

Chapter VII

Economic Development

CHAPTER VII
ECONOMIC DEVELOPMENT

The Economic Development Element "shall include the identification of economic development policies and strategies either existing or proposed by the municipality, in coordination with the land use plan element. Such policies should reflect local, regional and statewide concerns for the expansion and stabilization of the economic base and the promotion of quality employment opportunities. The policies and implementation techniques must be identified for inclusion in the implementation program element."¹

Consistency with State Guide Plan Elements

This chapter is consistent with state guide plan elements 211 and 212, which respectively are the Economic Development Policies & Plan and Industrial Land Use Plan. Additionally, this chapter is sympathetic to state Land Use element 121, Land Use 2025, which is a new growth centers policy. In short, Burrillville is rather rural compared to other areas of Rhode Island and withholds a unique opportunity to maintain its rural appeal while growth occurs.

The Route 102 Development Management District and Village Planned Development Overlay Zone Ordinances represent the key zoning tools that will encourage economic development in a manner sympathetic to the existing village areas. As directed by the Burrillville Comprehensive Plan, (as approved 1998) the Town has crafted and implemented the above two ordinances in order to preserve Burrillville's village centers while maximizing the industrial development potential of Route 102. Several objectives of State Elements 211 & 212 to which this plan is consistent:

211 - Objectives

- A – Provide at least 34,200 new employment opportunities for Rhode Island residents, by the year 2020, achieving and maintaining full employment and reducing underemployment;
- B - Facilities - Work with economic development practitioners to encourage sustainable industrial and commercial development that advances the long-term economic and environmental well-being of the state, and is consistent with the State Land Use Policies and Plan, the Industrial Land Use Plan, and other applicable elements of the State Guide Plan;

¹ Handbook on the Local Comprehensive Plan for the Rhode Island Comprehensive Planning and Land Use Regulation Act, The State Planning Council, Division of Planning, Rhode Island Department of Administration, June 1989.

C – Maintain a business environment conducive to the birth, sustenance and growth of sustainable industry and commerce;

212 – 02 Goals

This chapter encourages the eight industry groups that typically site operations on industrial land: construction, manufacturing, transportation, communications, utilities, wholesale trade, finance, insurance and real estate (FIRE), and services.

1. Place sufficient land in reserve to sustain economic growth without compromising the state’s quality of life.
2. Employ “mixed use” as a strategy for industrial land use wherever economically and environmentally feasible, using industrial performance standards to commingle related industries while at the same time protecting neighboring uses.

212 - 03 Policies

D. Zoning

1. Encourage cities and towns to make greater use of modern zoning tools, such as performance standards and mixed-use districts.

G. Marketing and Developing Sites

1. Encourage the EDC to continue the marketing of sites statewide, emphasizing the principle of “matching the plant to the land” (the client’s needs to the property), and coordinating with local and regional marketing efforts.

The economic development element of the Comprehensive Plan must consider the following:

- Requirements of the projected population for goods and services;
- Requirements of the projected population for employment opportunities;
- Ability of local infrastructure to provide facilities and services essential to the operation of economic enterprises;
- Effect of economic development on the region and on neighboring uses of land in the municipality;
- Availability of suitable raw sites and the types of economic development best suited for such sites, taking into account soils capabilities, sensitive environmental factors and local or regional infrastructure;

- Availability of existing building space and type of economic development best suited to such space, with due consideration for compatibility with surrounding land uses;
- Possible incentives and assistance to expand economic development.

The condition of the local economy is one of the key factors influencing the quality of life for Burrillville's citizens. The availability of good-paying jobs, for example, affects one's ability to pay for housing, taxes and other goods and services.

A healthy economy is characterized by a low and stable unemployment rate, economic growth which is proportional to population growth, a strong tax base and jobs with good wages and opportunities for advancement. On the other hand, an economically depressed area is often characterized by a high unemployment rate, low wages, poor community facilities and services (people unwilling to pay high taxes), lack of shopping opportunities and, in general, a low standard of living.

Economic indicators evaluated in this chapter include income levels, poverty, commuting patterns, employment and unemployment characteristics, availability of industrially zoned land, the local property tax base and shopping opportunities. Each of these indicators is judged by comparative means to determine the relative soundness of the local economy. Burrillville's economy is considered healthy by meeting the following criteria:

- Income levels equal regional averages;
- Poverty levels are below average;
- Commuting patterns indicate an adequate number of employment opportunities within a reasonable distance;
- Employment is concentrated in stable economic sectors which pay relatively good wages;
- The unemployment rate is below the State average;
- The property tax rate is moderate and in keeping with the ability of residents to pay; and,
- There are adequate shopping opportunities for local residents.

Data used in this chapter is from a number of sources, including the Rhode Island Department of Economic Development, the Rhode Island Department of Employment and Training, the

U.S. Department of Housing and Urban Development, the U.S. Department of Commerce, the Rhode Island Department of Administration, Division of Planning, and the Burrillville Tax Assessor and Finance Department.

VII.1 Existing Conditions, Trends and Projections

The following data profiles Burrillville's economic condition through various indicators, including: labor force, education and income levels, occupations of residents, employment opportunities and projections, commercial and industrial development, and retail sales trends. Fiscal data is also presented, including revenues and expenditures, tax rates, and tax base data.

Labor Force - The total labor force in Burrillville increased 35.0 percent from 1980 to 2009, as shown in Table VII-1, from 6,471 to 9,960.

**Table VII-1
Labor Force, Participation Rate and Employment, 1980, 1985, 1989, 2000**

Year	Total Pop.	Total Employed Persons	Total Unemployed Persons	Unemp. Rate	Overall LF Partic. Rate	Total Labor Force
1980	13,164	6,089	382	5.9	49.2	6,471
1985	14,693	7,188	353	4.7	51.3	7,541
1989	16,230	7,720	276	3.5	49.3	7,998
2000	15,796	8,069	497	5.8	54.2	8,566
2009	15,796	8,741	1,219	12	63.0	9,960
Percent Change						
80-09'	16.6	30.3	68.6	50.8	21.9	35.0

Note: Total population in 1985 - RI Dept. of Administration, Division of Planning. Total population in 1989 - U.S. Census of Population.

Sources: <http://www.dlt.ri.gov/lmi/laus/town/burrillville.htm>, RI Dept. of Administration, Division of Planning. RI Dept. of Economic Development.

The percent of total population actively participating in the labor force is currently 63 percent. Employment increased at a rate higher than population growth, indicating a healthy employment base.

Education - Approximately 80.3 percent of the Burrillville population over age 25 had completed high school and 26.0 percent had completed some form of college as of 2000. Statewide, 88.0 percent of residents over age 25 in the region had completed high school as of 2000, and 32.6 percent had completed some form of college as of 2000.

Occupations - As shown on Table VII-2, the most substantial occupation of Burrillville in 2007 was Health Care & Social Assistance (507). The second largest occupational category within Burrillville was Accommodation & Food Services at (418).

Table VII-2
Occupational Categories of Employed Persons, 1990-2000

	2002	2007
Total, Private Sector	2,318	2,319
Construction	227	278
Manufacturing	578	380
Wholesale Trade	114	42
Retail Trade	162	164
Transportation & Warehousing	*	13
Information	*	24
Financial Activities	31	33
Professional & Technical Services	48	54
Administrative & Waste Services	26	85
Educational Services	*	32
Health Care & Social Assistance	531	507
Arts, Entertainment & Recreation	42	52
Accommodation & Food Services	331	418
Other Services	98	176
All Other Employment	81	61

Source: <http://www.dlt.ri.gov/lmi/pdf/stateofstate.pdf>

The Rhode Island Department of Labor and Training forecast the largest number of job openings Statewide through 1995 will be in the Service Sector.

Income Levels - In 2000, median family income in Burrillville was \$58,979. Median family incomes for other towns in the region are as follows: Glocester - \$62,679, North Smithfield - \$67,331, Woonsocket - \$38,353. The Statewide median family income in 1990 was \$52,781.

Employment comparisons between the Town and State – Table VII-3 illustrates the state trends and forecasts in employment by major job category from 2000 to 2010.

According to Table VII-2, the businesses employing the largest number of employees in Burrillville since 1980 have been in the manufacturing, retail and wholesale trade, government and service industries. This trend is expected to mirror that of the state, including a rise in service and FIRE industries while manufacturing is expected to decrease.

Table VII-3

2000 - 2010

State Employment Projections by
Major Industry Sector
Download ([xls](#)) ([pdf](#))

<i>Industry Title</i>	<i>2000</i>	<i>2010</i>	<i>Numeric Change</i>	<i>Percent Change</i>
	<i>Estimated Employment</i>	<i>Projected Employment</i>		
Total All Industries	503,390	553,533	50,143	10.0%
Agriculture, Forestry, and Fishing	3,479	4,124	645	18.5%
Mining	223	267	44	19.7%
Construction	18,339	21,221	2,882	15.7%
Manufacturing	71,858	61,905	-9,953	-13.9%
Transportation and Public Utilities	20,810	22,997	2,187	10.5%
Wholesale and Retail Trade	109,268	120,143	10,875	10.0%
Finance, Insurance, and Real Estate	29,046	35,301	6,255	21.5%
Self-Employed and Unpaid Family Workers	32,574	33,025	451	1.4%
Services	187,602	223,280	35,678	19.0%
Government	30,191	31,270	1,079	3.6%

Source: 2000, Rhode Island Department of Labor & Training
Source: <http://www.dlt.ri.gov/lmi/proj/majorindproj.htm>

Manufacturing has historically been the mainstay of employment in the Town, and continues to remain an important contributor to the Town's economic base. However, the Health Care and Social Assistance Sector is now the largest private sector employer. (see Table VI 2.)

Government has been the largest employer for the past twenty years, and is projected to continue to be the largest employer in Burrillville through the year 2000. While manufacturing was the second largest employment category in 2000, it lost nearly 500 jobs since 1970. Projections indicate that manufacturing employment will continue to decline, but at a slower rate, through the year 2010. Burrillville is expected to parallel the RI job projections and gain FIRE and Service jobs over the next ten years. The aforementioned two job sectors are linked to a continued growth in Burrillville's residential real estate market.

In addition to these private firms, the State of Rhode Island employs approximately 340 people in Burrillville, most of who work at Zambarano Hospital.

Commercial and Industrial Construction - New commercial and industrial construction is an indicator of shifts in the Town's economic condition. Through the past ten years, commercial and industrial building has been limited. The Town has worked to extend limited sewer and water service areas to serve the new Burrillville Commerce Park and Clear River Drive park, both located on Route 102. The Town has chosen to confine the areas zoned for commercial and industrial activity along Route 102 to preserve and enhance the light commercial/retail development within the Town's village centers (see Attached Route 102 Development Management District Overlay Zone Plan, Feb., 2003).

Recently, the Town has worked feverishly to retain existing manufacturing companies, such as Daniele Prosciutto, Inc. Nearly 250 acres of General Industrial Zoned property was purchased by the Town for future industrial development. Other sites that offer future commercial space to serve Burrillville's residential market include:

- The Stillwater Mill complex – Once, an underutilized historic mill complex consisting of seven buildings has been transformed into a new town center for Harrisville. Phase IV of Master Plan calls for light retail and service uses that can compliment surrounding residential uses.
- The 70,000-sf mill at the end of Oakland School Street was severely damaged by fire in 1995. The remains of the building are in the process of being demolished. The building was located on a 32-acre site, which could accommodate additional buildings and necessary parking in the future.

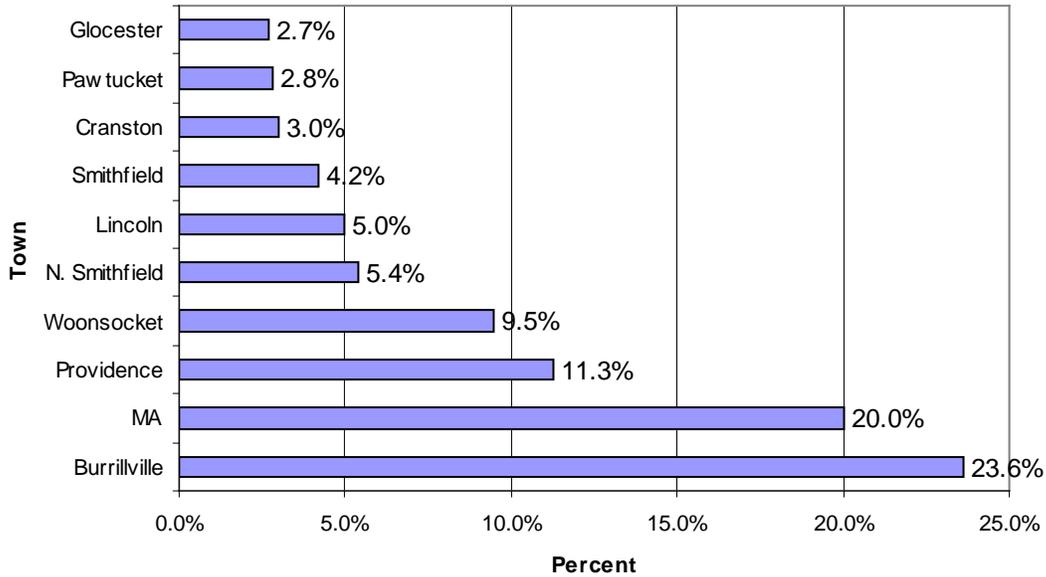
Journey to Work - In 2000, most Burrillville residents commuted to jobs within Burrillville and Massachusetts, 23 and 20 percent respectively, followed by Providence, 11 percent, and Woonsocket, at 9 percent. (see Figure VII-1). North Smithfield, Lincoln, Smithfield, Cranston, Pawtucket and Glocester rounded out destinations greater than one percent. Considering these travel patterns, there appears to be sufficient job opportunities for local residents within a reasonable commuting distance of 30 minutes (i.e., the mean travel time to work for Burrillville residents is 29.8).

Retail Sales - Retail sales are another indicator of the Town's economic base. Figure VII-2, shows relatively steady sales for the years between 1990 and 1999.² Between 1990 and 1992,

² http://www.riedc.com/files/BURRILLVILLE_MONO_SHEET.pdf

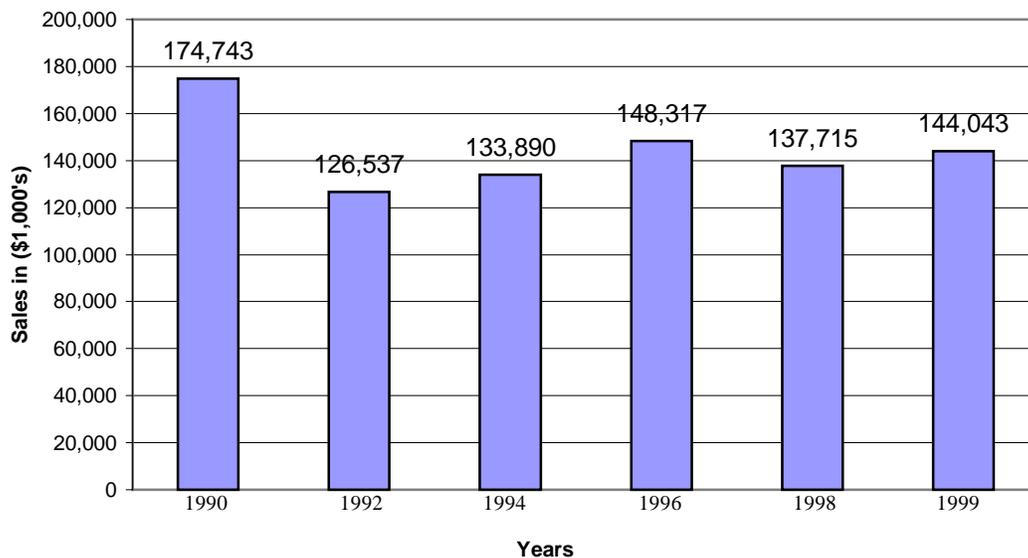
retail sales in the Town decreased significantly, which was likely due to Rhode Island's RISDIC (Rhode Island Share Deposit Insurance Corporation) credit union crisis of the time.

**Figure VII-1
2000 Journey to Work for Burrillville Residents**



Source: <http://www.dlt.ri.gov/lmi/pdf/commute.pdf>

**Figure VII-2
Gross Retail Sales in Burrillville, 1990 - 1999**



Source: http://www.riedc.com/files/BURRILLVILLE_MONO_SHEET.pdf

Existing Economic Development - The following types of economic development currently exist in Burrillville:

- Industrial development in existing mill buildings;
- Industrial development in new buildings along Route 102 or in the industrial park;
- Retail, service and residential development centered in Pascoag, Harrisville, Oakland, Mapleville, and Glendale (See Route 102 Development Management Plan, February 2003);
- Home occupations at scattered sites;
- Recreation-related businesses;
- Large private utilities, including gas and electric companies and associated distribution and transmission lines; and,
- Tourism-related uses.

Burrillville's economic development history has revolved around agriculture, and the mills and mill villages. Agriculture as a viable economic activity in the Town has fallen, as agricultural lands submit to development pressures, and the nature of the farming business changes. Many of the Town's mill buildings built in the 1800's and early 1900's remain today, and house various manufacturing and warehousing establishments.

In an attempt to increase economic activity in Town -as well as dictate the location of such development- Burrillville has close ties to the New England Economic Development Services and has adopted an overlay zone for Route 102 that prohibits traffic intensive uses along Route 102. The Route 102 Development Management Plan works in tandem with Chapter V, Housing and associated Village Planned Development – Land Development Project Ordinance to nurture Burrillville’s existing village centers (i.e., Pascoag, Harrisville, Oakland, Mapleville) or establish new centers (i.e., Nasonville) for the sake of preserving the Town’s overall rural character.

The Town is a member of the Northern Rhode Island Chamber of Commerce. The Town’s Industrial Foundation was created specifically to develop the Burrillville Industrial Park, located on Route 100, and currently functions to facilitate the development of individual parcels for industrial purposes. The Town has also developed the Burrillville Commerce Park,

located on Route 102, which is now home to Daniele Prosciutto Inc.'s \$26 million food manufacturing facility. With the Town's recent renewed interest in economic activity, the Town has been working closely to help facilitate the Foundation's efforts. Community Development Block Grants have also been used to improve the Town's economic status; for example, CDBG funds have been used to expand the Town's infrastructure as well as seed private redevelopment within the Village of Pascoag.

Zoning for Economic Development - The Town has one zoning district which permits commercial development, and two which permit industrial development, shown in Table VII-4. Other uses may be permitted by special exception. As part of the Route 102 planning effort, several spot zone changes (HC *1 and GC -1) were eradicated to further "clean up" the town's zoning map and bring it into conformance with this plan. Additionally, strip zone Highway Commercial (HC) was rezoned to R-40 in areas adjacent to R-40 to eliminate the potential for strip commercial development along Route 102. All remaining HC was rezoned to General Commercial (GC) with mixed-use buildings being allowed by right to encourage buildings sympathetic to the villages historic character. Allowing mixed-uses by right will act to discourage the potential for big box retail development, which, if allowed, would adversely affect the service and retail sectors of the town's villages centers, thereby violating the many goals and policies of this plan which propose to redevelop existing villages. Many of the larger commercialized chains will consider scaled down outlets that 'fit in' with historic neighborhoods.

**Table VII-4
Non-residential Zoning Districts and Uses Permitted by Right**

District	District Name & Location(s)	Uses Permitted by Right
GC	General Commercial Pascoag, Harrisville and along Route 102	Commercial nursery with retail outlet Conservation area, wildlife refuge, reforestation area or wood lot Nursing or convalescent home, home for the aged or indigent School conducted as a private gainful business for teaching such subjects as dancing, singing, music etc. Rest home or nursing home Municipal or government building (except penal) Fire or police station Public recreation hall Professional office in a dwelling (for use by a resident of the premises) Professional office Temporary real estate (one year renewal) Bank, credit union or office building Office for wholesale or manufacturing use Lunchrooms or restaurant not including entertainment Tavern or cafe (no entertainment) Theater or concert hall Personal convenience service, including but not limited to the following: barbershop, shoe repair, cleanser, laundry pickup Specialty services, including but not limited to the following: printing and photostat shop, photo studio, interior-decorating shop, tailor, catering services, etc. Radio or television studio Vehicle rental agency General retailing activities, including but not limited to the following: grocery, specialty goods, drug, hardware, variety, general merchandise... Package liquor store Retail outlet for a wholesale or storage use Laundry or dry cleaning plant Accessory use customarily incidental to a use permitted in the district and located on the same site Mixed-use Buildings
GC	General Commercial Bronco's Highway in Nasonville and Glendale, Bronco's Highway and Lapham Farm Road, Pascoag downtown, sites in Harrisville and Oakland	Commercial nursery with retail outlet Conservation area, wildlife refuge, reforestation area or wood lot Hotel Motel Church or other places of worship Clubs, lodges, social and community center buildings provided that they are nonprofit organizations School conducted as a private gainful business for teaching such subjects as dancing, singing, music etc. Charitable institution (no commercial activity) Hospital Municipal or government building (except penal) Mixed-use Buildings

**Table VII-4 cont.
Non-residential Zoning Districts and Uses Permitted by Right**

District	District Name & Location(s)	Uses Permitted by Right
GC	<p>General Commercial</p> <p>Bronco's Highway in Nasonville and Glendale, Bronco's Highway and Lapham Farm Road, Pascoag downtown, sites in Harrisville and Oakland</p>	<p>Fire or police station Public recreation hall Professional office in a dwelling (for use by a resident of the premises) Professional office Temporary real estate (one year renewal) Bank, credit union or office building Office for wholesale or manufacturing use Lunchrooms or restaurant not including entertainment Lunchrooms or restaurant including entertainment Tavern or cafe (no entertainment) Nightclub Indoor commercial recreation Drive-in restaurant Personal convenience service, including but not limited to the following: barbershop, shoe repair, cleanser, laundry pickup Specialty services, including but not limited to the following: printing and photostat shop, photo studio, interior-decorating shop, tailor, catering services, etc. Mortuary or funeral home Radio or television studio Veterinary office or animal hospital Vehicle rental agency General retailing activities, including but not limited to the following: grocery, specialty goods, drug, hardware, variety, general merchandise... Package liquor store Auto or truck sales in a building (including repairs) Commercial off-street parking facility Rail or motor freight terminal Rail or bus passenger station Retail outlet for a wholesale or storage use Laundry or dry cleaning plant Accessory use customarily incidental to a use permitted in the district and located on the same site Mixed-use Buildings</p>

**Table VII-4 cont.
Non-residential Zoning Districts and Uses Permitted by Right**

District	District Name & Location(s)	Uses Permitted by Right
LI	Limited Industrial Sites on, Route 7 at Bronco's Highway and off Tarkiln Road in Mapleville	Storage of equipment and materials used in and for the agricultural uses permitted in this section Conservation area, wildlife refuge, reforestation area or wood lot Municipal or government building (except penal) Fire or police station Temporary real estate (one year renewal) Bank, credit union or office building Office for wholesale or manufacturing use Lunchrooms or restaurant not including entertainment Vehicle rental agency Auto or truck sales in a building (including repairs) Auto or truck sales in an open lot Trailer sales and service Commercial off-street parking facility Rail or motor freight terminal Rail or bus passenger station Wholesale business and storage of nonflammable and nonexplosive material in a building Open lot storage of new building material and machinery Retail outlet for a wholesale or storage use Laundry or dry cleaning plant Auto body or paint shop Blacksmith, machine or welding shop The manufacture, compounding, processing or packaging or bakery goods, candy, cosmetics, drugs, food products (not including meat, fish, yeast, vinegar, and the rendering of fats and oils) and other similar operations The manufacture or assembly of articles using bone, shell, cellophane, leather, precious metals or stones, wood, textiles or tobacco and other previously prepared products The manufacture or assembly from prepared materials of musical instruments, clocks, toys, novelties, electrical appliances, electronic devices, light sheet metal products, machine tools and machinery (not requiring the use of drop hammers or punch presses of over one hundred tons) and other products Boat storage and repair Retail outlet for an industrial use Accessory use customarily incidental to a use permitted in the district and located on the same site

**Table VII-4 cont.
Non-residential Zoning Districts and Uses Permitted by Right**

District	District Name & Location(s)	Uses Permitted by Right
GI	<p>General Industrial</p> <p>Sites on Route 102 north of Lapham Farm Road, South Main Street, along the Pascoag River north of Central Avenue, Route 7 at the North Smithfield Tow line.</p>	<p>Storage of equipment and materials used in and for the agricultural uses permitted in this section</p> <p>Conservation area, wildlife refuge, reforestation area or wood lot</p> <p>Municipal or government building (except penal)</p> <p>Fire or police station</p> <p>Temporary real estate (one year renewal)</p> <p>Office for wholesale or manufacturing use</p> <p>Lunchrooms or restaurant not including entertainment</p> <p>Vehicle rental agency</p> <p>Wholesale business and storage of nonflammable and nonexplosive material in a building</p> <p>Open lot storage of new building material and machinery</p> <p>Retail outlet for a wholesale or storage use</p> <p>Auto body or paint shop</p> <p>Blacksmith, machine or welding shop</p> <p>The manufacture, compounding, processing or packaging of bakery goods, candy, cosmetics, drugs, food products (not including meat, fish, yeast, vinegar, and the rendering of fats and oils) and other similar operations</p> <p>The manufacture or assembly of articles using bone, shell, cellophane, leather, precious metals or stones, wood, textiles or tobacco and other previously prepared products</p> <p>The manufacture or assembly from prepared materials of musical instruments, clocks, toys, novelties, electrical appliances, electronic devices, light sheet metal products, machine tools and machinery (not requiring the use of drop hammers or punch presses of over one hundred tons) and other products</p> <p>The manufacture or compounding of acetylene gas, alcohol products, ammonia products, bleach, carbon black, chemicals, pyroxlin or plastics, potash, soap sodium compounds and similar processes of manufacture and compounding</p> <p>Processes involving fission</p> <p>The manufacture of automobiles and trucks, boats, machinery or machine tools, bricks, tile, cement, terra-cotta or cinder block</p> <p>The smoking, canning or curing of meat and fish products</p> <p>Processes involving fusion</p> <p>Textile dyeing or finishing</p> <p>Boat storage and repair</p> <p>Retail outlet for an industrial use</p> <p>Accessory use customarily incidental to a use permitted in the district and located on the same site</p>

Table VII-5
Characteristics of Existing Industrially-Zoned Land
Burrillville, Rhode Island

Site No.	Location	Description	Total Acres	Ind. Acres	Other Acres	Vacant Acres	Utilities
1	South Main St., 3/4 mile south of Lapham Rd.	Burrillville Industrial Park. 80% occupied, no apparent constraints to remaining 20%. Site has a 10,000 square foot spec building. High potential.	83	64	4	15	Electric Water Sewer
2	Rte. 102 between Central Ave. and Lapham Farm Road	Burrillville Commerce Park (Town-owned) Largest industrial zone in Town, home to Daniele Prosciutto, Inc. Soil conditions are generally favorable, although there is some stoniness. The major impediment to development is lack of natural gas. Site is served by public sewer and water. High potential.	232	0	0	232	Electric Water Sewer
3	South of intersection of Tarkiln and Cooper Road	Boliden Metech, Inc.	6	4	0	2	Electric Sewer
4	Intersection of Tarkiln and Cooper Roads	Boliden Metech, Inc.	5	2	0	3	Electric Sewer
5	Northwest intersection of new Rte. 102 and Central Avenue	Clear River Industrial Park High potential.	50	0	0	50	Electric Water
6	Joslin Road between Spring Lake Road and Rte. 102	Bruins Plastic, Inc.	3	1	0	2	Electric
7	Douglas Pike 1/4 mile south of Tarkiln Road	Supreme Mid-Atlantic, Inc.	10	6	4	0	Electric Nasonville Water District Service

Source: June 2004, Burrillville Planning Dept.

Industrial Land - There are 477+/- acres of industrially zoned property in the Town of Burrillville, 1.3 percent of the Town's total acreage (36,670+/- acres). Thirty four percent of the acreage is developed for industrial uses. The remaining acreage is vacant, and a challenge to develop due to environmental and utility constraints, as noted in Table VII-3. Most of this property is located in the Clear River Industrial Park, various mill buildings, Burrillville

Commerce Park, and in the Burrillville Industrial Park. Table VII-5 indicates the characteristics of existing industrially zoned land, and Map VII-1 shows the approximate location of each site.

Although it would appear that there are a significant number of vacant parcels in Burrillville that are zoned for commercial or industrial purposes, most of these parcels can, in fact, not be used for such purposes because of the location of the aquifer and the Town's Aquifer Overlay Ordinance. The Branch River Basin aquifer lies under many of the Town's major thoroughfares. Additionally, similar to many mill towns, many of Burrillville's industrial areas are in close proximity to the Clear River (a surface expression of the aquifer). The Aquifer Overlay District restricts and often prohibits commercial and industrial uses in certain areas. As the Town is trying to balance the needs of water protection with the desire to attract more industry and thereby stabilize its residential tax rate, the Town must be realistic about the areas zoned for commercial and industrial activities.

Most of the properties zoned for industrial purposes are built out, i.e., Turex, Metech, Bruins Plastic, Atlas Pallet, the cement manufacturer on the northern end of Route 102. The following are properties zoned for industrial purposes, which are a minimum of 5 acres::

Plat-Lot	Acres	Constraints
178-5	18.3	Aquifer Zone, Clear River Dr. is not a Town-accepted road (Industrial Foundation - vacant)
179-103	16.7	Aquifer Zone, Clear River Dr. is not a Town-accepted road (Clear River Industrial Park)
149-15	20	Aquifer Zone, Superfund site (Supreme Mid-Atlantic, Inc.)
212-1	287	Some wetlands (Burrillville Commerce Park)

Areas that are currently zoned for commercial uses, are not in an Aquifer zone, and are over 5 acres in size are as follows:

Plat-Lot	Acres	Current Zoning	Location
231-23	5.1	GC	Bronco's Highway
213-7	18.8	GI	Bronco's Highway

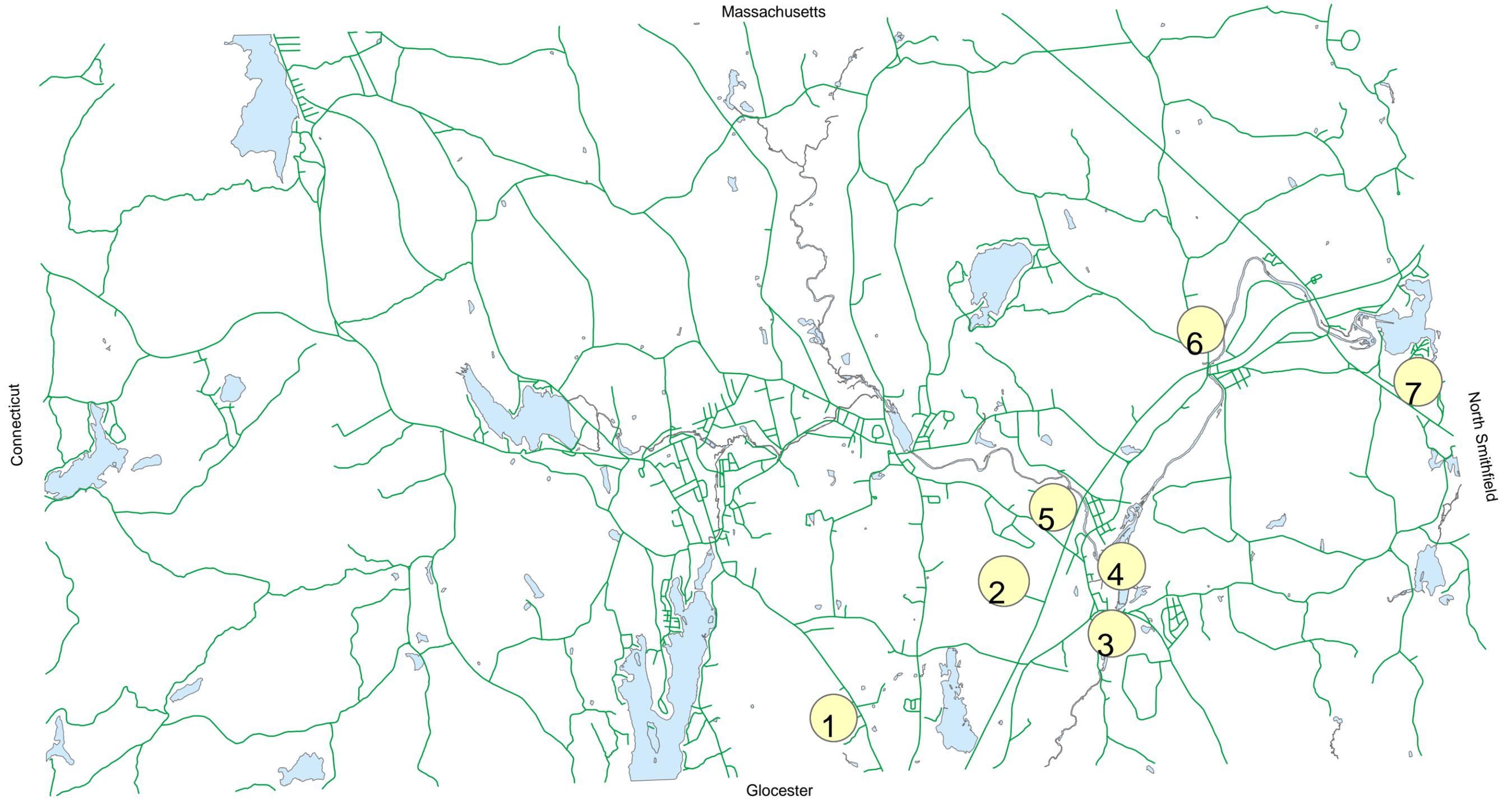
Economic Development Program Elements - The following organizations, boards, commissions and individuals are involved in some manner in the economic development process in Burrillville:

- Town Manager - guidance;
- Town Council - guidance;
- Planning Board - review of plans;
- Zoning Board - if variance is necessary;
- Town Planner - guides developer through regulatory process, reviews plans, advises Planning Board, prepares grants applications;
- Local utilities - sewer, water, electric;
- Industrial Development Commission - site availability;
- Northern Rhode Island ; and,
- Downtown Pascoag & Neighborhood Association.

Economic Development Strengths - Burrillville has certain characteristics which should be considered advantages in promoting economic development, among others, as follows:

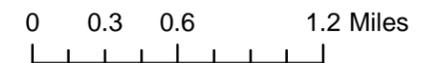
- Natural and cultural resource base - large amount of public open space, ponds and lakes, scenic areas, historic character;
- Existing mill buildings which could support certain types of economic development;
- High quality of life - good schools, strong housing stock;
- Availability of business/industrial zoned land;
- Availability of some industrial sites in the Burrillville Commerce Park;
- Select areas of Town are sewerred;
- Selected areas served by private water systems;
- Inexpensive land costs in comparison to other areas in the regional market;
- Convenient access to Route 102, an important regional arterial highway;
- Large tracts of undeveloped land;

Locations of Industrial Sites



Source: Town of Burrillville Planning & Economic Development Dept., June 2004; Arcview 9.0.

- 1 - Burrillville Industrial Park
- 2 - Burrillville Commerce Park
- 3 - Boliden Metech, Inc.
- 4 - Remington Lumber site
- 5 - Clear River Industrial Park
- 6 - Bruin Plastics, Inc.
- 7 - Supreme Mid Atlantic, Inc.



Map 1

Legend

-  roads
-  water

- Potential for hydropower;
- Presence of large utility companies, and electric, and associated distribution and transmission lines; and,
- Available and diverse workforce.

The Town should target economic development activities which can take advantage of these benefits, such as tourism-related activities, mixed commercial and industrial uses in existing mill buildings, incubator businesses, home occupations and cottage industries, and recreational-related businesses.

Constraints/Barriers to Economic Development - Along with its advantages, the Town has certain constraints and barriers to economic development:

- Geographical position of Town in terms of major employment centers;
- Limited traffic circulation system, particularly in terms of regional connections;
- No Townwide water system - working with the fire district system is difficult;
- Natural gas line utility expansion is limited due to lack of resources.
- Central business district in decline, showing signs of public and private disinvestment –due to nearby regionalized retail development;
- Poor regional development climate;

Land Considerations for Economic Development - Site attributes which are favorable/unfavorable for siting commercial and industrial facilities are varied depending upon the type of use. They include, but are not limited to, the following:

Favorable Conditions	Unfavorable Conditions
Favorable topography - no steep slopes	Slopes greater than 10-15 percent
Good soil conditions relative to ability to support building and road construction, suitable percolation, low potential for erosion	Poor soil conditions - high water tables, erosion-prone, unsuitable for construction purposes, etc.
No or limited wetland areas	Presence of wetlands
Depth to water table of 10'+	Depth to water table less than 10'
Depth to bedrock of 10'+	Depth to bedrock less than 10', outcroppings
Absence of floodplain	Presence of floodplain
Absence of surface water, eg. streams, ponds	Presence of surface water bodies

Removed from groundwater reservoir and recharge areas.	Location within groundwater reservoir or recharge areas.
Good access to major roads, proximity to highway interchange, strong system-wide connections	Location away from major roadways, travel on local roads, multiple curb cuts, poor system-wide connections
Availability of parking	Limited area for parking
Available, adequate public sewer lines/treatment capacity	Lack of sewer tie in
Available, adequate water lines	Lack of water service
Compatibility with surrounding land uses	Surrounding area includes residential or other low intensity land uses

These are some of the elements that were considered by the Route 102 Study Committee while drafting the Route 102 Development Management District Plan in addition to reviewing the Town’s zoning ordinance in terms of its provision for commercial and industrial development. In addition to site considerations, other attributes taken under consideration that are important from the community's point of view for commercial and industrial development include:

- Employment opportunities;
- Tax base diversification;
- Visual impacts; and,
- Shopping opportunities.

Fiscal Resources

Data used in this section was obtained primarily from the Burrillville Assessing, Treasury and Finance Departments.

Tax Revenues - For the fiscal year ending June 30, 2003, total revenues received in Burrillville were \$37,800,652. The composition of this revenue was as follows:

Table VII-6
Burrillville Revenue Sources
FYE 2002 - 2003

<i>Revenue Source</i>	<i>FYE 2002</i>	<i>FYE 2003</i>	<i>% Change</i>
Property Taxes	\$19,948,671	\$20,241,627	1.47%
Intergovernmental Revenue	\$16,268,399	\$16,631,165	2.23%
Departmental Revenue	\$462,811	\$798,498	72.53%
Interest Income	\$177,111	\$129,362	(26.96%)
Total Revenues	\$36,856,922	\$37,800,652	2.56%

Source: Annual Financial Report, June 30, 2003

Burrillville, as with most other Rhode Island communities, has historically relied upon property taxes and State grants for the bulk of its revenues.

Property Taxes - Burrillville levies the same annual property tax rate on all categories of land use. Taxes are based on the assessed value of property. Property tax rates (tax per thousand dollars assessed valuation) have changed as follows:

Table VII-7
Burrillville Tax Rates
1995 to 2003

Year	Tax Rate
1995	18.80
1996	19.00
1997	19.60
1998	20.50
1999	20.80
2000	21.20
2001	22.00
2002	18.90
2003	18.90

The dramatic change in the tax rate in 2002 was due to a revaluation which reduced the rate by approximately 14.1 percent. Although the rate was reduced by 14.1 percent, assessed property values were increased in order to more closely approximate market values. The Town is mandated to undertake another revaluation in 2004, which it has, however, the revaluation was not yet complete as of this plan's compilation.

Equalized tax rates (effective tax rates) are a measure of the local property tax burden and can be compared between municipalities since they are based on comparable property values which adjusts for the date a municipality last revalued its property. Burrillville's equalized tax rate has remained relatively consistent through the 1990's, suggesting that tax burden on property has remained fairly static. Based on the most recent data available for comparison, Burrillville ranks 25th out of 39 municipalities in equalized tax rate, with a 2002 rate of 18.84 (1 = high, 39 = low). For comparison, Gloucester ranked 13th with a rate of 22.11, Woonsocket ranked 5th with a rate of 26.72 and North Smithfield ranked 17th with a rate of 20.80.

Real and Personal Property - The total assessed value of real property (land and buildings) in Burrillville, as of December 31, 2003 was \$1,417,651,885. The residential component of that was approximately \$1,184,266,374, including one family residences, two family residences, apartments, residential condominiums and vacant residential land. Table VII-8 illustrates recent trends in contributions to the tax roll for real and personal property. All real property sectors remained relatively constant in their effective contribution to the tax roll since from 2001 to 2004.

Table VII-8
Sources of Tax Revenue, Fiscal Years 2001 – 2004

Year	2001	2002	2003	2004
Residential	76.24	75.00	75.68	79.82
Comm./Ind.	8.69	8.08	7.25	5.96
Utilities	3.56	4.51	na	na
Motor Veh.	11.11	11.63	11.47	10.90
Other	.38	.78	na	na
Tangible	na	na	5.60	3.32
Total	100.00	100.00	100.00	100.00

Source: www.muni-info.state.ri.us/newpage3.htm Town of Burrillville, Assessor, July, 2004

Residential contribution continues to increase and outpace commercial/industrial contributions, a trend that is exacerbated by powerful market forces imposed from Boston's housing market inflating the price of local housing stock. Motor vehicles remained relatively constant over the past four years. Figure VII-4 illustrates the distribution of contributions to the tax roll for 2004, with residential uses contributing 80 percent of the total revenue.

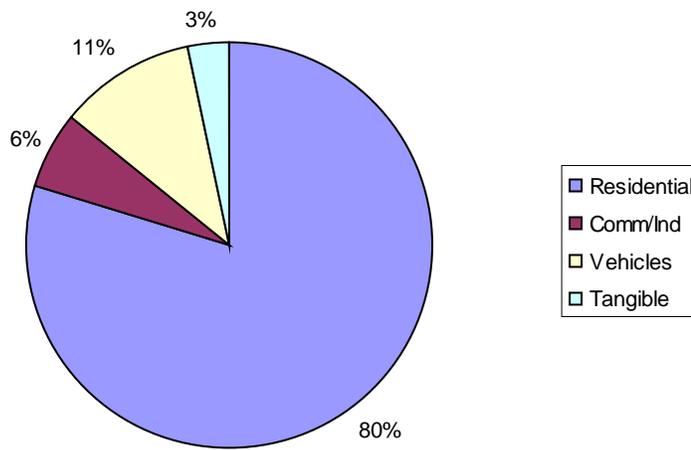
Revenue Sources - In fiscal year 2003, total Town revenues for Burrillville were \$37,800,652. Locally generated revenues accounted for 56 percent of this total, with the remaining 44 percent contributed by federal and state sources. The largest portion of locally generated revenues generated is from property taxes, which contributed approximately 42.56 percent or about \$16,090,403 of the Town's total revenues, while state aid contributed 43.99 percent or \$16,631,165.

As indicated previously, state government funding accounted for the largest percentage of total Town revenues. This includes revenue sharing, highways, public assistance, library aid, school aid, school debt, fire and police aid and utility tax money. High reliance on state or

federal aid to fund the budget generally describes a "poor" community, while low amounts indicate "wealthy communities," and Burrillville falls between these categories.

Revenues earned from interest on taxes and invested funds accounted for only .82 percent of total 2003 revenues. Miscellaneous charges for Town services, including Town Clerk's fees, Planning and Building Department fees etc., provided 2.1 percent of total revenues.

Figure VII-4
Tax Base Contributions, 2004
Burrillville, Rhode Island



Source: Burrillville Assessing Department, July, 2004.

Table VII-9 presents property tax revenues as a percentage of total revenues for years 1999 to 2003. Property tax as a percentage of total revenues shows a decreasing trend, which will likely continue until the next revaluation.

Table VII-9
Revenues and Property Tax 1999 to 2003

Year	Total Revenues	Property Tax	Tax as a Percent of Revenues
1999	31,518,923	15,233,664	48.33
2000	32,640,926	15,324,439	46.95
2001	34,736,309	15,793,364	45.47
2002	36,856,992	16,039,545	43.52
2003	37,800,652	16,090,403	42.57

Source: Town of Burrillville Assessing Department, June, 2004

Municipal Expenditures - Burrillville is typical of smaller size suburban communities regarding municipal budget expenditures in that the majority of expenditures are for the school system. Table VII-10 shows trends in budget expenditures for major categories. It indicates an increasing general government budget, and a increase in the school system budget as a percentage of the total budget. As of FYE 02' and 03', the largest increase was in general services, at 23.83 percent Total expenditures increase .35 percent.

Table VII-10
Municipal and School Department Expenditures
by Service Category, 2002 and 2003

<i>Expenditures</i>	<i>FYE 2002 (\$)</i>	<i>FYE 2003 (\$)</i>	<i>% Change</i>
Education	22,055,000	22,540,000	2.20
General Government	1,112,139	1,248,979	12.30
Public Safety	1,796,314	1,792,755	(.20)
Public Works	846,938	953,132	12.54
Recreation & Social Services	167,649	169,053	.84
Special Appropriations	310,717	330,477	6.36
Debt Service	5,613,605	4,805,587	(14.39)
General Services	1,000,036	1,233,861	23.38
Capital Improvements	1,576,679	1,164,996	(26.11)
Insurance & Benefits	1,245,389	1,404,007	12.74
Other Financing (Sources) Uses-Transfer from Fund Balance	(1,707,762)	(2,418,791)	
Net Bond Refunding Activity	0	(1,996)	

Transfer In	0	(801,756)	
Transfer In/Out	(300,000)	1,759,298	
Transfer Out – Wastewater Treatment	87,669	0	
Transfer Out – Special Revenue	1,492,238	1,239,337	
Total Expenditures (Net of Transfers)	35,296,611	35,418,939	0.35
Excess of Revenues over Expenditures – Budgetary Basis	1,891,563	2,381,713	25.91

VII.2 Economic Development Issues

The following are identified as issues relating to economic development in Burrillville:

1. The existing private, three-district water system places limitations on the ability to expand water service for commercial and/or industrial growth.
2. Over 70 percent of respondents to the citizen survey indicated that it was important to encourage the development of shops, stores and restaurants. The high percentage of respondents supportive of future development of shops, stores and restaurants is borne out by the number of respondents mentioning the lack of retail stores as one of aspects of Town they liked the least.
3. Most respondents would prefer that the location for future retail development be along Route 102 (48 percent), while 16 percent felt it should be located in Pascoag center. Other locations mentioned for future retail development included Route 100, the villages, along East Avenue, and combinations of Pascoag center, Harrisville center and Route 102.
4. In the citizen survey, office development was viewed as less important than retail development, with over one-half of respondents indicating that encouraging such development was unimportant. Respondents felt that if office development were to occur, it should be directed toward Route 102. The reasons for this lack of interest in office development appear to be related primarily to the perception that office development does not contribute as much to the tax base as industrial and retail development, and that there are available office spaces in Pascoag which have been vacant for long periods of time.

5. Seven of ten people interviewed in the citizen survey indicated that the Town should encourage development of manufacturing businesses. Respondents felt that manufacturing development should be located along Route 102, in the existing industrial park, in Pascoag center or along Route 100.
6. A number of business and industrial uses have developed as nonconforming uses in residential zoning districts in the Town over the years, creating concerns for adjacent property owners such as loss of visual quality and increased potential for pollution of wells, etc.
7. Business and industry should develop in a manner consistent with the rural character of the community, particularly in terms of sensitivity to the surrounding environment, visual quality, natural resources, and adjacent land uses.
8. The Town should take advantage of its natural and cultural resources in terms of promoting tourism and recreational opportunities.
9. The existing natural gas distribution system to serve in-town concerns is weak.
10. Electric rates in Town are not competitive.
11. Industry should be limited to those areas served or likely to be served by water and sewer, and which have access to an arterial roadway.
12. Commercial and industrial development should be sufficiently buffered from adjacent land uses, particularly residential uses.
13. The central business district of the Town, Pascoag, suffers from a lack of public and private investment. It is difficult to attract new businesses to this area, largely due to rapid expansion of regionalized retail centers of neighboring communities.
14. Lack of distinction between commercial zoning districts, C-1 and C-2.

CONCLUSIONS

All of the above issues result in constraints to the rapid economic development of the Town. Burrillville needs to strengthen economic development and will most

likely lean towards commercial support rather than industrial. The Town recognizes the physical barriers which include: relatively poor highway access and infrastructure; lack of public water supply in some areas; low profile and lack of regional recognition of Burrillville by other communities. The Route 102 Development Management District Plan will work to focus future commercial/retail development within existing village areas where utilities exist, while confining industrial development to Route 102. As stated previously, the Town will continue to work with its Industrial Foundation , the New England Economic Development Services , and Economic Development Corporation in order to overcome these constraints and attract non-residential development.

VII.3 Goals, Policies and Implementation Actions

VII. Economic Development Goals	Policies	Implementation Actions
<p>VII.1 To broaden the sources of Town revenue through development in the industrial and commercial sectors in order to ensure a sound financial future and assist in funding the achievement of Town goals.</p>	<p>VII.1.a Maintain industrial and commercial sector growth at a rate adequate to support the Town's population in a manner consistent with the Town's labor characteristics, land capabilities and environmental objectives.</p>	<p>VII.1.a.1 Create a Town Economic Development Commission and support their activities to promote economic development in the community.</p>
		<p>VII.1.a.2 The Economic Development Commission shall develop and implement a growth development strategy for existing industry in concert with local business leaders.</p>

		VII.1.a.3 The Economic Development Commission shall attract and assist those types of industry and commerce which are most suitable for, and potentially most beneficial to the Town in terms of employment need, needs of firms, resources, fiscal soundness and other objectives.
		VII.1.a.4 Conserve and enhance desirable existing industrial areas to maximize the investment and utilization of existing infrastructure. Prevent their preemption by or conversion to less intense uses.
	VII.1.b. Support the use of renewable energy for both commercial and residential interests.	VII.1.b.1 Amend town regulations as necessary to allow for renewable energy with particular standards being applied to large mechanisms that can affect view sheds.
		VII.1.b.2 Coordinate with the Town's Sewer Commission and various water districts to ensure that these services are or will be available to sites zoned for industrial development.
		VII.1.b.3 Rezone selected existing industrial zones which are not appropriate from a land use and environmental viewpoint.
		VII.1.b.4 Amend the Zoning Ordinance (Section 11.5, Section 12, Industrial Uses) to delete the "Processes involving fission" and "Processes involving fusion" and other inappropriate or overly broad uses from the list of permitted uses.

		VII.1.b.5 Redevelop older commercial areas, particularly those in the villages of Pascoag, Harrisville, Glendale, Oakland and Mapleville.
		VII.1.b.6 Allocate adequate areas for commercial use suitable for neighborhood/village oriented and community-oriented retail centers.
		VII.1.b.7 Explore other avenues of economic development, including recreational and geo-tourism-related activities.
		VII.1.b.8 Prohibit the spread of strip commercial development along major arterials such as Route 102 through zoning. (Route 102 Development Management Plan adopted February, 2003.)
		VII.1.b.9 Promote revitalization of the small village commercial center through zoning.
		VII.1.b.10 Rezone selected existing commercial zones which are not appropriate from a land use and environmental viewpoint.
		VII.1.b.11 Require minimum lot sizes for commercial zoning districts.
		VII.1.b.12 Establish a Planned Development District for mixed-use commercial and residential developments on large tracts of land, except in the F5 district.

<p>VII.2 To recognize the importance of recreation, open space, public access to water bodies, and historic resources to the Town's economy, to tourism development, and to attracting and retaining industry, and endeavor to protect and enhance these resources in economic development siting and design.</p>	<p>VII.2.a Promote economic development which is sited and designed to fit within the rural village character of Burrillville, and harmonizes with environmental surroundings and adjacent land uses. Discourage the development of adversely competitive light retail/service uses along the Route 102 Corridor.</p>	<p>VII.2.a.1 Enact development controls and performance standards in the zoning ordinance to mitigate conflicts between commercial and industrial development and other uses. These include, but are not limited to:</p> <ul style="list-style-type: none"> • Buffers to side and rear lots; • Landscaping; and, • Compliance with State and federal air, and water quality regulations. • Maintenance of noise levels compatible with accepted standards.
		<p>VII.2.a.2 Encourage design of commercial developments which are compatible with the surrounding neighborhood in appearance, with varied rooflines, alternative construction materials, scaled down signage etc.</p>
	<p>VII.2.b To maintain and enhance the historical and cultural resources which contribute to the Town's overall economic development opportunities.</p>	<p>VII.2.b.1 Find viable economic reuses for historic buildings that can contribute to the economy through support of financing programs and preferential tax policies. Encourage creative adaptive reuse of the Town's historic homes and buildings when properly zoned.</p>
		<p>VII.2.b.2 Encourage private historic interior house tours.</p>
		<p>VII.2.b.3 Encourage enactment of voluntary Historic Districts to protect the Town's historic sites and districts. Ongoing</p>

		VII.2.b.4 Encourage the protection and interpretation of the community's unique place in history.
		VII.2.b.5 Revise the Zoning Ordinance to include flexible mixed-use requirements to promote mill reuse.
	VII.2.c Support geo-tourism development as an alternative form of economic development.	VII.2.c.1 Support active recreation such as natural challenge courses in expansive undeveloped areas as a means of bolstering day trip tourism.
		VII.2.c.2 Encourage the school system to develop a curriculum promoting understanding of the historic development of the Town and its resources.
		VII.2.c.3 Coordinate with the Blackstone River Valley National Historic Corridor planners to take advantage of spinoffs from tourism opportunities in surrounding communities.
		VII.2.c.4 Develop historic walking tours and bike tours through the villages of the Town.
		VII.2.c.5 Continue to support promotional activities of the Blackstone Valley Tourism Council. The Town should join the Blackstone River Valley National Heritage Corridor.
		VII.2.c.6 Consider broadening home occupation uses in residential districts in the Zoning Ordinance, to encourage such uses as antique shops, arts and crafts shops and other similar uses which can benefit from the Town's rural/historic environment.

	VII.2.d Encourage natural resource based industry, including forestry, agriculture, and recreation.	VII.2.d.1 Maintain farming zoning districts (F5) in areas of the Town, which include prime agricultural soils or State important agricultural soils.
		VII.2.d.2 Encourage good forest resource management practices on privately owned forestlands.
		VII.2.d.3 Identify valuable, unique and ecologically sensitive forestlands so that they may be protected.
		VII.2.d.4 The Economic Development Commission should work with the local Chamber of Commerce or other groups to develop a map of public and private recreational sites throughout the Town. Print and distribute copies of the map at tourist-stops.
		VII.2.d.5 Support development of private recreation establishments in appropriate areas.

NOTE:

In reference to Action VII. 1.a.6

The Town worked cooperatively with the Sewer Commission and Harrisville Water Department to extend utilities to the new Burrillville Commerce Park on Route 102. A local company, Daniele Prosciutto, Inc. was retained from leaving Burrillville, RI for another state and has since constructed a \$26 million facility in the park. The town has made efforts to attract additional investment to these sites through marketing and liaison with The Rhode Island Department of Economic Development.