- c. Design guidelines should prescribe general and specific criteria governing the location, orientation, architectural style, dimensions, materials, and colors of structures; appearance of major entrances, roads, and parking areas, and grounds landscaping.
- d. Design guidelines should aim specifically at minimizing and mitigating all significant impacts on the private properties and public rights-of-way surrounding Howard Center. The guidelines should establish standards for appropriate buffers, effective screening, control of stormwater, vehicular traffic control, etc.

07-03

**GOAL THREE:**

**IMPROVE AND FORMALIZE THE RELATIONSHIP BETWEEN THE STATE OF RHODE ISLAND AND THE CITY OF CRANSTON REGARDING HOWARD CENTER.**

**Objective 1:** Compile a master agreement between the state and the city, to document and formalize current and future understandings pertaining to Howard Center.

**Strategies:**

- a. The Howard Council should establish a task force, including the Superintendent of Howard Center, the Mayor of Cranston or designee, and other knowledgeable persons, to identify and assemble all existing agreements, and to draft a master document.
- b. Any future agreements should be added to the document.

**Objective 2:** A formal process should be established, whereby the City of Cranston would review and comment on all proposed development projects at Howard Center (which meet certain threshold criteria as to location, scale, intended uses, design, and other potential impacts on the community).

**Strategies:**

- a. The Howard Council should establish another task force, including the Superintendent of Howard Center and the Mayor of Cranston or designee, to recommend an appropriate review process and related criteria.

**Objective 3:** The Mayor of Cranston and the local member of the City Council should have permanent seats as full voting members of the Howard Council, to ensure proper representation of the city's positions concerning Howard Center matters.

**Objective 4:** All significant impacts of Howard Center on the surrounding community should be minimized and mitigated.

**Strategies:**

- a. Design guidelines should be established to ensure effective buffers, screening, and control of stormwater, and to govern traffic circulation, hazardous emissions, and other impacts of concern to the city. (See Goal 2, Objective 7, Strategy b.)
  - b. Decisions on the use of land and buildings on the perimeter of Howard Center should consider their impact on and compatibility with the adjacent neighborhoods.
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**Objective 5:** Support the principles for Howard Center in the Cranston Comprehensive Plan, to the extent consistent with the needs of the state as a whole and the requirements that departments and agencies located at Howard Center operate programs and deliver services in accordance with applicable laws and regulations and within available resources.

**Strategies:**

- a. Comply with generally accepted standards for the populations of care and custodial institutions, to the extent feasible.
- b. Seek to utilize buildings on the perimeter of Howard Center for purposes that are compatible with surrounding areas. As it becomes practical, arrange uses as to provide a transition or buffer between more intensive institutions for care or custody of persons, which should be located in the core of the area, and surrounding residential areas.

## 912-08 RECOMMENDATIONS

The following recommendations emanated from the comprehensive study and are presented in the context of the goals specified in this report. [The references in brackets are to sections of the comprehensive study.]

### GOAL ONE:

#### CREATE A NEW CENTRALIZED STATE MANAGEMENT ORGANIZATION FOR HOWARD CENTER.

##### Recommendations:

- a. The governor shall be respectfully requested to issue an executive order creating an interim Howard Council, authorizing the office of the Superintendent of Howard Center, and directing initiation of the actions enumerated in b through k below. (A suggested draft is provided as Appendix B).
- b. The Howard Council shall be a coordinating body; its interim authority shall be derived from the executive order (see item a above and Appendix B), and its permanent responsibilities shall be prescribed by law (see item 7 in Appendix B) [CS 22.02];
- c. The superintendent of Howard Center shall be designated, to pursue Phases 2, 3, and 4 of the Master Plan, implement council decisions, and manage the reservation [CS 22.02].
- d. The duties of the Howard Reservation Advisory Committee, Cranston Community Relations Board, and Howard Complex Advisory Committee shall be reassigned to the new Howard Council [CS 03.06].
- e. The Howard Council and the Superintendent of Howard Center shall review still-relevant recommendations of the 1990-1993 Comprehensive Study and of other past studies of Howard Center [CS 03.08].
- f. Any changes in the use or occupancy of any land or buildings at Howard Center shall be subject to (i) being reported to the Howard Council, if the change is by a department within its own district, or (ii) being approved in advance by the Howard Council, if the change would occur across departmental districts, this procedure being consistent with the "moratorium" in PL 89-153, Section 5 [CS 09.04].
- g. The Howard Council shall review jurisdictions and current uses of all buildings at Howard Center, and make appropriate recommendations to the Governor per RIGL 37-7-6 [CS 22.03].

- h. Building names, addresses, and inventory numbers shall be as set forth in the official inventory of state properties, maintained by the Department of Administration, Division of Planning, in accordance with RIGL 37-8.1-2, and shall be clearly posted and used consistently [CS 22.03].
- i. The Howard Council shall consider centralizing redundant functions: facilities management; fire, health, safety, and emergency compliance; food services; grounds and road maintenance; laundry; mail and telecommunications; security; storage and warehousing; combined training center; utilities and systems, and vehicle services.
- j. Fiscal and operational analyses of these functions shall be undertaken in order to ascertain the economic and organizational feasibility of centralization [CS 23].

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- k. Priority attention shall be given to securing, protecting, and revitalizing the infrastructure and usable buildings, being the thrust of Goal 2, below.

**GOAL TWO:**

**REVITALIZE HOWARD CENTER AS A MULTI-PURPOSE STATE GOVERNMENT COMPLEX.**

**Recommendations:**

- a. Howard Center shall continue to host the state's major institutions, and also shall become a multi-use government services complex [CS 22].
- b. The property shall be completely surveyed [CS 05.02], and a new and reliable base map shall be produced [CS 03.13].
- c. A comprehensive use/re-use plan for all usable Howard buildings, with asset protection and capital investment provisions, shall be developed [CS 19].
- d. Departmental districts and a multi-purpose state government district shall be delineated [CS 09.07];
- e. Fire protection systems and procedures [CS 17.10; 22.07] and a center-wide security function [CS 09.09; 22.13] shall be ensured.
- f. "Caps" shall be considered as a means of restraining the growth of major populations at Howard [CS 09.02].
- g. Controls to limit major new construction within Howard Center shall be devised [CS 09.02].
- h. Future construction of major new institutions shall be sited elsewhere [CS 18.02].

- i. Architectural and engineering studies of vacant/abandoned buildings shall be undertaken [CS 07.01].
- j. The following functional relocations and new sitings shall proceed as soon as possible:
  - (1) The MHRH/IMH Forensic Unit shall be relocated from Pinel [#97] to be integral with Adolph Meyer [#50] [CS 14.02];
  - (2) The DOC Men's Work Release Unit shall be relocated from Bernadette [#48] to one or more community-based sites [CS 12];
  - (3) The DOC Marshals shall be relocated from the cottage [#45] to another appropriate site [CS 12];
  - (4) A multi-departmental training and conference center shall be established in the "L" building [#100] [CS 22.16], and
  - (5) Separate departmental headquarters buildings shall be provided for DOC, DHS, MHRH, and DSA [CS 22.19]; feasibility of same for DCYF [CS 11.08] shall be further considered.
- k. Use/re-use and rehabilitation plans shall include statutory and code compliance [CS 07.03] and shall adhere to applicable accreditation standards [CS 11.10; 12.04; 14.09].
- l. Environmental and historic preservation considerations shall be factors in planned uses of land and buildings at Howard Center; the Rhode Island Historical Preservation Commission shall be requested to establish a historic district encompassing Howard Avenue and environs [CS 20; 21].
- m. The feasibility of the Eleanor Slater Hospital providing broad-based medical care of varied Howard-based populations shall be explored [CS 14.01].
- n. Selected state agencies now leasing private space elsewhere shall be moved into renovated Howard buildings, with co-location of compatible agencies [CS 18.04].
- o. Infrastructure and systems, especially power plant and water, shall be rehabilitated or replaced; new site analysis maps, detailing the systems, shall be produced [CS 17].
- p. Capital development planning at Howard Center, and the funding thereof, shall be coordinated by the Howard Council [CS 19].
- q. Subsidiary long-range Howard occupancy plans, including inter-departmental agreements, are to be developed by each of the major occupant departments: DCYF, DHS, DOC, DSA, and MHRH [CS 09.14].

**GOAL THREE:**

**IMPROVE AND FORMALIZE THE RELATIONSHIP BETWEEN THE STATE OF RHODE ISLAND AND THE CITY OF CRANSTON REGARDING HOWARD CENTER.**

**Recommendations:**

- a. The Mayor of Cranston and the local member of the City Council shall have positions on the Howard Council [CS 22.02].
- b. The state and the city shall strive for consistency in the Howard Center Master Plan and Howard-related issues addressed in the Cranston Comprehensive Plan [CS 16.01].

---

- c. The extent or limits of the city's jurisdiction (such as zoning and building codes) over Howard Center shall be reaffirmed [CS 16.01].
- d. City services at Howard Center (police, fire, rescue, sewers, etc.) shall be reviewed [CS 16.06].
- e. Appropriate compensation for city services shall be considered [CS 16.06].
- f. A master state-city agreement shall be codified, to contain all existing and future stipulations concerning Howard [CS 16.09].
- g. The City of Cranston shall have standing to comment on any plans affecting further development at Howard Center [CS 16].

Appendix A  
Howard Center Master Plan

INVENTORY OF BUILDINGS  
(as of 9-30-94)

A Bldg. No.	B Name	C Address	D Dept.	E Current Use	F Sq. Footage
001*			DCYF	Vacant	(4,900)
002*			DCYF	Vacant	(4,900)
003*			DCYF	School	37,014
004*			DCYF	Vacant	(4,900)
005*			DCYF	Vacant	(4,900)
006*	Rossi	98 Power Road	DCYF	Girls unit, offices	4,900
007*	Willow	94 Power Road	DCYF	Offices	4,900
008*			DCYF	Chapel (vacant)	
010*			DCYF	Vacant	
011*			DCYF	Maintenance	4,000
012		54 Power Road	DOC	High Security	73,350
013*			DCYF	Storage	4,500
014*			MHRH	Warehouse	41,000
015		18 Slate Hill Road	DOC	Intake	75,000
016*		92 Power Road	DCYF	Gym/auditorium	19,245
017		85 Power Road	DCYF	Administration	29,352
018		10 Rossi Circle	DCYF	Minimum	7,383
019		12 Rossi Circle	DCYF	Minimum	8,000
020		1 Rossi Circle	DCYF	Detention	8,000
021		3 Rossi Circle	DCYF	Maximum	8,000
022		14 Rossi Circle	DCYF	Minimum	8,000
023	McCabe/Sundlun	57 Power Road	DOC	Child Visitation	16,000
024		10 Crandall Court	DCYF	Secure residential	6,300
025		16 Crandall Court	DCYF	Vacant	6,300
026*		1306 Pontiac Avenue	DOC	Industries offices	1,700
027*		1310 Pontiac Avenue	DOT	Garage	20,500
028*		1306 Pontiac Avenue	DOC	Garage	1,800
029		1375 Pontiac Avenue	DOC	Garage/carwash	3,000
031		1375 Pontiac Avenue	DOC	Maximum North	11,700
033		1375 Pontiac Avenue	DOC	Maximum food	14,415
034		1375 Pontiac Avenue	DOC	Maximum administration	18,233
035		1375 Pontiac Avenue	DOC	Maximum South	11,700
036		33 Power Road	DOC	Food processing	36,944
038	Forand	600 New London Ave	DOA	DHS/MHRH administration	69,500
039	Schofield	705 New London Ave	RING	Armory	14,000
040		735 New London Ave	DCYF	Secure residential	10,000
041		6 Cherrydale Court	MHRH	MH offices	4,337
042		4 Cherrydale Court	MHRH	MH offices	4,337

<b>A</b> <b>Bldg.</b> <b>No.</b>	<b>B</b> <b>Name</b>	<b>C</b> <b>Address</b>	<b>D</b> <b>Dept.</b>	<b>E</b> <b>Current Use</b>	<b>F</b> <b>Sq. Footage</b>
043		2 Cherrydale Court	MHRH	MH offices	4,337
044		5 Greendale Court	MHRH	MH Advocate	4,337
045		1 Greendale Court	DOC	Marshals	4,337
046	Varley	1 Regan Court	MHRH	E. Slater Hospital	65,936
047		13 Fleming Road	MHRH	Vacant	30,352
048	Bernadette	7 Fleming Road	DOC	Work Release	37,761
049	Virks	3 West Road	MHRH	E. Slater Hospital	50,623
050	Meyer	54 Howard Avenue	MHRH	E. Slater Hospital/IMH	104,698
051		39 Howard Avenue	DOC	Administration	8,194
052	Barry	14 Harrington Road	MHRH	E. Slater Hospital/IMH	46,476
053		40 Howard Avenue	DOC	Administration	12,210
054	Simpson	6 Harrington Road	MHRH	MR/DD offices	46,476
055	Rush	35 Howard Avenue	DSA	Detoxification/offices	21,514
056	Mathias	2 Regan Court	MHRH	E. Slater Hospital	84,938
057	Pasteur	25 Howard Avenue	DSA	Administration	41,690
058	Harrington	30 Howard Avenue	MHRH	Auditorium; classrooms	16,316
059	O'Connell	1425 Pontiac Avenue	RILC	Lottery Commission	17,000
060	Regan	3 Regan Court	MHRH	E. Slater Hospital	130,250
061		14 West Road	DSA	Vacant	7,200
062		15 Park Hill Road	MHRH	Laundry	16,900
063		9 Power Road	MHRH	Warehouse	24,480
064		13 Power Road	MHRH	Power plant north	11,140
065		31 West Road	MHRH	Vacant	1,740
066		1511 Pontiac Avenue	MHRH	Center kitchen (DOC)	23,990
068		1511 Pontiac Avenue	MHRH	Storage	31,543
069		1511 Pontiac Avenue	MHRH	Vacant	31,485
070		1511 Pontiac Avenue	MHRH	Warehouse	33,654
071		1511 Pontiac Avenue	MHRH	Vacant	31,485
072		1511 Pontiac Avenue	MHRH	Vacant	18,956
073		17 Power Road	MHRH	Pathologic incinerator	200
074	Hazard	41 West Road	MHRH	Offices	52,566
075		18 Howard Avenue	DOC	Minimum B	48,600
076		14 Howard Avenue	DOC	Minimum C	32,490
077		34 West Road	MHRH	Vacant	22,974
078		6 Park Hill Road	MHRH	Garage	5,400
079		10 Howard Avenue	MHRH	Inmate Accounts, vacant	22,788
080		7 Service Court	MHRH	Storage; vacant	93,000
081	Eastman	1545 Pontiac Avenue	DSA	Residential	5,938
083		4 Service Court	MHRH	Storage	1,740
084		19 Foster Road	MHRH	Offices	4,680
085		7 Garvey Road	MHRH	Vacant	2,360
086		4 Garvey Road	MHRH	Shops	11,528
087		8 Garvey Road	MHRH	Shops	2,886
089		2 Garvey Road	MHRH	Motor pool	16,363
090		12 Foster Road	DOC	Greenhouse	2,937
091		10 Foster Road	DOC	Greenhouse	2,9
093		8 Service Court	DHS	Homeless shelter	15,900

A Bldg. No.	B Name	C Address	D Dept.	E Current Use	F Sq. Footage
094	Dix	16 Schesler Lane	DOC	Women min and wk rel	56,502
095	J Arnold	9 Schesler Lane	DOC	Women max and med	43,299
096	W Arnold	65 East Street	DHS	Vacant	36,315
097	Pinel	16 Schesler Lane	MHRH	Forensic Unit; DOC Trng.	56,022
100		51 East Street	MHRH	Vacant	23,469
104		20 Goddard Road	DOC	Reintegration Unit	60,000
105		1375 Pontiac Avenue	DOC	Maximum infirmary	6,400
106		1375 Pontiac Avenue	DOC	Max education/recreation	12,518
109		1375 Pontiac Avenue	DOC	Maximum A to F	12,180
110		1511 Pontiac Avenue	MHRH	Vacant	4,653
111		11 Power Road	MHRH	Power plant south	17,542
112*		1306 Pontiac Avenue	DOC	Tactical Team	800
113*		1306 Pontiac Ave	DOC	Garage	800
144		25 Power Road	DOA	Warehouse	40,000
145		51 West Road	DOC	Medium program/admin.	170,290
146		51 West Road	DOC	Medium A	27,600
147		51 West Road	DOC	Medium B	27,600
148		51 West Road	DOC	Medium C	27,600
149		51 West Road	DOC	Medium D	27,600
150		51 West Road	DOC	Medium E	27,600
151		51 West Road	DOC	Medium F	27,600
152		16 Howard Avenue	DOC	Minimum program	22,500
153		1375 Pontiac Avenue	DOC	Maximum industries	17,629
154		1375 Pontiac Avenue	DOC	Max education recreation	15,924
155		18 Slate Hill Rd	DOC	Intake	191,892
156		7 Rossi Circle	DCYF	Residential	6,400
157		5 Rossi Circle	DCYF	Residential	6,400
158		9 Rossi Circle	DCYF	Program	5,760
159		20 Goddard Road	DOC	Reintegration Industry	6,565
160		20 Goddard Road	DOC	Reintegration Industry	13,125
161*		63 West Road	DOC	Storage/dog kennel	2,040
162*		71 West Road	DOC	Repair facility	3,534
163*		74 West Road	DOC	Vehicle storage	2,800
164		1375 Pontiac Ave	DOC	Maximum industries	17,564
165		87 Power Road	DCYF	School building	22,200
166	Sstarbirth	80 East Street	DSA	Residential Treatment	11,995

\* These buildings are on adjacent state-owned parcels.

**Appendix B:**

**(Draft)**  
**EXECUTIVE ORDER**  
**No. 95-xx**

**(Date)**

**WHEREAS**, pursuant to PL 89-153, as amended by PL 90-56 and PL 94- 426, a Master Plan for Howard Center, in Cranston, has been initiated by the Statewide Planning Program, and

**WHEREAS** the State Planning Council has adopted the "Report and Recommendations," effective on October 1, 1994, constituting Phase 1 of said master plan and Element 912 of the State Guide Plan, and

**WHEREAS** the adoption of said element fulfills the requirements of PL 89-153, and

**WHEREAS** the advisory committee prescribed in PL 89-153 is dissolved, and

**WHEREAS** Phase 1 of the master plan contains certain conclusions and sets forth certain recommendations which are ready to be considered for implementation, and

**WHEREAS** new mechanisms are needed to pursue Phases 2, 3, and 4 of the master plan, and to provide for the efficient management and further revitalization and development of Howard Center, and

**WHEREAS** said plan recommends that a council be created and that a superintendent be designated,

*NOW THEREFORE, I, \_\_\_\_\_, by virtue of the authority vested in me as Governor of the State of Rhode Island and Providence Plantations, do hereby order as follows:*

1. There hereby is established an interim Howard Council;
2. The purposes of said council shall be:
  - (a) to take over the role of the advisory committee in completing Phases 2, 3, and 4 of the master plan, being Element 912 of the State Guide Plan, and to recommend the adoption thereof, and any amendments thereto, to the State Planning Council;
  - (b) to assume the duties and responsibilities of the Howard Complex Advisory Committee, created by Executive Order 89-21, and the Cranston Community Relations Board, appointed by the Director of Corrections, both of which bodies hereby are abolished;
  - (c) to review the jurisdictions and current uses of all buildings at Howard, and make appropriate recommendations to the Governor, pursuant to RIGL 37-7-6;
  - (d) to oversee and approve any changes in the use or occupancy of land or buildings at Howard Center;
  - (e) to provide the coordination or consolidation of certain central and potentially redundant functions at Howard Center;

(f) to determine whether future development at Howard Center will be entirely publicly supported or whether some privatization will be considered, and

(g) to retain the services of a superintendent and such other staff as the council deems necessary to fulfill these purposes.

3. The council shall consist of the following eight (8) members:

(a) The Director of the Department of Administration, who shall serve as chairperson,

(b) The Director of the Department of Children, Youth, and Families,

(c) The Director of the Department of Corrections,

(d) The Director of the Department of Human Services,

(e) The Director of the Department of Mental Health, Retardation and Hospitals,

(f) The Director of the Department of Substance Abuse,

(g) The Mayor of the City of Cranston, and

(h) The City Councilperson from Ward 6, or whatever ward encompasses all or most of Howard Center.

4. In the event that any other department or major agency of state government is relocated to Howard Center, its director shall be added to the membership of the council.

5. Additional professional, technical, administrative, and support staff, as deemed necessary by the chairperson of the council, shall be provided by any appropriate departments or agencies of state government.

6. All departments and agencies of state and local government shall cooperate with the council by furnishing such information and advice, documentary and otherwise, as the council or its agents shall deem necessary or desirable to facilitate the intent of this Executive Order.

7. The interim council, after having considered all the matters set forth in the master plan, shall propose legislation prescribing the creation of a permanent Howard Council, and such other provisions as it shall deem necessary for the proper administration and development of Howard Center, and said legislation shall be submitted to the 1996 session of the General Assembly.

8. No provision herein is intended to limit the powers now held by the Cranston City Council.

This Executive Order shall take effect on (--- date ---).

**Appendix C:**

**Howard Center Master Plan  
Comprehensive Study**

**VISION OF THE FUTURE: A MODERN GOVERNMENT SERVICES CENTER**

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---

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  - .03 State Guide Plan [Element 912]
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  - .05 By-products/suggestions
  - .06 Unfinished business
- 

**APPENDICES**

**References to Sections**

<i>A Statutory basis for study and master plan</i>	
(1) PL 89-153, as amended by PL 90-56	02.01
(2) Other applicable laws	02.02
<i>B Maps</i>	
(1) Area affected by master plan	05.02
(2) Recommended departmental zones	09.07
(3) Environmental concerns	20.00
(4) Infrastructure (overlays)	17.00
(5) Utilities and systems (overlays)	17.00
(6) Buildable land at Howard	18.02
<i>C Aerial photographs</i>	03.13
<i>D Demographic data</i>	
(1) Howard Reservation	08.01
(2) City of Cranston	08.02
<i>E Status of communitization in Rhode Island</i>	09.03
<i>F Selected budgetary data</i>	23.01
<i>G List of stakeholders</i>	03.11; 22.18
<i>H List of documents and exhibits</i>	03.10

<i>I Draft legislation</i>	25.01
<i>J Draft executive orders</i>	25.02
<i>K Procedure for changes of occupancy or use, and alterations, renovations, improvements</i>	22.03
<i>L Bibliography</i>	

#### SUPPLEMENTS

1 Buildings inventory and profiles	06.00
2 Environmental Review Team Report	20.00
3 Historical Preservation Commission Report	21.00
4 U. S. Corps of Engineers report on Howard Center infrastructure	17.00

## **MAPS**

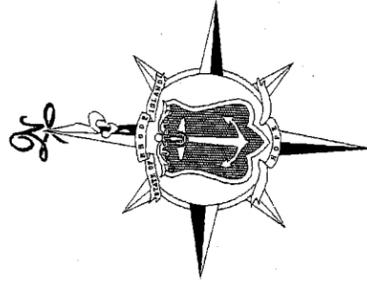
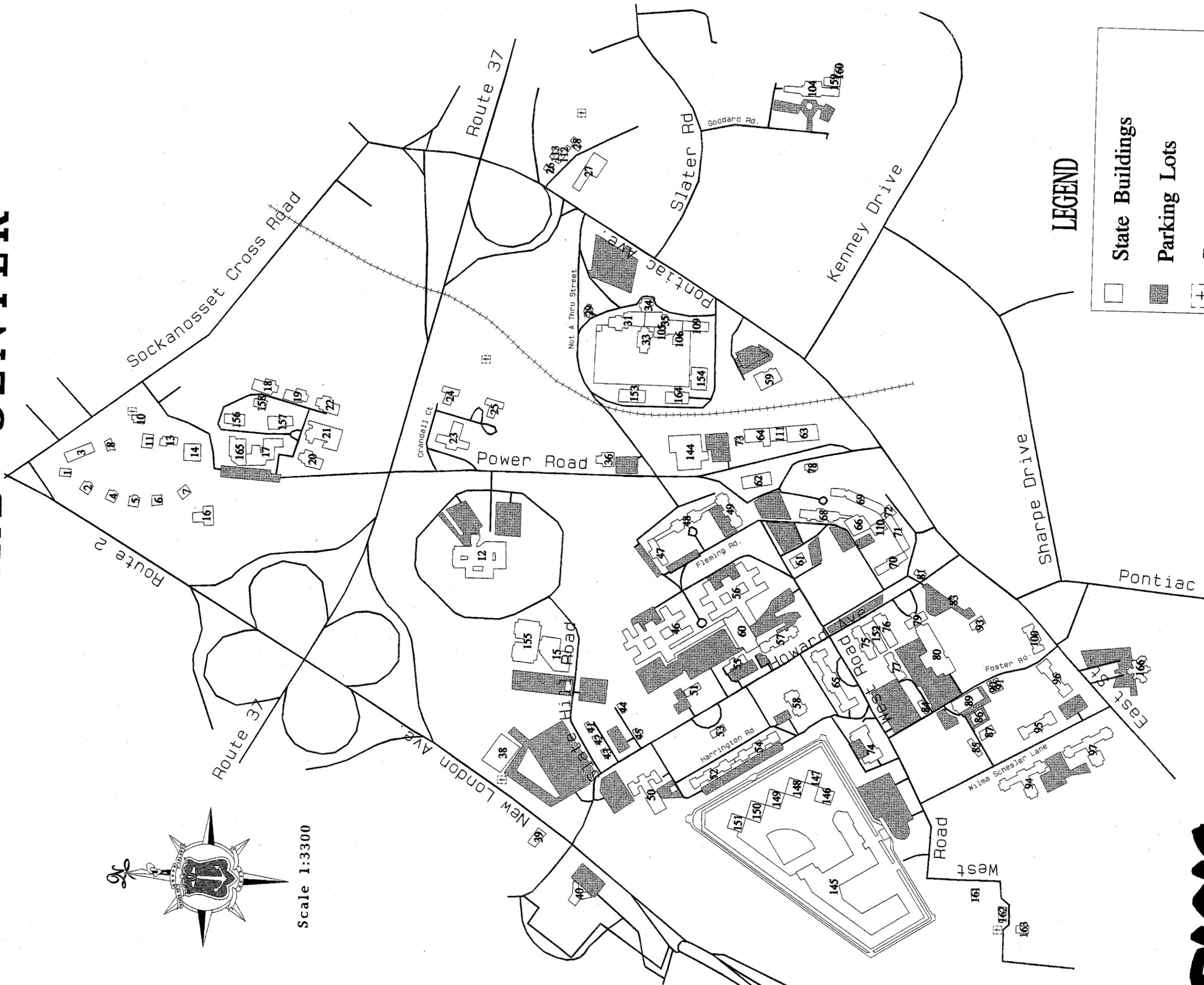
The following maps are provided to illustrate Howard Center and critical aspects of the Howard Center Master Plan. These maps were produced on ArcInfo software by the Rhode Island Geographic Information System (RIGIS).

1. Howard Center base map
2. Site analysis maps
  - A. Electric
  - B. Steam
  - C. Water
  - D. Sewers
  - E. Environmental Constraints
  - F. Historical Buildings
3. Proposed departmental districts.

### **Disclaimer**

Users of these maps are advised that accurate surveys were not available at the time of production. Therefore, boundaries, roadways, and other elements depicted should be assumed to have a margin of error of up to fifty feet.

# MAP 1 STATE OF RHODE ISLAND HOWARD CENTER



Scale 1:3300

## LEGEND

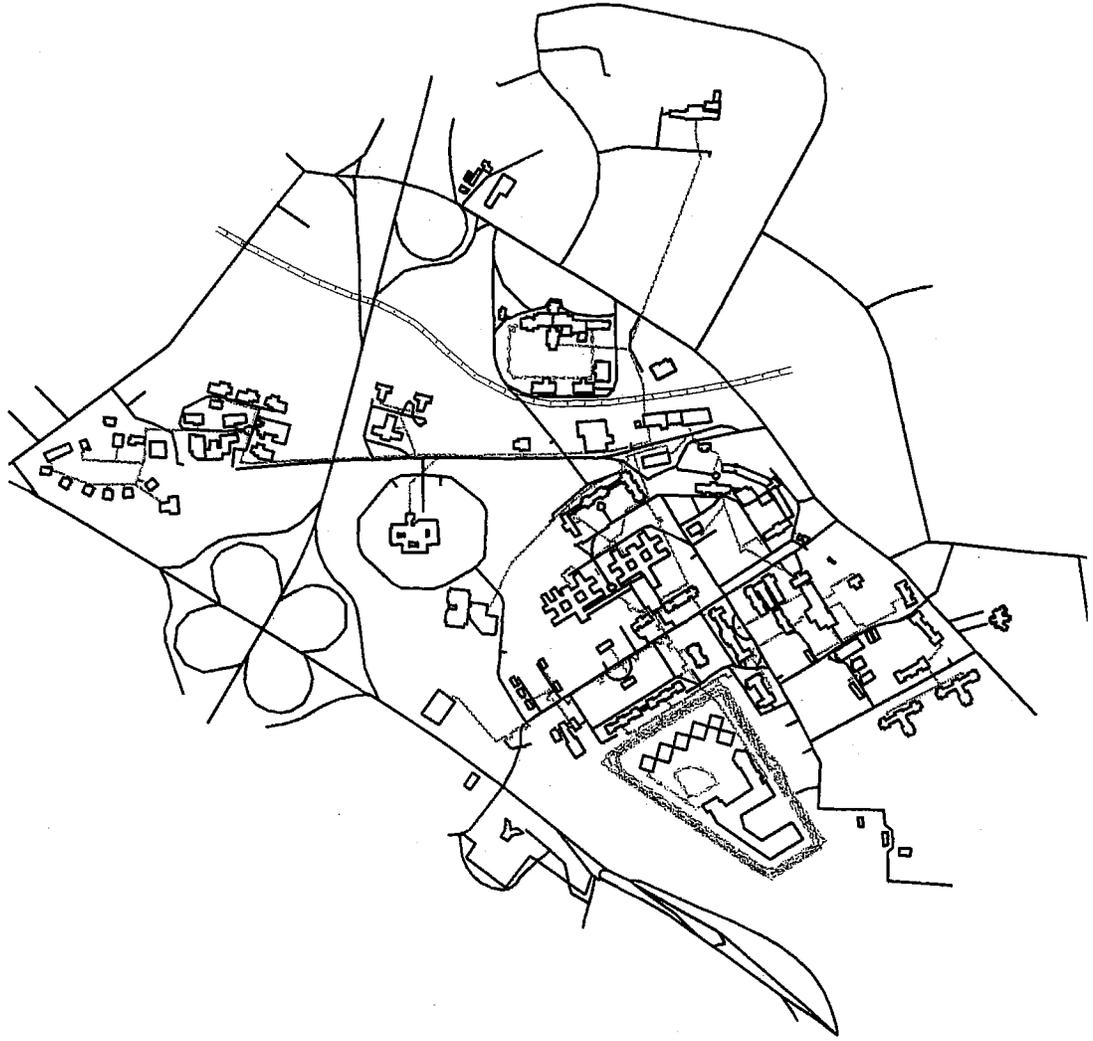
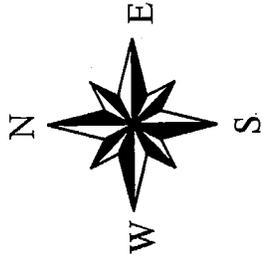
-  State Buildings
-  Parking Lots
-  Cemeteries
-  Road Center Lines
-  Railway Line

# RIGIS

RI Dept of Administration  
Division of Planning  
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SAS 02/21/95

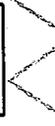
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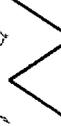


**steam**

**Map 2B**

 Buildings

 Prison Walls

 Roads

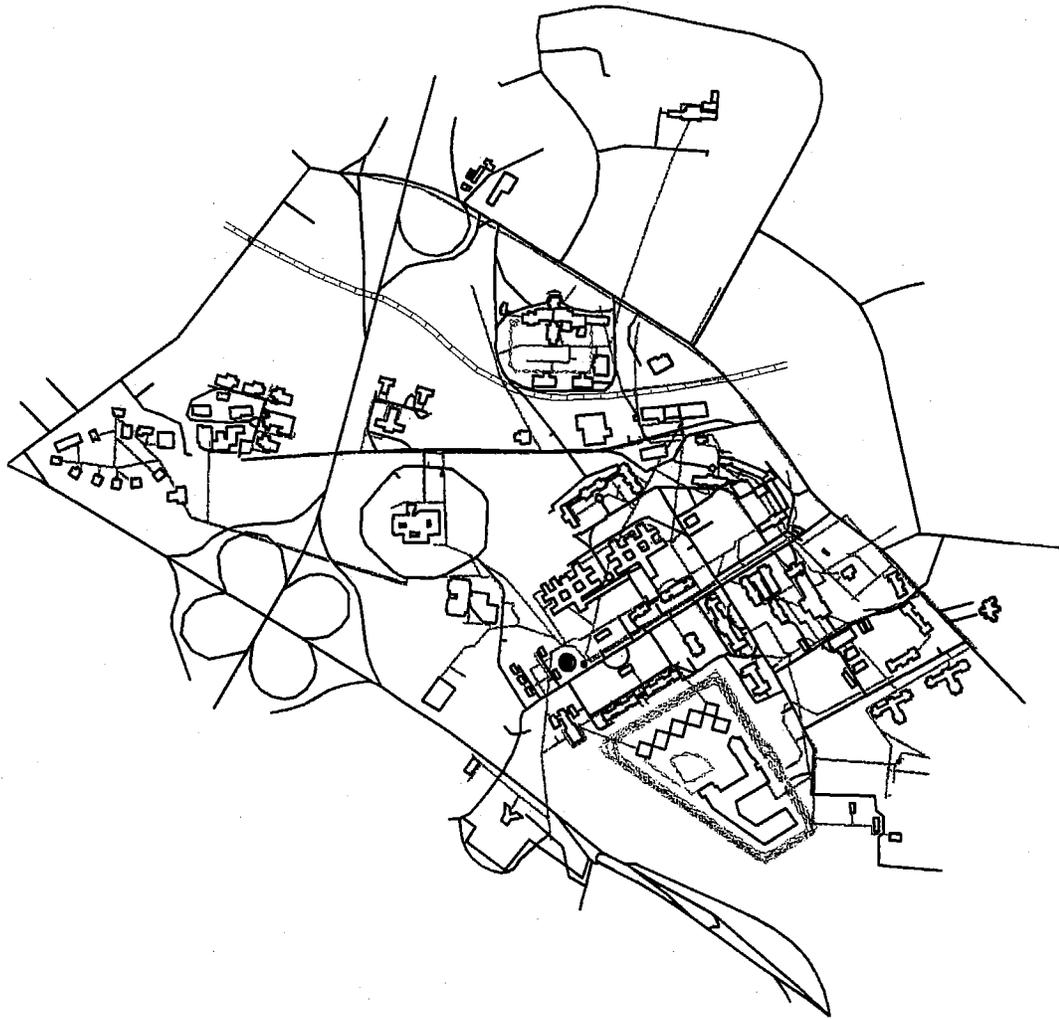
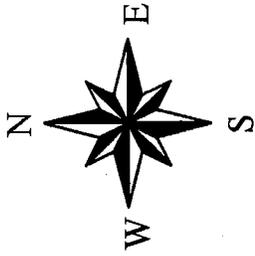
 Rail line

 Steam

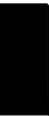
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# Howard Center



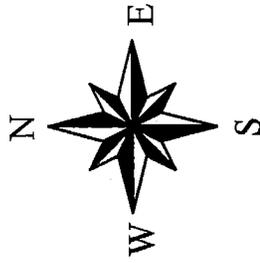
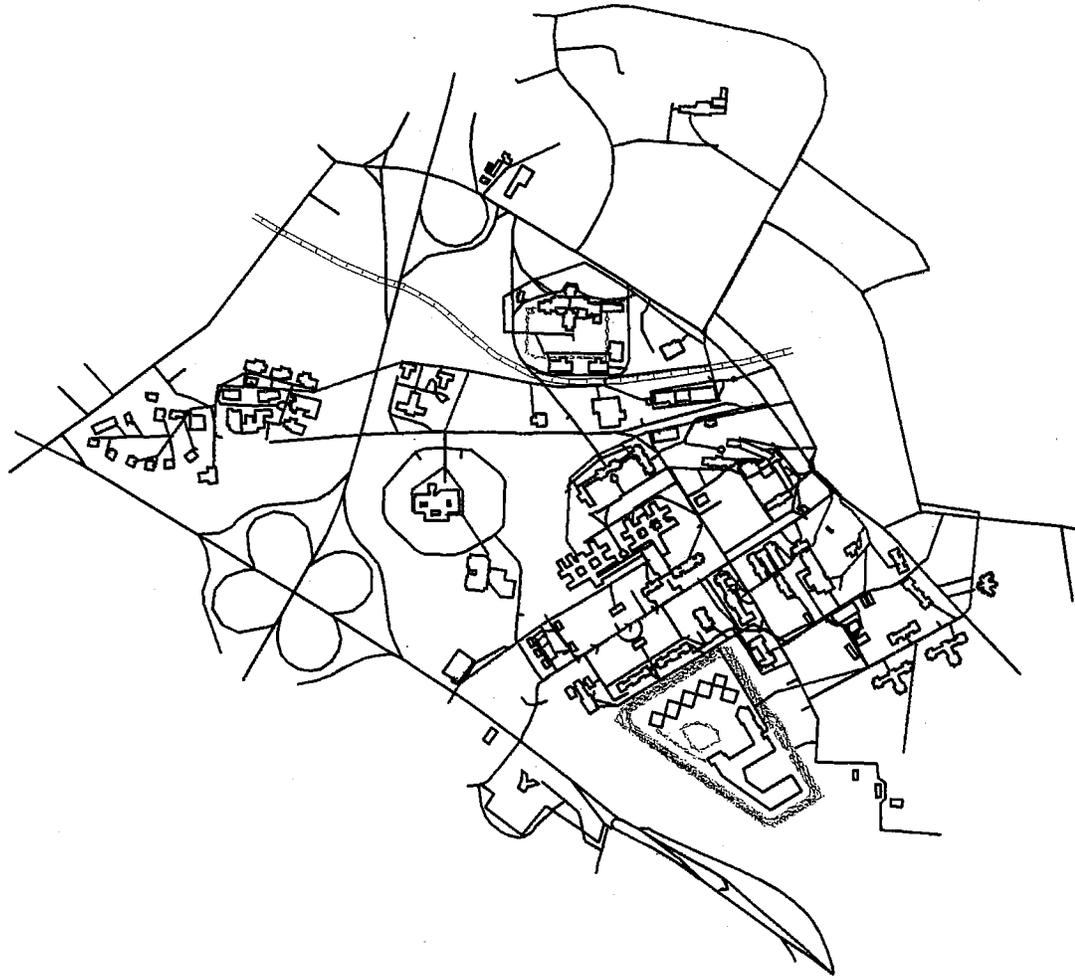
## water Map 2C

-  Buildings
-  Prison Walls
-  Roads
-  Rail line
-  Water line
-  Tanks

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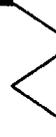


# Howard Center



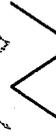
## sewers

### Map 2D

 Sewers

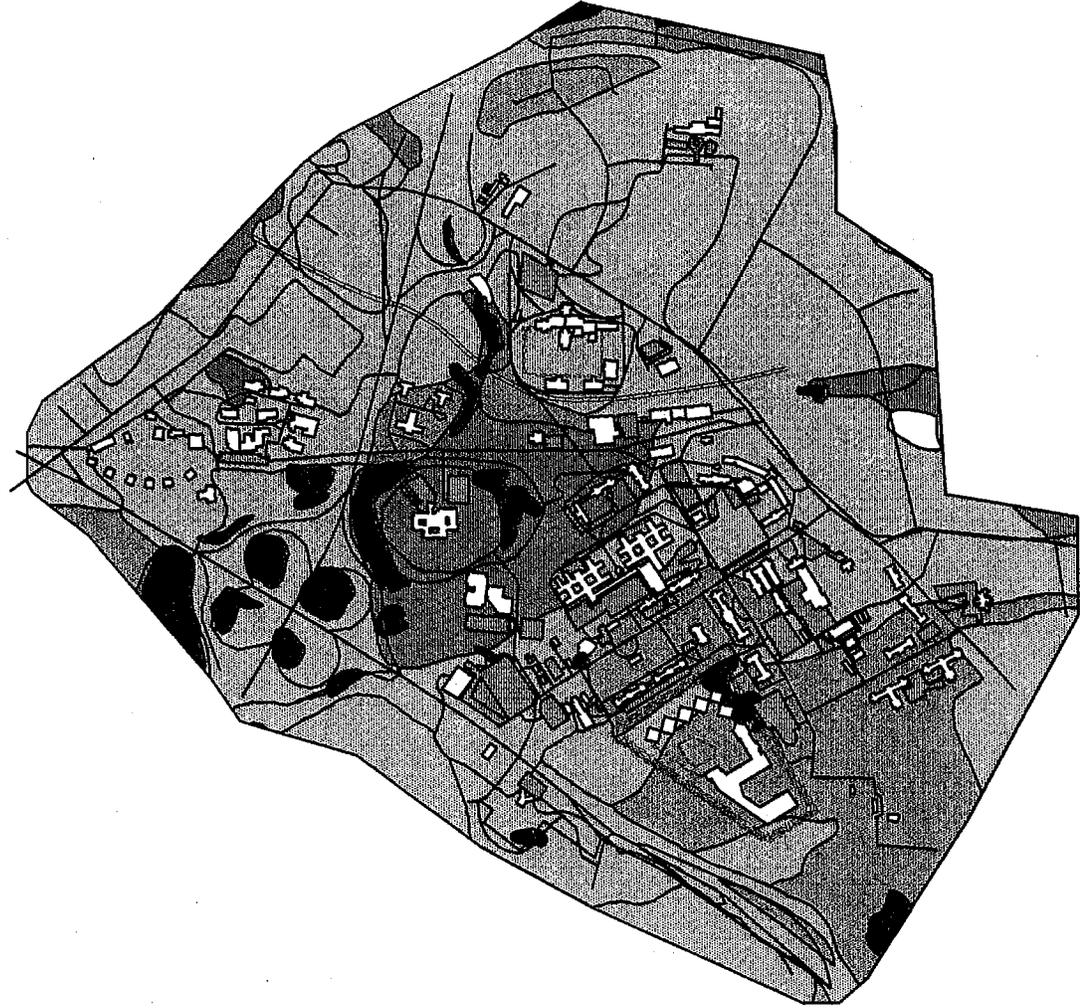
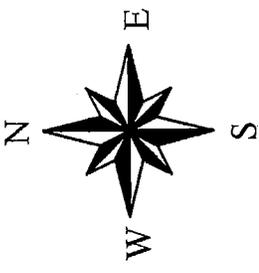
 Buildings

 Prison Walls

 Roads

 Rail line

# Howard Center



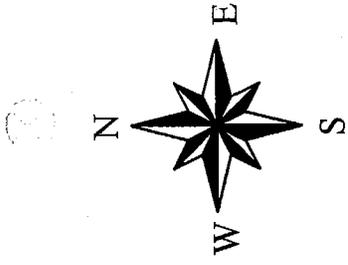
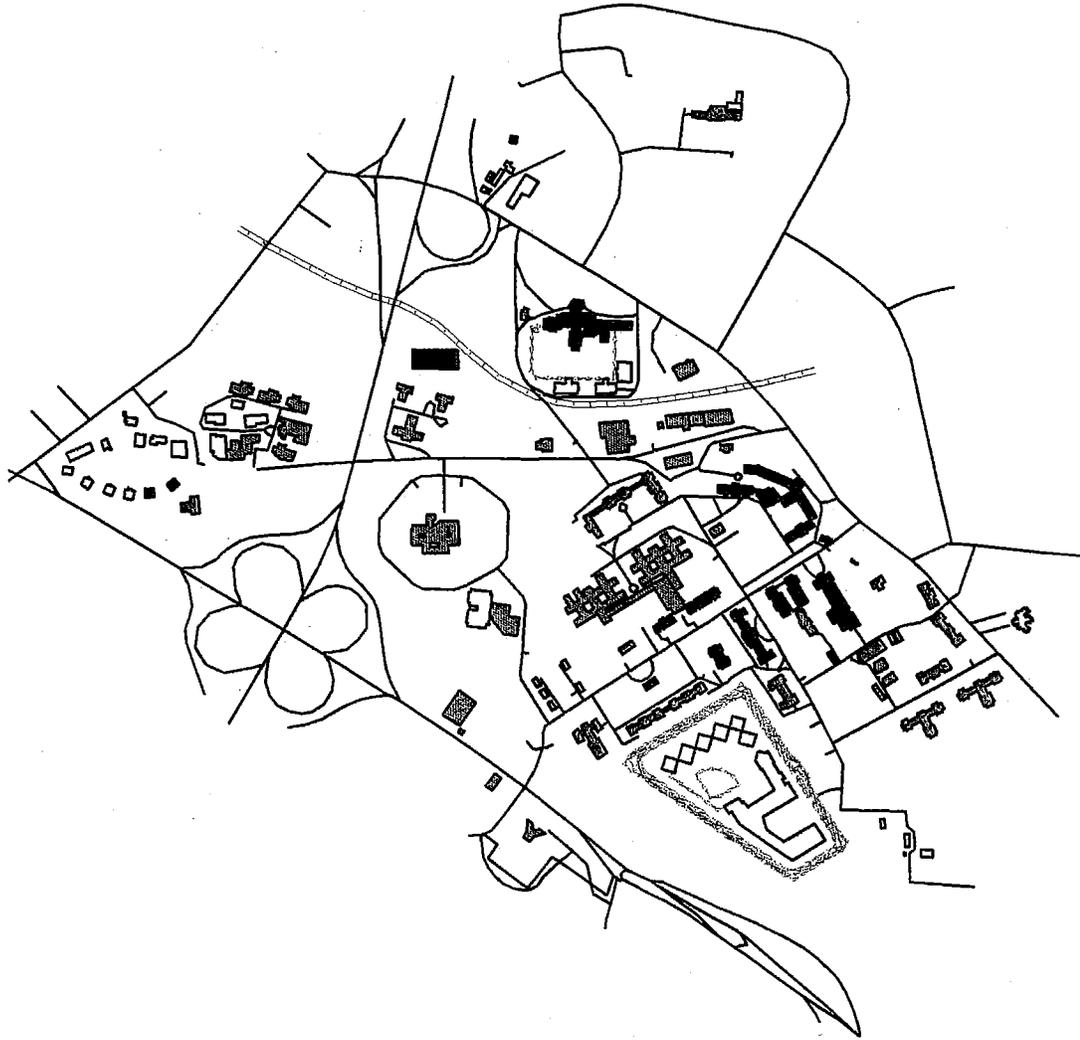
## environmental constraints

### Map 2E

- Buildings
- Parking
- Rail line
- Prison Walls
- Roads
- Wetland
- All Wetland Types
- Soils
- Moderate Soil Constraints
- No Soil Constraints
- Severe Soil Constraints
- Soils
- Prime and Important Agricultural Soils

200 0 200 400 600 800 1000 1200 Meters

# Howard Center



## historic buildings Map 2F

- Building
- A-Highest Historic Value
  - B-Important Historic Value
  - C-No Historic Value
  - N-Not Rated
  - Prison Walls
  - Roads
  - Rail line
  - Cemeteries



# HOWARD CENTER

