

1980

EVALUATIVE ANALYSIS A SELECT PLANNING ISSUE AND ITS PROCESS

Peter David Ruggiero
University of Rhode Island

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EVALUATIVE ANALYSIS
A SELECT PLANNING ISSUE AND ITS PROCESS
BY
PETER DAVID RUGGIERO

A THESIS SUBMITTED IN PARTIAL FULFILLMENT OF THE
REQUIREMENTS FOR THE DEGREE OF
MASTER OF COMMUNITY PLANNING AND AREA DEVELOPMENT

UNIVERSITY OF RHODE ISLAND

1980

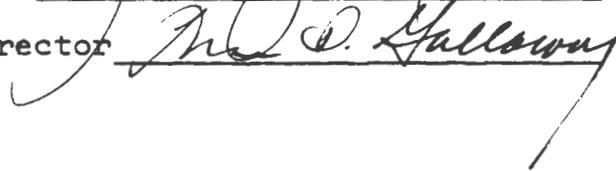
MASTER OF COMMUNITY PLANNING RESEARCH PROJECT
OF
PETER DAVID RUGGIERO

Approved:

Major Professor



Department Director



UNIVERSITY OF RHODE ISLAND

1980

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FORWARD

FORWARD

The contemporary planning function is an attempt to design and implement a systematic decision-making process. Typically involving a definition of purpose, establishment of goals and objectives, presentation of alternative solutions and the selection/recommendation of a viable proposal to realize the stated goal. A structured analysis of this process can enable the improved design and establishment of performance standards allowing the development of a review process for alternative plans.

The purpose of this study is to evaluate a select planning issue and its process in the City of East Providence; specifically, the municipal process of evaluating alternative plans. This study will also attempt to identify associated process shortcomings, methodological constraints and present recommendations enabling improved process application.

Increasing municipal resource constraints, coupled with active community participation efforts are almost certain to create conflicts in values regarding the decision-making process. If the recommended

plan is to be accepted, conflicts between groups must be addressed, as well as the development of an accurate, documentable and defensible evaluation methodology.

With an increasing array of decision-making participants and a growing scarcity of public resources, public administrators must provide an accurate policy review procedures. This type of effort will ensure the delivery of acceptable and factual solutions to community demands and interests. It is imperative that public administrators comprehend the dynamics of the political process, where key variables can be identified and whose end results can be predicted (i.e. certain inputs produce given outputs). This understanding shall result in a more systematic, intelligent and reasonable decision-making process.

INTRODUCTION

INTRODUCTION

Democratic government is not a unique concept. The manner in which it exists and functions in America might be called an adaptive use, but not by any means an innovative use. Political structure, and government organization for that matter, exists for one main purpose; To enable the existance of the community good! There are various ideological means to enable the provision of societal structure and the administration of the community good. In Amercia these amenities are provided through a governmental system based on compromise and "trade-offs". Therefore in order to achieve individual freedom, Americans are willing to abide by certain principals (norms) and laws to effectuate a stable, cohesive and secure society.

Plannings role in this structure establishes a forum, whereby goal identification and conflicts can be addressed and remedied through community consensus (i.e. allow government to exist in order to protect societal structure). The alternative plan evaluation process is an elemental component within this contextual framework. It should be evident that the concept of a general consensus indicates a majority, not unanimity amongst concerned parties. Therefore goal conflict, and the need for

its resolution arises. This study specifically addresses the process by which the City of East Providence deals with goal conflicts instituted through proposed community plans.

The municipal planning arena is an often challenging, sometimes mediocre and a conceivably frustrating professional career choice. In addition to the routine procedural responsibilities of the planner is the plan evaluation process. Methodologically this procedure should be nothing more than a cookbook, or step-by-step means to provide guidance and/or advice to community decision-making. A pseudo partnership should exist amongst policy-framers and decision-makers, thus enabling accurate community decision-making. This type of plan review process should incorporate the following components:

1.) Goals- contributing to the health safety and welfare of the community. Thus ensuring the continuance of the cohesive fabric of society.

2.) Evaluative Criteria- standardized measures enabling performance rating of key elemental plan components.

Traditional methodology emphasizes the use of

objective criteria, more contemporary though prefers the use of subjective measures (social indicators),

3.) Comparison- costs and benefits attributed to each

alternative are indicated, along with the prediction of plan outcomes.

4.) Decision- choice for the plan selection is based on

ranking relative to community objectives,

evaluative criteria and comparison results.

Alternative with the greatest benefits and least

adverse impacts should rationally be selected.

The basic requirements being:

a.) produce practical information

b.) remain flexible

c.) provide clear, accurate and comprehensible data

d.) be comprehensive

e.) provide a learning experience to all participants

f.) allow public participation

g.) qualify uncertainties

h.) state assumptions

This outline establishes what I feel is an accurate and sound methodology interpretation of how the alternate plan review process should function. All comments regarding methodological requirements and/or shortcomings shall turn on these programmatic elements.

A key variable, seemingly exogenous to this detailed conceptual framework is plan implementation. This component is treated in an almost adjunct manner throughout all the research materials I reviewed. It is most assuredly eluded to, and in some cases mentioned, but never in the context it should involve. I propose that plan implementation is the key variable, on which all other findings and conclusions are dependent.

For without practical outcome (i.e. implementation) the most academically sound planning study is in essence worthless! Factors of resource availability, plan acceptability and goal conflict must be directly accounted for. Proposed plans must be tailored for accuracy appropriateness and community acceptability to ensure implementation. This effort should then be the top priority of any municipal planning office; practical outcome!

The City of East Providence has an active citizen participation policy-making process, both formal and informal. Primarily initiated through Federal policy emphasis in the 1960's, it has evolved to several planes. All of which comprise the complex and interrelated planning/policy-making/decision-making process within the City.

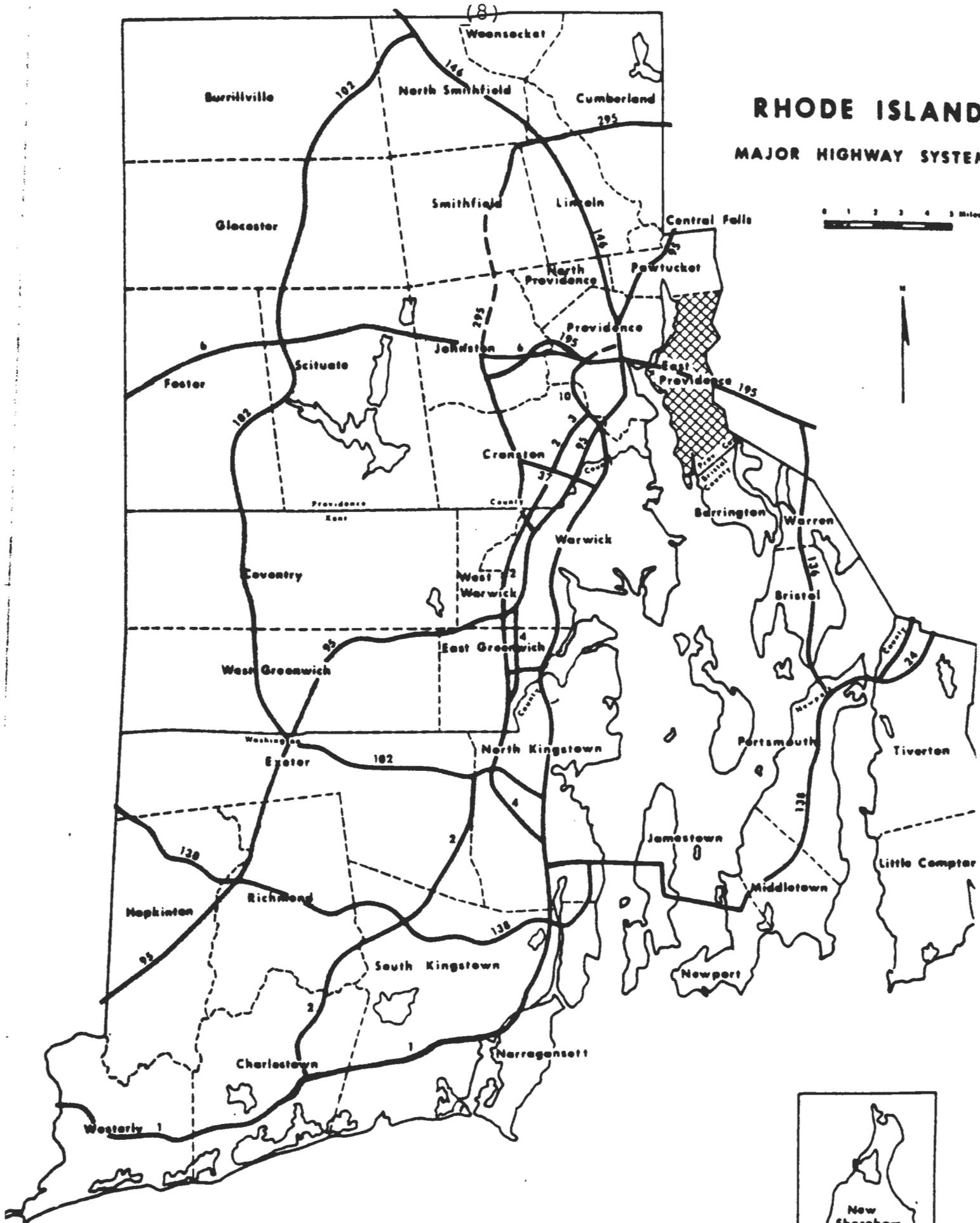
The planning process and decision-making process comprise many linkages amongst themselves. It is seldom that one process can occur without input from the other. Therefore within the City it seems difficult, even inappropriate to separate each process. If such were effectuated an inaccurate review of the alternative plan process would result.

This City presents a rather interesting goal conflict issue, but not an uncommon one. The goal: relocation of the City Police Station. The conflict: the particular resolution to the goal. This issue has divided decision-makers, policy-makers and the community alike. It is one clear example of how planning and politics are interrelated, and how that process affects individuals.

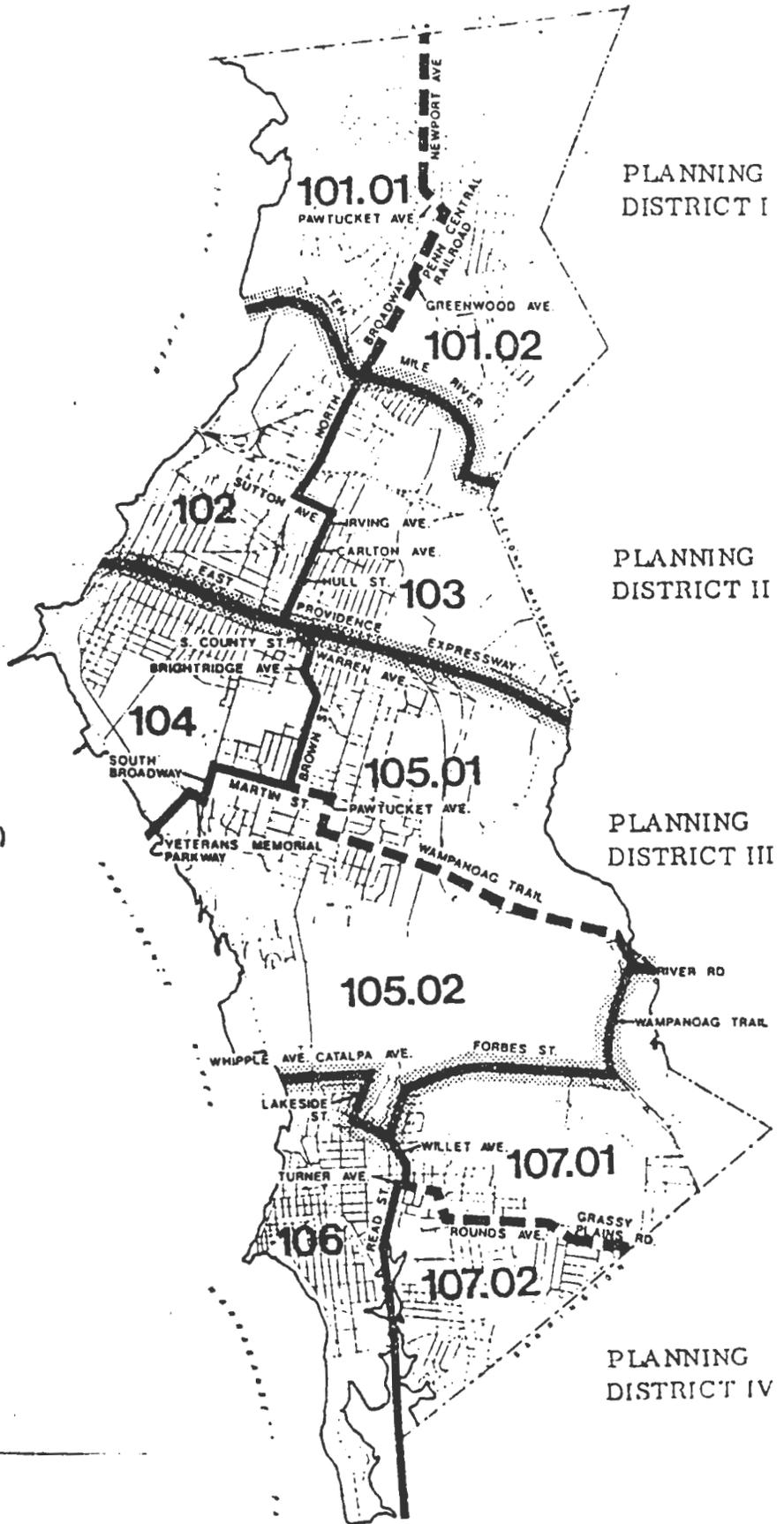
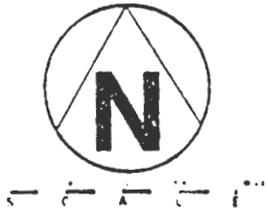
BACKGROUND INFORMATION

RHODE ISLAND

MAJOR HIGHWAY SYSTEM



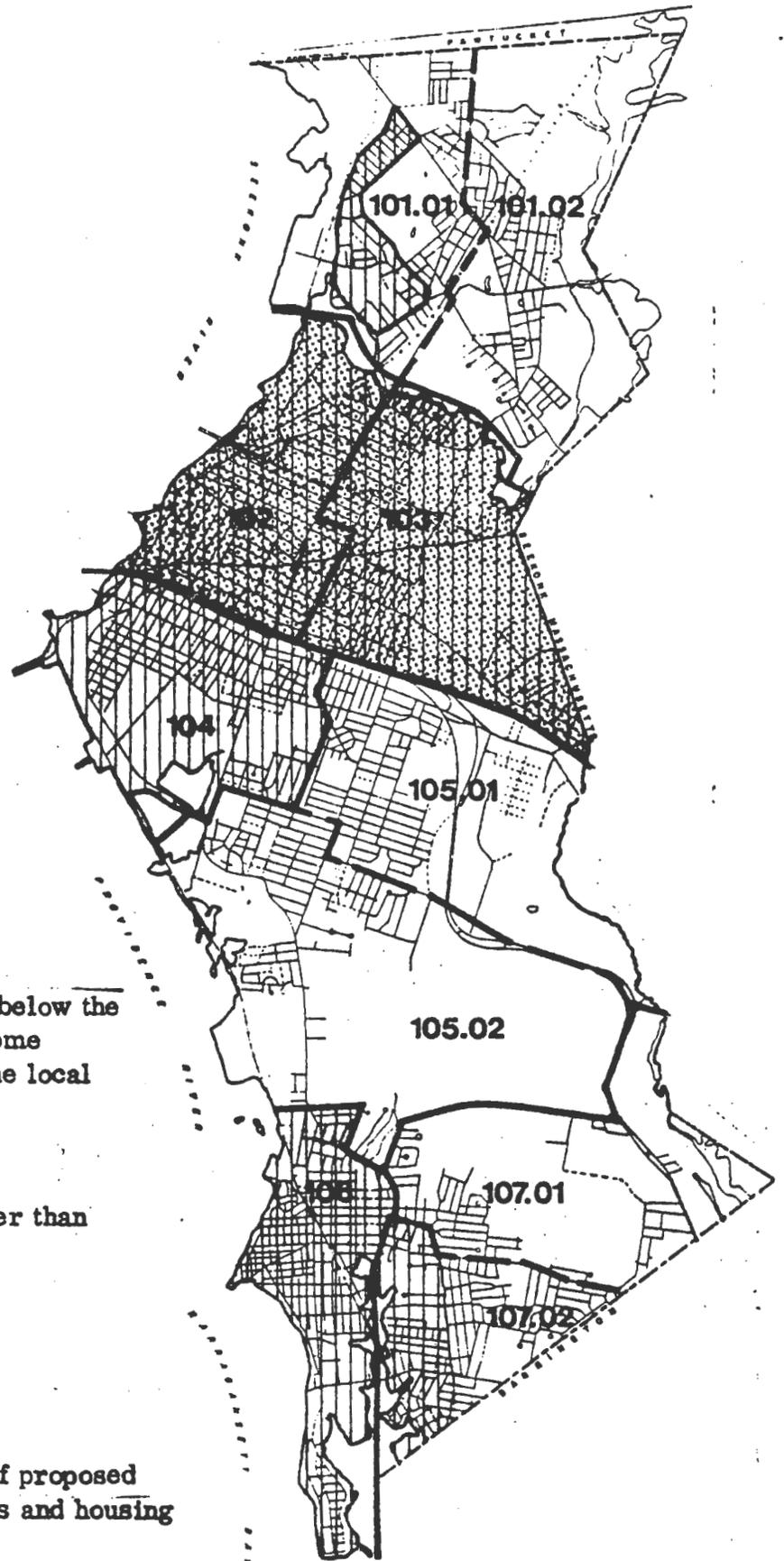
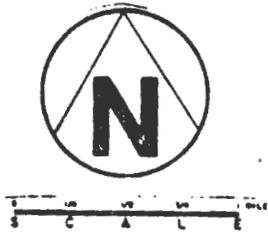
PLANNING DISTRICTS and
CENSUS TRACTS - 1970



BOUNDARIES

-  Planning Districts
-  Census Tracts (1960, 1965)
-  1970 Tract Subdivisions

NEIGHBORHOODS CONTAINING LOWER INCOME FAMILIES AND MINORITY CONCENTRATIONS



Legend

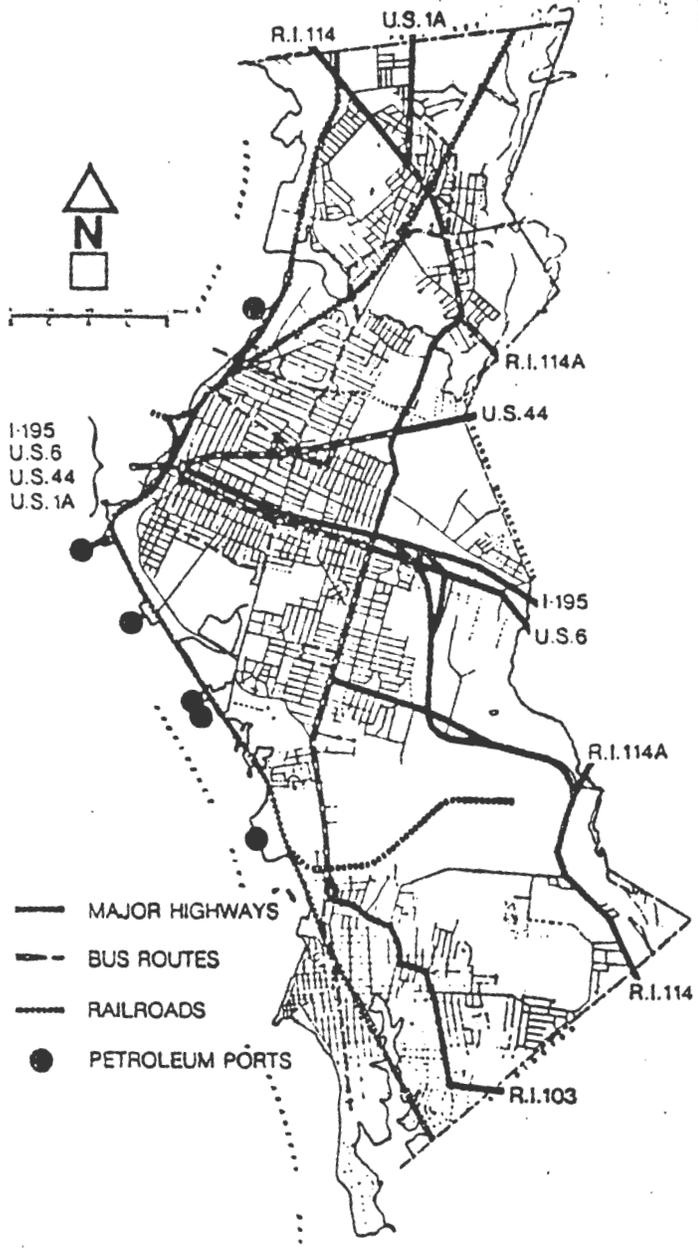
 Areas with median income below the City median and lower-income neighborhoods defined by the local poverty agency.*

 Non-white population greater than 5% of total population.*

 Census tracts

*Representing general locations of proposed Community Development activities and housing assistance for rehabilitation.

FIGURE 3— MAJOR HIGHWAYS, RAILROADS, BUS ROUTES AND PORTS



BACKGROUND INFORMATION

Community Profile

The City of East Providence, Rhode Island is located at the head of Narragansett Bay on the east bank of the Providence River. It is bounded by Pawtucket on the north, by Barrington on the south and by Seekonk, Massachusetts on the east. The City of Providence is located on the west bank of the Providence River.

The City's population has grown by 16 percent from 1960 to 1975. At that time it recorded a population of 49,500 persons. It encompasses an area of 16.5 square miles, of which 13.3 is land area and 3.2 is water area. Thus a population density of 3,752 persons per square mile of land area is realized. In comparison, East Providence ranks fifth in population amongst the Cities and Towns in Rhode Island.

Table I

Population Projections

Age Groups	1960	1970	1980
Under 5	4324	3733	4654
5-9	4107	4517	4020
10-19	6683	8784	8676
20-44	13158	14111	18361
45-64	9434	11507	11943
65-over	4249	5499	6918

According to these figures 32.5 percent of the City's population in 1970 were under 18 years of age. In 1980 that same age group will account for only 31.7 percent of the population. Those 65 and over comprised 11.4 percent of the 1970 population, and in 1980 it is projected that they will account for 12.6 percent. Therefore increasing the median age of 31.5 years in 1970 to 33.1 years in 1980.

The interpretation of these figures seem to indicate that East Providence is an aging community. That those persons under 18 years of age are decreasing and those persons 65 and over are increasing. This same aging trend is evident of those persons between the ages of 18 and 64.

The continuation of this trend is based on the assumptions that:

- a.) the birth rate will remain unchanged over time
- b.) the death rate will remain unchanged over time
- c.) natural increase or migration will remain unchanged over time.

These assumptions require further analysis however. The recently adjourned U.S. Congress Special Committee on the Population disclosed as part of its findings that:

- a.) those persons born during the "baby boom" era (1945-1957)
are forming families and having children, and
- b.) that although a "baby bust" is in existence at present, these
"baby boom" families should cause a resurgence of births
or a "mini-baby boom" in the near future.

This fact is a most critical variable in the long-term planning of community facilities. Decision-makers must be fully aware of the implications this type of future population growth will have on overall community development. It would seem reasonable that critical evaluation of municipal capital expenditures should include the exploration of this variable, thus ensuring a reasonable, accurate and systematic decision-making process.

There is a second concern relating to the aforementioned population growth assumptions. Unique to the City has been the steady and significant increase of Portuguese immigrants since 1960. It is difficult to determine their exact number because they are not recorded by the U.S. Bureau of the Census as an ethnic group. These persons will

in all probability continue to increase in population over time and thereby impact community resources.

If a "mini-baby boom" does occur, and a steady immigration trend continues, East Providence will experience a dramatic population increase over a short period of time. Although the City is experiencing a "baby bust" at present, the conditions are ideal for a "mini-baby boom" to occur (more women in the child bearing years and immigration demands). It is imperative that municipal planning objectives remain long-range (i.e. 5 to 10 years). For example, some elementary school districts are experiencing declining enrollment. There has been consideration to consolidate these districts in an effort to reduce educational unit costs. Unfortunately the School Committee is considering the disposal of these "surplus" school buildings. This decision would be a very short-term and tragic mistake, for the preliminary analysis would seem to indicate that these schools may be needed at some future date.

According to the 1970 U.S. Census of the Population there was a total of 15,494 dwelling units in the City, as compared to 12,994 in 1960. This change realizes an increase of 2,500 dwelling units or 19.2 percent.

As a consequence, household size has decreased an average of 3.7 percent city-wide. Only census tracts 102 and 103 experienced a household size increase, which amounted to .3 percent (These census tracts have a high concentration of Portuguese immigrants).

In 1970 owner occupancy of household units amounted to 70 percent. The vacancy rate at that time was 2.3 percent. Units lacking one or more plumbing facilities totaled 2 percent, and those lacking direct access accounted for .1 percent; both rates the lowest for Rhode Island.

Household units with more than 1.50 persons per room in 1970 comprised .7 percent.

Residential land-use accounted for 2,373.4 acres in 1970 or 32 percent, the largest land-use category. Of the residential use, 86 percent is single family housing. The second largest land-use category was cultural and recreational use, a logical support function for the residents, at 12 percent.

Given its large residential land-use, East Providence should not be considered a suburban bedroom community. There exists a variety of

economic functions located within the City. According to the 1970 U.S. Census, East Providence had a total resident civilian labor force of 21,119, an increase of 22 percent since 1960. Of this labor force 59.8 were male and 40.2 percent were female.

Table II

Employment and Payrolls

Code #	Industry	1976 # of Firms	Percent of Total Empl
01-14	Agr, For, Fish, Min	14	.6
15-17	Construction	141	3.9
20-39	All Manufacturing	174	45.6
40-49	Trans, Comm, Utl	39	4.3
50-59	Whol. & Retail Trade	470	30.5
60-69	Fin, Ins & R.E.	80	1.7
70-89	Service	299	13.4

There exists a large manufacturing sector in the City, primarily consisting of Jewelry and Silverware production. It is the leading occupation of wage earners in East Providence. While Wholesale and Retail outlets accounted for 30.5 percent of those employed. The following is a listing of select economic indicators for the City of East Providence:

<u>Labor Force*</u>	1960	1970	1980
Persons	17,372	21,201	25,954
Male	64%	59%	53%
Female	36%	41%	47%

<u>Tax Rate</u>	1975	1976	1977	1978	1979	% of 1975-79
Per \$1,000	\$44.40	\$46.00	\$50.50	\$54.40	\$57.00	23%
Inflation (C.P.I.)	166.3	---	---	---	229.9	<u>28%</u>
Net Difference						-5%

Income Distribution by Group (1970)

# of Families	\$0-6,900	\$7-9,900	\$10-14,900	\$15 & over
12,587	25.2%	23.3%	32.9%	18.6%

The overall family income in the City seems predominantly low. It is evident that there has been increases in the actual income of families, but it has not been determined that there has been an actual gain in the cost of living. The general tendency would seem to indicate that such has not occurred. Proof of this interpretation is evidenced by the fact that the City has been identified by H.U.D. as an eligible Community Development Block Grant and H.C.R.S. an a Urban Parks and Recreation Recovery Act entitlement jurisdiction. Both programs are designed to aid urban areas economically depressed and in physical decay.

The government operates under a Home-Rule City Charter format, which was approved in 1958 when the Town incorporated as a City. It utilizes a City Manager form of government with a five member City Council.

Four are elected by Ward and one At-Large. The elected Councilmen choose one of themselves to act as Mayor, primarily an honorary position.

The City utilizes a performance or program budget, typically referred to as a management budget. This type of budget enables systematic coordination of municipal management and service delivery system measurements. There are three main sources of budgetary revenue available to the City:

- 1.) Federal Aid
 - a.) revenue-sharing
 - b.) categorical grants
 - c.) block grants
- 2.) State Aid
 - a.) special assistance
 - b.) grants-in-aid
 - c.) proportional/matching funds
- 3.) Local Revenue
 - a.) property tax
 - b.) special tax
 - c.) license fees
 - d.) permit fees
 - e.) bonds

The City Budget is divided into two sections, the Operational Budget

and the Capital Budget. Compilation of requests, administrative review and request prioritization enables the Council's review and action. Basic municipal operation and required/expected future growth has been programmed and allocated accordingly. Thus enabling orderly and managed administrative control over community development.

If budgetary expenditures can be interpreted as a barometer of community priority, its direction is readily identifiable. Personnel expenditures ranked highest at 60 percent of the total budget, while capital expenditures accounted for only 2 percent. It seems that continuation of existing municipal services, at current service delivery levels, is the overriding budgetary priority. Capital expenditures seem to be regarded as additional costs, and therefore are avoidable. If municipal reinvestment does not soon occur, community facilities will physically decay and needed services will be compromised.

Topic History

In January of 1976 a major fire destroyed the existing City Hall/Police Station complex for the City. Temporary quarters were established for both municipal functions in the recently constructed City Highway Garage. In a somewhat isolated location makeshift offices and facilities were erected to enable the adequate continuation of public services. From the start constraints of small quarters and inadequate facilities hampered the delivery of these services.

On June 8, 1976 a \$4,700,000 bond issue for the construction of a new City Hall/Police Station complex was put before City residents. It was handily defeated by a 44 percent margin. Realizing the need to erect a new complex City administrators searched for an alternate funding source. It was determined that an Economic Development Administration (EDA) grant, provided through the Local Public Works Program administered by the U.S. Department of Commerce would be the appropriate funding source. The initial design process began, a grant application was submitted, specifications were prepared, bids were retained and a final product began to emerge. On November 1, 1976 a grant to enable the construction of a new City Hall/Police Station complex for the amount

of \$5,000,000 was submitted to EDA. The reply came on December 23, 1976; the grant application was denied.

It was later discovered that the City was eligible for EDA monies, but it would be significantly less than the original amount requested. It is unclear as to who or when a decision was reached, but it was determined to retract the plans for a new City Hall/Police Station complex and to submit plans for a new City Hall only. On September 30, 1977 the City of East Providence was informed of an EDA grant award for the amount of 2.5 million dollars to enable the construction of a new City Hall. Project completion was slated for some time in summer 1979.

It would seem that the temporary Police Station was fast becoming a more permanent location. Concerned Councilmen and citizens realized the constraints this location placed on the Police Department's operating ability. In an effort to investigate and review alternate sites appropriate for the relocation of the Police Station, the City Council appointed a twelve-member Location Sites Committee on June 26, 1978. This committee was comprised of the Police Chief, a Detective Captain and two citizen members appointed by each Councilman. It was designated

as an advisory committee, charged with the responsibility to report back to the Council upon completion of all alternative sites were reviewed.

The Location Site Committee (LSC) began their assigned responsibility immediately following its formation. During the course of their research the LSC infrequently created a newsworthy story, but they did raise the attention of Mr Joseph Savick, Director of Planning for the City. In a memorandum dated November 1, 1978 directed to the City Manager and the Chief of Police, Mr. Savick indicated several concerns. The most significant being the lack of involvement between the LSC and the Planning Department. Mr. Savick identified his departments expertise regarding this issue and stressed the need for their input in the decision-making process. Reference was made to the City Charter, Section 2-25 and 2-28 which stipulates that all major City development activities must be considered by the Planning Board for study and recommendation to the City Council. That the project must be in compliance with the City's Master Plan and that such a facility should be included in the Capital Budget. A copy of this letter was also forwarded to the City Solicitor for his information.

This memo identified the legal and procedural requirements which the City must adhere to regarding such a project. It also raised concern that an existing City Department with experience and expertise in site analysis should be more actively involved in the policy formation process. Concerns which should be addressed by the responsible authorities and complied with in order to ensure an accurate and systematic decision-making process.

The next input the Planning Department was to contribute would be in an advisory capacity to the LSC regarding specific site location variables. Specifically, what types of factors should be reviewed and how should they be interpreted. The Planning Department was not actively involved in the site analysis and the Planning Board had not yet been requested to review the issue. The Planning Departments input merely involved the contacting by one member of the LSC to provide information for their review of alternative sites. On March 16, 1979, Mr. Savick directed a memo to the LSC with the requested information. He concluded by again reiterating the Planning Departments qualifications and willingness to help in the site evaluation process.

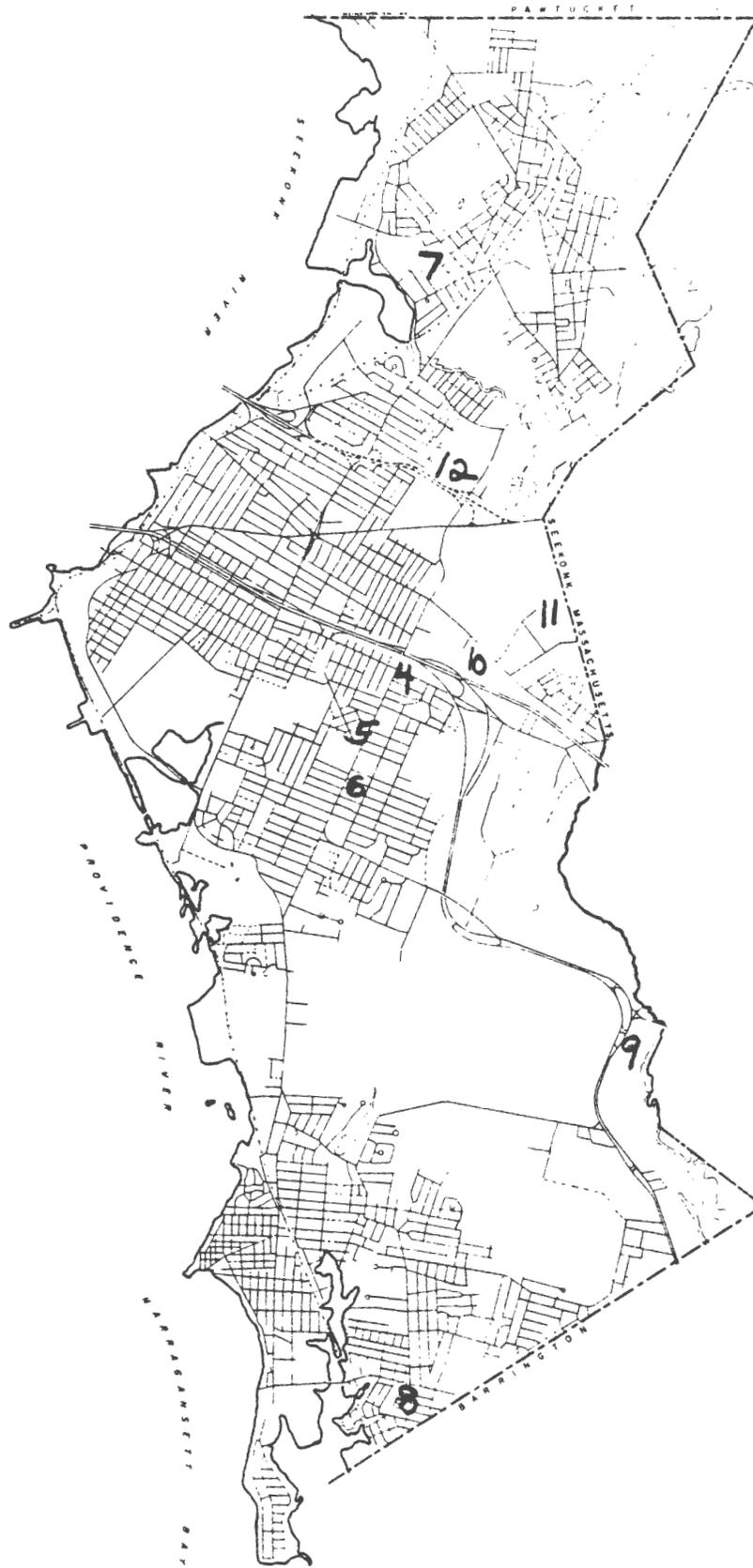
On April 5, 1979 a memo from the LSC Building Subcommittee, composed of two Police Detectives and a Police Planner, conveyed their recommendation regarding an identified list of alternative sites for the location of a new Police Station. They are as follows: (see location map)

I New Building

- 1.) cost-approximately \$3 million-bond issue
- 2.) no perfect location available in the City
- 3.) according to the Planning Department land acquired by Federal recreation programs cannot be used for other purposes without reimbursement

II Existing Building

- 4.) Bazar Sales- sold to Douglas Drug
- 5.) Brightridge School- too small, major renovations needed
- 6.) Kent Heights School- building not available
- 7.) Wilson School- too far north, too small
- 8.) Lincoln School- too far south, too small
- 9.) Akers Trucking- major renovations required
- 10.) Five Acres Restaurant- major renovations required, high sale price, building not suitable
- 11.) Addition to Municipal Garage- not feasible
- 12.) James Reilly Building; Honeywell:
 - a.) available
 - b.) adequate location; visible
 - c.) adequate space; addition possible
 - d.) good access
 - e.) proximity to mass transit
 - f.) location near a residential area a minor disadvantage



Alternative Police Station Sites

- g.) recommend structural engineer to evaluate building
- h.) minor renovations required

On April 16, 1979 a letter from the East Providence Taxpayers Association was received by the LSC. The context of the letter recommended that the City Council should investigate the Honeywell site. This alternative was most desirable because a bond issue would not be required to purchase the building. The Taxpayers Association main goal was to "... save the taxpayers cents."

A final report was submitted to the City Council by the LSC on April 23, 1979. It detailed several personal inspections of various alternative sites by the LSC, with recommendations for action. The first choice of the LSC was the erection of a new Police Station, but it was conceded improbable. The only other alternative given positive consideration was the Honeywell building. Members of the LSC were conducted through the facility by the owner, Mr. Reilly, and a City Councilman. Complete architectural floor plans were presented, which detailed the building layout if renovated for the Police Station. In summing up the analysis of the building by the LSC they indicated, "... we were quite impressed

with the building and found that it would make an ideal location for the Police Department."

The City Council accepted the LSC report and indicated their desire to pursue the possibility for re-use of the Honeywell building and the Five Acres Restaurant. Their primary emphasis however was placed on the Honeywell building. The firm of C.E. Maguire, Incorporated, an Architecture, Engineering and Planning company, was retained by the Council to undertake a feasibility report concerning the renovation of the Honeywell facility for use as a Police Station. The cost for the required renovations was estimated at \$340,835 on May 3, 1979. The findings were submitted to the City Council on that date, and were subsequently accepted.

Following the disclosure of the Council's interest in the Honeywell site several community factions voiced their dismay in that choice. The most organized advocate group being the City's Fraternal Order of Police (F.O.P.). The F.O.P. felt their needs could only be met through the erection of a new facility, therefore the Honeywell alternative was not acceptable (it should be noted that the F.O.P.

is a private organization of Police Officers, and should not be identified as a voice of the City Police Department).

A letter was recieved from the Louis Romano Reality Company by the City Council on May 17, 1979. It indicated the availability of land under their ownership that might serve as a possible site to erect a new Police Station. Parcel #1 is located off Tauton Avenue, near the Massachusetts boarder, and contains 12 acres of land at \$75,000 per acre. Parcel #2 is 5 acres of land adjacent to the municipal Highway Garage at \$55,000 per acre. Bowerman Brothers, Incorporated, a construction firm, in a letter recieved by the City Council on May 21, 1979 indicated their desire to construct a new Police Station of approximately 16,000 square feet on two acres of municipal land off Commercial Way for the cost of \$839,000. Both proposals were accepted by the City Council and "... duly noted."

The Bowerman Brothers proposal was investigated further, but two constriants were discovered. First the site was not suitable to required building loads, and that the fill used in the land reclamation of the site was of an undesirable nature. The second constraint was

indicated by the Police Department. They felt the 16,000 square foot building proposed by the Bowerman Brothers would be of insufficient size to adequately maintain police operations.

At the City Council meeting of June 15, 1979 a purchase sales agreement was presented by Mr. Reilly. The sales price was set at \$475,000, and that if renovations exceeded \$235,000 the City had the option to negate the agreement. This contract was signed by the Mayor, but no formal Council vote was taken on the matter. The City had nonetheless committed themselves to purchase this building. The formal process to retain the Honeywell building for the location of the new Police Station had begun.

The F.O.P. challenged the City Council's decision to purchase the building. They retained the law firm of Lovett and Linder to this end. A procedural oversight on the part of the Council was identified by the law firm as the point of litigation. The City Council, in its desire to review the alternative solutions to the issue had neglected to notify the Planning Board of their desire to acquire a new municipal facility. As per the informational memo sent by the Planning Director

on November 1, 1978 indicating said, the Council had failed to act. The F.O.P.'s Lawyer was successful in the demand that the Planning Board must review the issue prior to the Council's vote regarding the purchase of the facility. Up to this point neither the Planning Board, nor the Planning Department had been involved in the site review and selection process.

Following extensive review and documentation of the issue by the Planning Board several concerns were identified. It seems that this building was erected in 1972 for the Honeywell Computer Corporation on a long-term lease agreement. Initial development approval was hinged on adherence to several sub-division regulation stipulations. Compliance to these regulations was necessary for construction to occur. Several variances were granted to the developer, as well as a possible " spot-zone" change.

This building was abandoned in 1976 by Honeywell due to structural defects. A slight, but continuous leak in the roof occasionally damaged sensitive computer equipment. No other factor was presented in their decision to terminate their lease agreement.

During this review period the F.O.P. was joined by other organizations opposing the purchase of this facility. These groups included the City Democratic Party (to which four of five Councilmen were members), the City G.O.P. and 2,000 citizen petitioners. Serious and visable public opion was beginning to surface in opposition to the purchase of this facility.

The Planning Department, at the direction of the Planning Board began the process of a site analysis. Although the building itself is centrally located their existed concern regarding the access and visablity. Even in this isolated location the site abuts a residential neighborhood. The Planning Department further determined that the Honeywell building net usable floor space would prove inadequate to accomodate Police operations, as per the Police Departments own admission. Their is little room, if any, to expand the facility, thus this altermative is a short-range solution. One of the most important variables identified by the Planning Department is the cost factor. Although the preliminary costs of aquisition and renovation seem reasonable, extensive indirect and hidden costs are associated with this proposal.

It seemed as if the identified factors were beginning to present a case against the purchase of the Honeywell building. Seeing this possibility developing, the owner of the building presented an amended sales offer to the City. The purchase price would remain at \$475,000, but any costs for renovation beyond the \$235,000 estimate would be paid for by the present owner. Thus creating a more desirable purchase offer to the City. This offer was presented to the Planning Board and the City Council alike.

The final Planning Board hearing on this issue was held on October 2, 1979. The Department of Planning presented their findings and recommendations to the Board. It was emphasized that the cost estimate of the acquisition and renovation was not complete. There would be costs to improve access to the site, and expansion seemed impractical therefore making this solution short-term. Given these concerns the most reasonable alternative would be the erection of a new permanent Police Station, as opposed to the renovation of this facility.

The Planning Board weighed the facts and presentations concerning the issue. They voted against the purchase of the Honeywell building

by the City (it should be noted that since the Planning Board is advisory to the City Council their decision is not mandatory). They forwarded their recommendation to the City Council in the form of a memo on October 9, 1979. It indicated the Boards concern with the selection of the Honeywell building and stated their reasoning for that concern. They closed by stating that a cost of nearly 1 million dollars for a temporary Police Station was not in the community's best interest.

This memo was recieved by the Council and placed on the docket of their next meeting. On October 15, 1979 the final meeting was scheduled on the Honeywell issue. Following extensive deliberation, which at times grew disorederly, the question was put to a vote. The City Council voted 3 to 2 in favor of the aquisition and renovation of the site and facility. Therefore a City ordinance was effectuated to enable the purchase of the Honeywell building as a new Police Station.

The next morning a suit was filed in Rhode Island Supieror Court by the City's F.O.P. They claimed the City Council had acted improperly by discussing the aquisition question prior to the Planning Boards review, as required by the City Charter. That this prior discussion and

inappropriate signature of the Mayor on a premature sales agreement was a violation of the City Charter, and had directly biased the entire review process. The matter is still pending in court. The East Providence Police Department remains at their temporary location in the municipal garage, and have expanded their office space into the offices vacated by the City Hall Departments which moved into the new City Hall.

This controversy divided professionals, decision-makers, City personnel and community residents alike. Granted that community development and goal formation is a truly dynamic process which requires consensus of those involved, but the type of process that evolved in East Providence is a near tragedy. Controversial issues will always be placed before public decision-makers, who in turn will require technical assistance (i.e. the Planner). Does this process have to involve tension and conflict, or can it be a learning process whereby all parties can participate and improve their perspectives of each other. These matters will be addressed in the next section of the text.

PROBLEM - ANALYSIS

PROBLEM ANALYSIS

Identification of Actions and Conflicts

The alternative plan review process basically involves a choice. This choice will be evaluated by different people, from different perspectives, based on different values. A value is an element of a shared symbolic system (i.e. value system), acquired through learning. This element, and others form the basic value structure from which to proceed within society. These values form a persons needs, desires and expectations.

The compromise or general consensus of these values amongst individuals in the interest of forming societal foundations is quite common. The values which form the society also serve to create developmental goals for the activities, characteristics and allocation of resources within that society's jurisdiction. A goal conflict will inevitably result when competing values are imposed on opposing factions, relative to the solution of a specific issue. Participants will align themselves with the competing group whose solution least compromises their perception of the proper resolution to the issue. Therefore not only will certain actions create value conflicts, but those value conflicts will

encourage the creation of competing organizations and groups who will align specific issue solutions.

This value problem leads to the establishment of individual goals designed to aid in the resolution of the value conflict. In an effort to provide a framework to realize these goals, measurable units are imposed to provide an assessment regarding the offered solutions. One such measure is an objective, which contains a more quantifiable unit referred to as criteria. The criteria usually forms the basis for comparative evaluation and analysis. Thus supposedly enabling agreement on the most reasonable solution to the issue. Most important to remember though is that all these concepts of "objective" measurement are based on an unstable foundation; learned values! Therefore no solution can ever conceivably hope to achieve total agreement, but only to realize the best possible solution amongst all parties involved. Variables of intangible qualification, either directly or indirectly will affect the final decisions (e.g. politics take command over reason). It is in this setting that the actions and conflicts concerning the Honeywell issue occurred.

The problem which is involved in this instance was referred to by John Kenneth Galbraith as the force of countervailing powers.* This concept addresses the results of distributing limited resources, in marginal increments, to as many groups/persons as possible. Within this process a delicate allocation balance exists, one easily upset if one group attempts to secure a disproportionate allocation of the available resources. If an inequity does result someone else would be deprived, and it should naturally be expected that the deprived party would vigorously resist the efforts of the competing group. Self-interest is the major motivating force readily being identified. Although a pluralist, general consensus amongst individuals enables the society to exist, personal self-interest, the attempt by every person to maximize their own desires, will ultimately prevail throughout the decision-making process. In our society this concept is generally referred to as personal self-freedom.

Various actions and conflicts occur within this setting, but all participants regardless of their motivation share one common goal.

That the resolution of the issue occur in an orderly, non-violent

* John Kenneth Galbraith, American Capitalism: The Theory of
Countervailing Power. Boston: Houghton Mifflin Company. 1952

fashion. With an implicit understanding that action and conflict can occur, but that the societal order and perpetuation shall prevail. No conflict regarding the community should be so intense that it could jeopardize the existing social structure. Compromise by all participants is essential to effectuate this type of result.

The Planner can serve as the mediator, or "umpire" to the orderly implementation of this process. This administrator can establish the ground rules, prepare a conducive environment for action and act as the technical assistant to the participants. Clearly the need for such a person exists, and implementation methods to effectuate this role are readily available. The Planner can provide a management function in the allocation of limited resources and conflict resolution process.

The "action forum" in which the Honeywell issue evolved was very similar to this contextual interpretation. There were many actions, which in turn led to value conflicts and the need for a mediator to expedite the resolution process. The problem itself was the need to provide a new Police Station. The value conflict arose in regards

to the review and selection technique first employed and the subsequent solution reached resultant of that method.

Shortcomings With The Existing Evaluation Process

It would seem that there exists two schools of thought involving analysis and evaluation. There is the rational-comprehensive approach, a very systematic analysis, and the incrementalist process of decision-making. The incrementalist approach is not necessarily a less systematic, but certainly a less comprehensive method. Both approaches have their advantages and disadvantages, their applicability should largely be determined by the circumstances of the situation involved.

The evaluation and selection process used by the City of East Providence's City Council can accurately be identified as the incrementalist method due to the characteristics of this particular analysis. The final decision-makers in the City are these elected officials, and the only role the other participants have is that of advisory input. This holds true for all City Departments, Boards and Commissions. The buck is spent by the City Council, they are the final review body in the City. Their decision becomes City policy! Being such a highly political entity, the City Council is usually a value laden, self-interest assembly of elected public officials. Within the political

arena the politicians self-interest and primary motivation is to remain in office. Therefore if the politicians goal is to be realized, policy will be arrived at and reflect the constituents demands. Which usually leads to a highly irrational, incrementalist decision-making process.

Is this method an accurate process? After all, if constituent demands are met won't the politician remain in office and therefore the community remain stable? The answer to both questions is yes, but this type of decision-making process leaves out one crucial variable; quality and best interest. Not that I expound an elitist doctrine, but in some cases near-sightedness obscures clear vision. It is possible that decisions made in the best faith and interest, but ones which lack technical information required to reach an accurate decision never address the issue completely. Were the needs and specific goals of the community realized? Did the Planning Department provide adequate technical data and professional input? What should their role be? Is their input considered important by the decision-makers. Exploration of these questions should reveal and explain what inadequacy, if any, exists within the planning and decision-making process in

East Providence.

Upon realization that the new City Hall would not contain a Police Station the City Council independently investigated alternative sites for a new Police Station. They appointed a review committee, comprised of City residents, to undertake the responsibility of conducting an alternative review process in an effort to identify possible site(s) for the new Police Station. This committee was not advised, nor did it hold any meetings with the Planning Board or Planning Department during the entire review process. The two agencies best equipped to provide the technical assistance required, and mandatory by City Charter, to ensure an accurate and meaningful process. Only one committee member contacted the Planning Department in order to obtain site evaluation review material.

The review process continued and upon completion of their assigned responsibility the LSC reported to the City Council with its findings and recommendations. Their first choice was to erect a new Police Station, and if that was not possible to purchase the Honeywell building and renovate it for use as a Police Station. It should be

noted that for the past two years the City of East Providence has allocated only 2.5 percent of their Operational Budget for municipal capital expenditures. The Council, concerned with the cost of a new facility, decided to renovate the Honeywell building. This entire process evolved without direct input from the Planning Board or Planning Department!

A legal challenge was presented by the City's Fraternal Order of Police (F.O.P.) charging that the City Council had violated the City Charter by not allowing the Planning Board to review this issue. A procedural Charter requirement called for the Planning Board to review all capital expenditures of municipal funds for the acquisition of public facilities. This requirement had not been carried out by the Council's Honeywell building review process, or by the LSC's consultation with the Planning Director.

Only by the threat of legal consequence did the City Council request the Planning Board, whose technical advisor is the Planning Department, to review the site evaluation process. The Planning Board's review

would not be as thorough as expected however. The City Council imposed a legal requirement of the Charter to effectively constrain the Planning Boards review of the entire evaluation process. This legality requires the Planning Board to review and forward their recommendation on the issue to the City Council within thirty days after their receipt of the review request. Extensions of this deadline can, and usually are granted by the Council if the issue requires such, but there would be no extension of the deadline for this charge. Further complicating the matter is the fact that the Planning Board meets monthly, therefore an indepth review of the entire review process seemed highly unlikely. The only issue the Planning Board had time to consider was, would the purchase of the Honeywell building be a feasible investment for the City and would this facility accommodate Police operations?

The Planning Board requested the Planning Department to place the Honeywell site review as their top priority. Even this honest effort would not provide the indepth analysis needed to ensure an accurate decision on this issue. Routine duties of the department could not be neglected, and coupled with the familiar constraints of staff and

time , a compromising review of the issue seemed almost inevitable.

Prior to their meeting on the issue mailings of data and review considerations were forwarded to Planning Board members in hopes of providing the required technical and practical information enabling a reasonable decision. One factor which surfaced during the review was the uncertainty of indirect costs attributable to the site renovations.

Many improvements to the buildings access and visability would be required, in addition to the directly required costs of rehabilitation and code compliance.

Of the five appointed Planning Board members only three were present the night a decision on the issue was to be rendered. Following discussion and criticism relating to the Councils handling of the matter the issue was put to a vote. The Planning Board recommended that the City not purchase the Honeywell building for use as a new Police Station! The reasoning against the purchase was based on the grounds that this facility was a very incremental means to realize the overall community goals, and that it was not a comprehensive and long-range solution to the basic issue. This site would be an unacceptable and unreasonable

location for a new Police Station.

The City Council, with the Planning Boards recommendation in hand voted to aquire the site and facility for the purpose of relocating the Police Station! Was this a compromise of values, an agreement of the communitys' general consensus? Did the Planners serve as "umpires" and provide a forum and information enabling the equitable allocation of limited resources? Did a disproportionate allocation of resources occur?

The very basic alternative review process should be a five-step method:

- 1.) identify the issue, formulate the goals,
- 2.) develop objectives to realize the goals,
- 3.) identify alternative means to realize the goals,
- 4.) make trade-offs/compromise between alternatives,
- 5.) select an alternative

What this method enables is clear choice formulation and evaluation.

This process relies mainly on planning professionals to list all choices available to realize the needs. This enables the Planner to

explain the relationships between the goals and objectives, the possible course of action and the final recommendation.

The choice evaluation process relies upon the ability and sensitivity of the Planner to present the possible choices for action to the citizens, the elected officials, the advisory committees and any other interested groups. The assets and liabilities of each choice should be presented, which would enable the most reasonable decision to "filter out" through this "screening" process.

The process as administered in the City of East Providence did have a clear issue and established goal. There was identification of several alternative means to realize the goal, and there was the selection of an alternative. Several methodological steps were by-passed but more important was the lack of professional input throughout the entire decision-making process. If Planners are to serve as technical advisors to decision-makers thus enabling more informed, intelligent and reasonable decisions, the alternative plan review process as it relates to the Honeywell issue was a tragic exercise in planning

methodolgy and a complete waste of municipal resources!

Not only were the Planners by-passed originally in this process, but their input was "legally restricted" by the Council. It would almost seem that the City Council did not desire the input of its own paid municipal staff specifically retained for this, and other issues relating to resource allocation. If the Council chose not to desire this professional input, why does the Planning Department exist? Are they merely employed as procedural administrators to undertake the more mundane routines of planning practice and serve to disguise political decisions with facades of professionalism?

The attitude of the City Council, the role of the Planning Board and Planning Department and the "narrow-minded" decision rendered by the Council regarding the Honeywell issue can be summed up in one word; Politics! It seems evident that the political implications of this resource allocation decision were far more important than the rational factors. This leaves us with a perplexing question, is there a place for meaningful planning within a political framework? In the City of

East Providence it would seem that the planning process plays
second string to City politics.

Planning and Politics

One of the key variables to the alternative plan review process is the formulation of decision criteria. Variables and indicators enabling the reasonable review and ranking of alternative means to realize a stated or implied goal. In the case of the evaluation of alternative sites for a new Police Station decision criteria concerning Police Department needs, adequate operational facilities, ability to deliver services and the uninterrupted of departmental duties might have been utilized. The major, and possibly only decision criteria used by the Council was the costs related to each alternative.

Faced with resource constraints and a lack of outside funding, the City Council assumed that the most politically feasible alternative would be the one with the lowest developmental costs, thus impacting municipal revenues least. The flaw to this logic was its short-term application, that is the lowest short-term alternative might not remain that inexpensive if examined in the long-term. One question which presents itself is whether it might be more advantageous to invest municipal resources into a more long-term project, such as a new Police

Station as opposed to a five to ten year solution (i.e. Honeywell).

A new station could be designed to operate efficiently and accomodate future departmental needs, something a short-term solution could not accomplish.

Where politics take command over reason, narrow-mindedness prevails!

Self-interest in turmoil precludes rational decision-making. This statement is exemplified by the experience in East Providence regarding the alternative plan review process. Planning ethics emphasizes reason over haphazard guessing! Political ethics embasizes constituent representation and the politicians self-preservation. Thus a dilemma exists between these two societal functions. A competing value system forms the foundation of each function, yet both can interact and prosper. The key is compromise! Each player must be willing to realize the others perspective and position, and with that sensitivity in mind work to provide the improvement of their joint interest; the community! This is the reason both functions exist, to enable the continuation and ongoing improvement of the community. Although each proceed with their tasks in differing manners.

Planning and Politics can most assuredly be mutually conducive, and yet realize eachs' goals. In the case of East Providence each function was directly competing with the other. The residents, the Planners and the elected officials did not fully trust each other and were reserved in their willingness to interact in order to achieve a general consensus. Thus creating a closed decision-making process. The goal, to provide adequate operating facilities for the Police Department was ultimately achieved. The qualitative degree to which that goal was realized remains the single, most debatable question in the City today.

Did the Planners accomplish a review process of acceptable professional integrity? Did the Politicians ensure the proper representation of their constituents? Were the communitys' developmental goals realized or disregarded? None of these concerns would present themselves if an appropriate alternative plan review process had been carried out. The mere fact that a legal suit was filed against the City Councils decision proves that an inappropriate, if not a disproportionate allocation of resources did occur.

There have been arguments introduced that Planners and other social scientists hide behind comprehensive analysis, and that they tend to lose sight of their purpose; feasibility and implementation! Whereas the politicians choose to follow the "more practical" approach of incrementalism. They are issue oriented and consumed by the feasibility of analysis (i.e. its practical outcome). Thus not only are the value bases between Planning and Politics different, but their procedural methods present an added dimension to an already troublesome dilemma. Can this bridge be gapped? Is there hope for cooperative efforts by each faction to provide for an improved community?

There is room for compromise by each faction. The Planner by narrowing the scope of their analysis to be less "cosmic", and the Politician to broaden their scope of analysis to be more reasonable. The key of this compromise involves the issue, the variables/factors to be evaluated and the characteristics of the data. Realization by all participants that shortcomings to this method do exist is imperative. The final key is that more resources will be directed in a cooperative manner, as opposed to these same resources pitted against each other. The

qualitative improvement of analysis undertaken cooperatively by Planners and Politicians will readily become self-evident. Thus both factions should feel relatively successful in their attempts to realize their own respective goals, and by the process through which they were achieved.

Findings and Recommendations

This case study, although some doubt exists to its generalized applicability, offers an illustrative example of the planning process in its poorest moments! It seems inescapable to avoid this conclusion. Although the tone of analysis was established and constrained by the City Council, the Planning Board and the Planning Department added to this alienation in various instances. What began as an issue to resolve a community need, turned into a power play between the participants. Although a solution was achieved, the lack of knowledge, the public display of unprofessional conduct throughout the decision-making process, the conflicting use of resources and an overall inadequate decision places serious question on the qualitative value of that solution.

Where Politicians, Planners and community residents become verbally at odds, it should be readily evident that an inequity exists. Politics is based on three main assumptions. First that participation to realize needs is legitimate, second that this participation must take place within the pluralist decision-making arena and third that lack of participation indicates consensus with the current situation.

Planning cannot be separated from politics, regardless of its administrative or financial accountability. This relationship primarily exists to ensure a forum whereby the residents and politicians can meet, exchange ideas and cooperatively develop public policy. Planning in fact legitimizes the existing political structure and encourages its proliferation.

The concept of Planning in the United States was obviously developed to address the value assumptions on which Politics is based! The concept of Planning within the City of East Providence administratively allows for the "participatory arena" to exist, but its utilization within the policy-making process is practically non-existent. The meeting and exchange of ideas components function well, but the cooperative development of public policy is seldom realized. In this particular incident the City Council, advised by their own staff and advisory committee against the purchase of this facility, decided to proceed with the acquisition irregardless. The legal suit against the City exemplifies the breakdown in the decision-making process.

The participation did exist, the City Council in its error excluded early access to the process by interested parties. The opposing factions were constrained from participating because the Planning Board was not immediately given the opportunity to review the issue. Those parties desirous to participate legally threatened the Council to allow their participation within the pluralist political framework (i.e. public demand, citing Charter violation, to have Planning Board serve as public forum for exchange of ideas and cooperative arena for public policy formation).

I would speculate that participation, although visable, would have been greater if the public was encouraged earlier in the decision-making process. The community residents fought within the system to resolve a public issue. Planning is a key component of "the system"! Even in the case where persons are displeased with the municipal resource allocation decision-making process, they can voice their concern. They may even play a major role in the decision itself. Thus providing themselves with the satisfaction that the system works, or at least allows for their input. It was the elitist attitudes and severe

disproportionate allocation of resources that led to the collapse of many governments. A more equitable and participatory framework for society's existence is the cornerstone of American political philosophy. As times change administration modifications must be made to ensure the peaceful perpetuation of society. I assure that Planning is a tool of peaceful change and is an elemental component of this political modification process.

If enough people are allowed to participate in the political decision-making process, and as municipalities continue to expand into areas previously provided through the private sector, the possibility of societal unrest is minimized. Participatory input and change should ensure the continued proliferation of society. Planners, among other roles are the trained professionals who administer and implement the process of participation.

In the City of East Providence this planning process was virtually non-existent. It was more of a procedural administration of planning than an actual process. Whether it was the Politicians or Planners fault is open to speculation. What is crucial is that the process

proved inadequate, and in desperation to resolve the issue those persons dissatisfied with the process sought out an independent mediator to resolve the conflict.

The City Council had hoped the Planning Department might have agreed with their decision and provide a facade of reason over a poor decision. This did not occur however, the Planning Boards recommendation against the purchase of the Honeywell building only complicated, but did not alter the Councils final decision. They maintained their action ". . . was in the best interest of the City.". Unfortunately the Court will now decide what the best interest of the City means.

CONCLUSION

CONCLUSION

Closing Statement

More than anything else this research should indicate the linkages between Planning, Politics and the role of the Planner. Realization of these linkages should provide the Planner with sensitivity to this process and thereby establish criteria enabling the evaluation of professional performance. To realize this goal two personal characteristics must be evident; professional motivation and pride!

It has been stated that those persons least able are drawn into Politics. These people usually possess tremendous motivation and a desire to provide the "public good". Unfortunately, these public officials sometimes lack the knowledge and tools to implement the policies they desire. The Planner should help fill "the gap" by providing the necessary technical assistance to enable more intelligent and reasonable decisions by these elected officials. The Planner can also provide a "participatory arena" to enable the public input to the decision-making process. Both roles, if fulfilled properly will enable the smooth transition of decisions and policies within

the community. These roles were provided in East Providence, but not in a manner which allowed true fulfillment.

There are serious shortcomings to public participation and the concept of pluralistic decision-making. Questions of motivation, representation and the process' meaningfulness will always present themselves. The underlying value base itself of this pluralist decision-making process is questionable, and in cases such as East Providence the plan review process itself becomes a procedural exercise in planning methodology, initiated by threat of legal action. Planners should strive to avoid this type of situation, although in some instances it might be unavoidable. The recurring disintegration of the public policy/decision-making process threatens to undermine its overall accountability. Thus forever shutting the door to open decision-making and providing an excellent medium for elitism to develop.

In order to effectuate sound planning methodology, and to provide adequate maintenance of the "public good", Planners and Politicians must not only work cooperatively, they must ensure that their interaction is

positive. They must realize the importance of their respective roles within the public policy-making process and should conduct themselves with excellence!

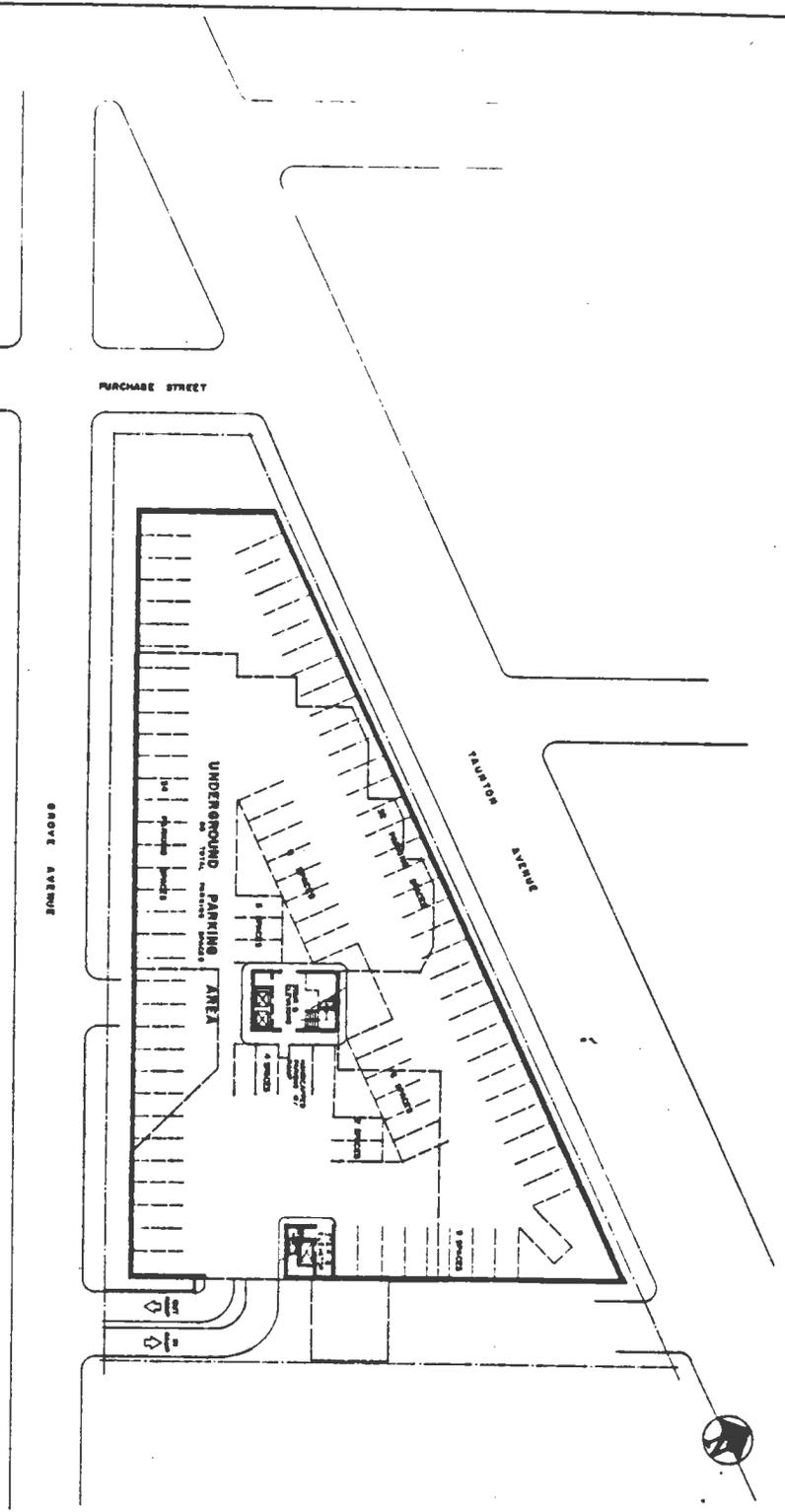
To confirm an old saying, you reap what you sow, the plan review process in the City of East Providence resulted in a fragmented dispute between the participants with no hope of an accepted compromise in sight. If the process had been carried out in a proper manner the confrontations which developed might have been avoided. When the game finally comes to an end there will be no winners!

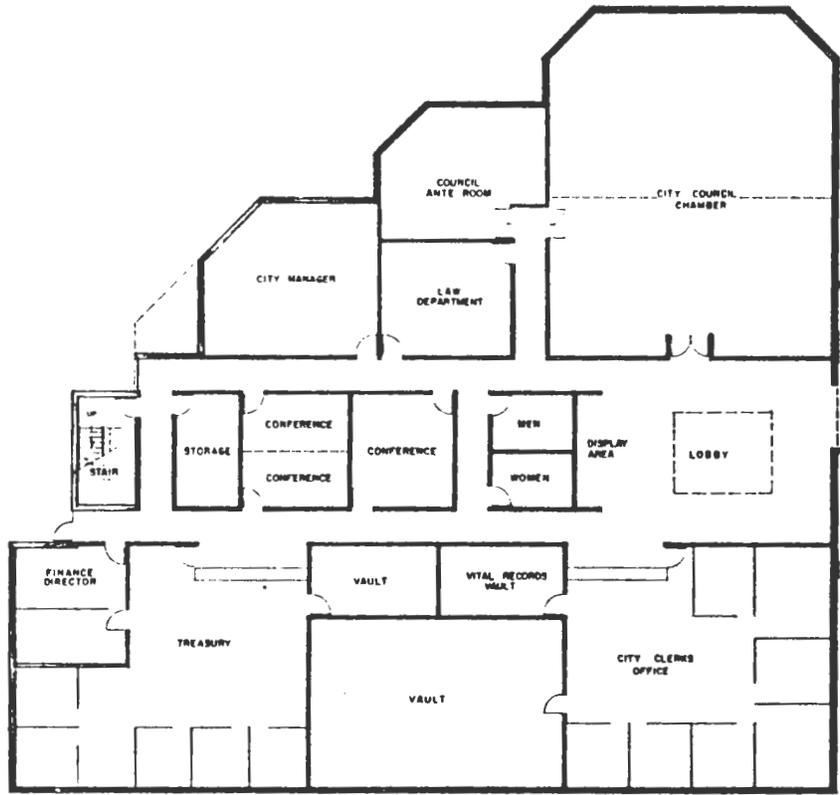
APPENDIX

APPENDIX

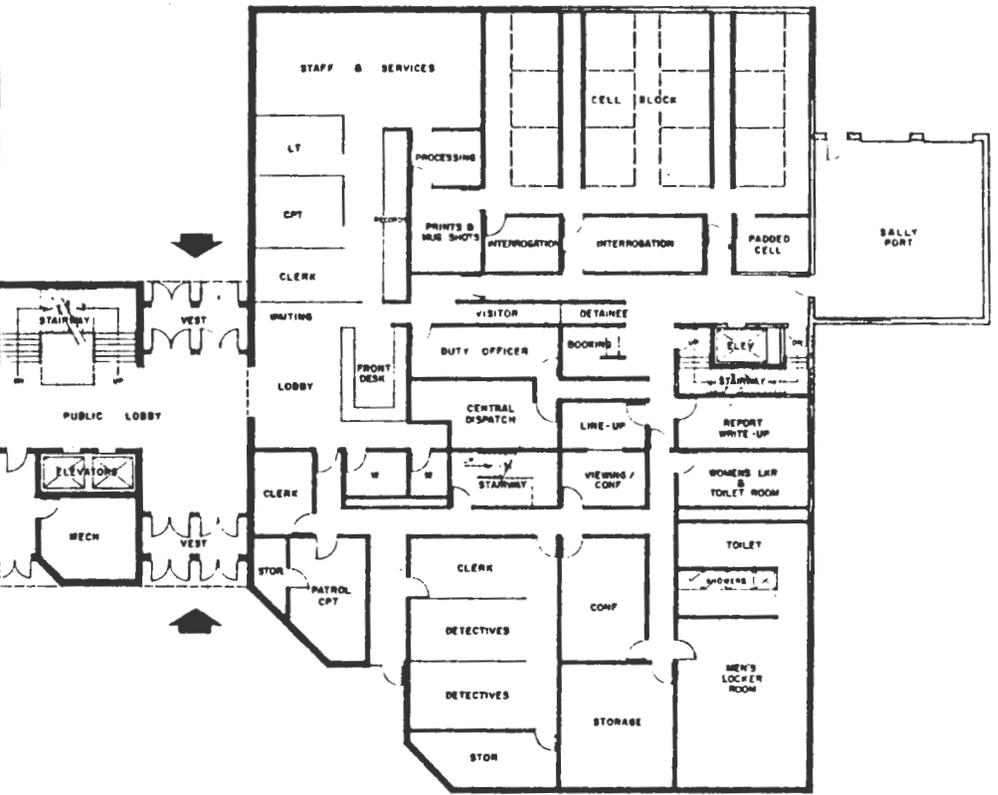
- a.) Proposed floor plans for the new City Hall/Police Station complex
- b.) Informational memo from the Planning Director to the LSC
- c.) Selected newsclippings regarding the issue in chronological order

BELOW GRADE PARKING LEVEL
SCALE 1"=20'

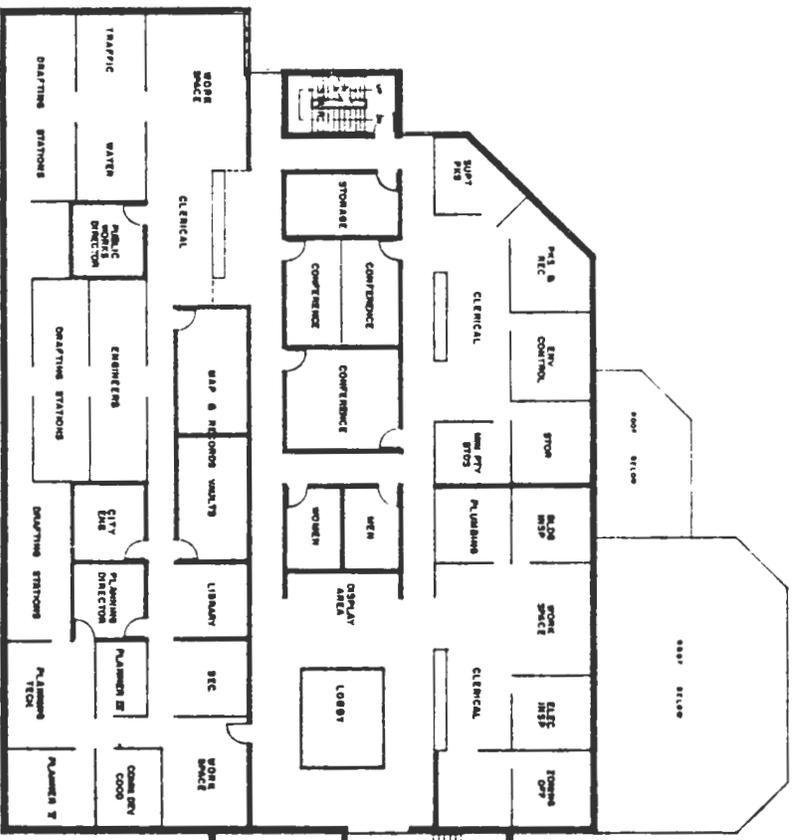




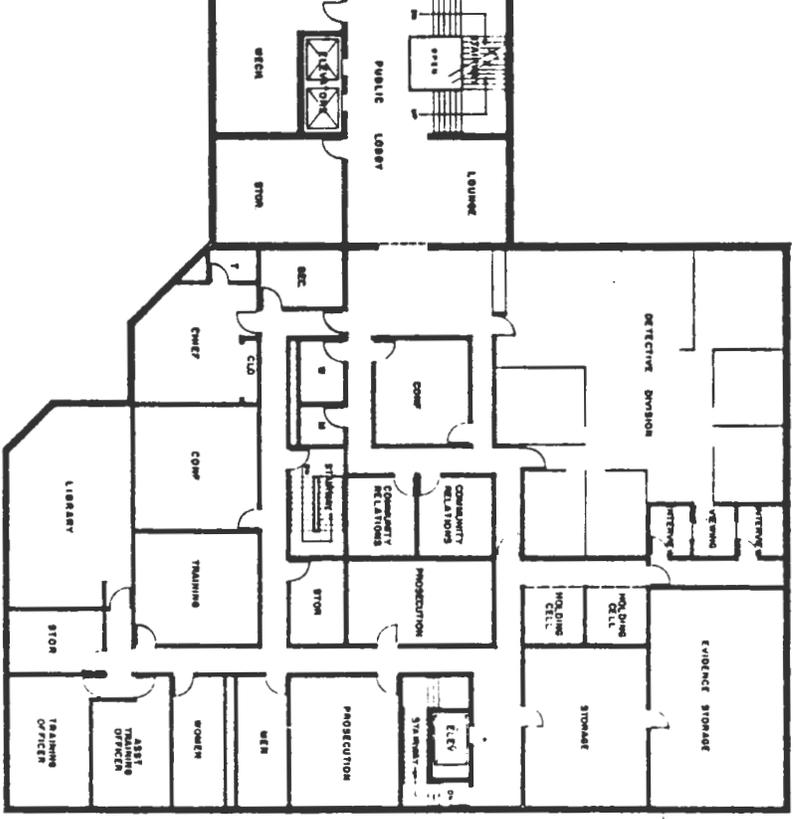
FIRST LEVEL PLAN
CITY HALL 1/8" = 1'-0"



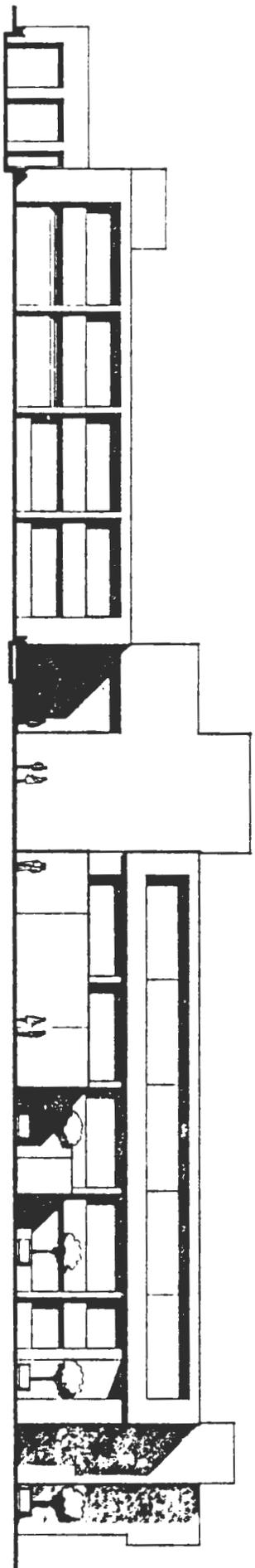
FIRST LEVEL PLAN
POLICE HEADQUARTERS



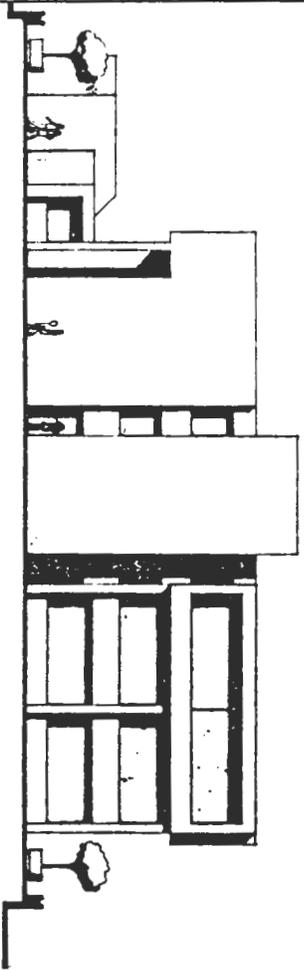
SECOND LEVEL PLAN
CITY HALL
1/8" = 1'-0"



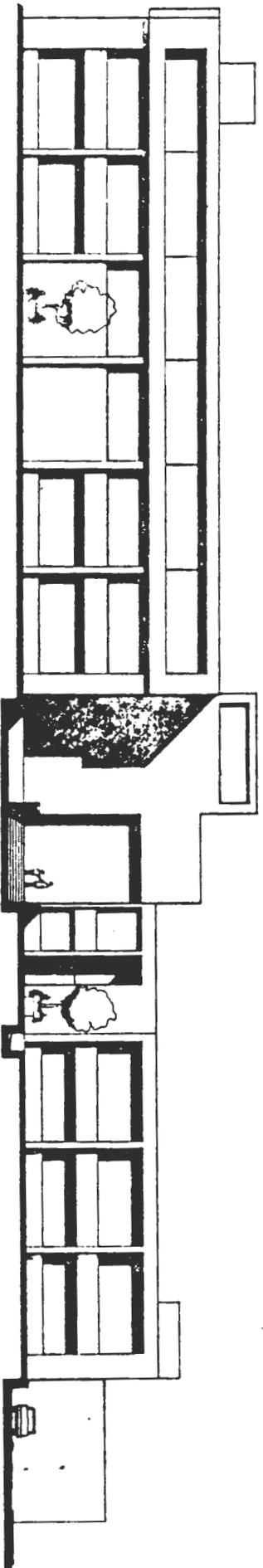
SECOND LEVEL PLAN
POLICE HEADQUARTERS



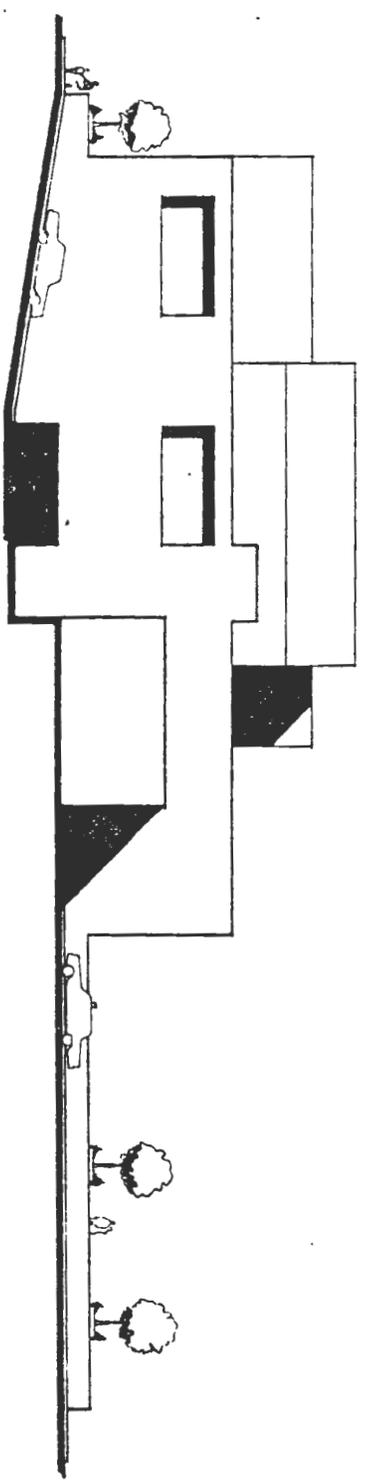
NORTH ELEVATION - TAUNTON AVENUE
SCALE 1/8" = 1'-0"



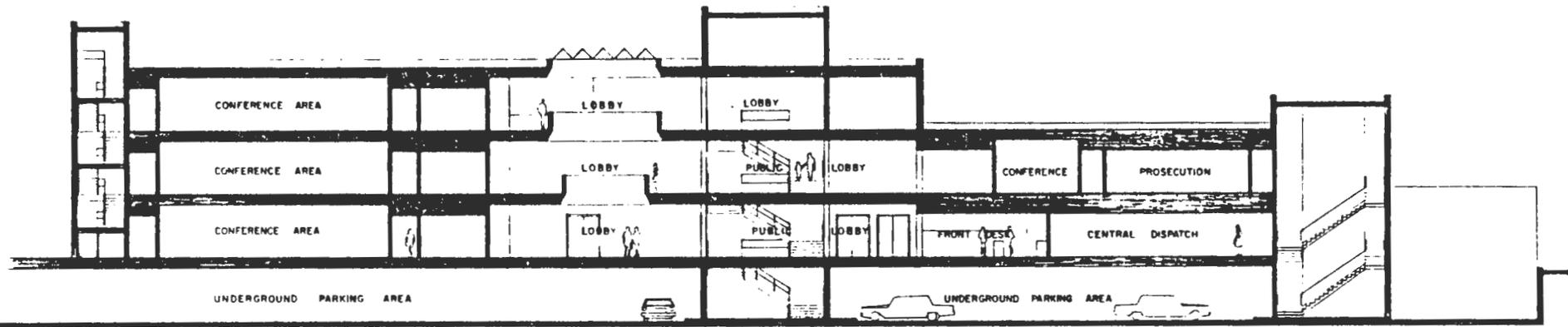
WEST ELEVATION - PURCHASE STREET
SCALE 1/8" = 1'-0"



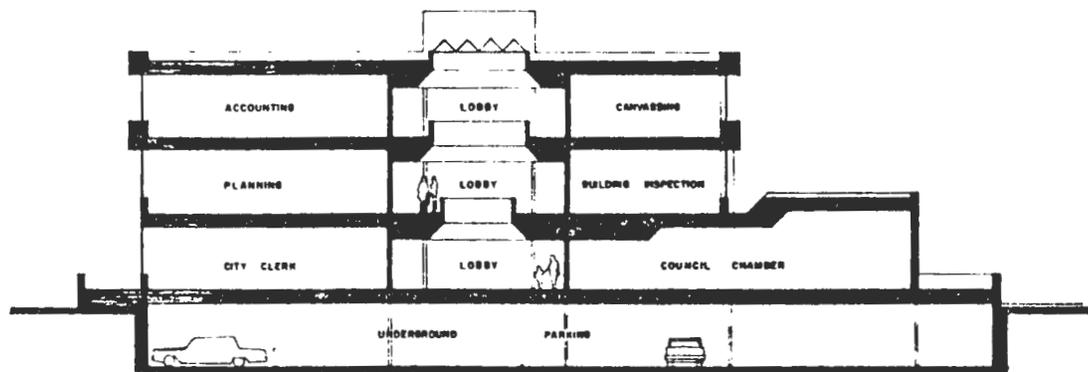
SOUTH ELEVATION - GROVE AVENUE
SCALE 1/8" = 1'-0"



EAST ELEVATION
SCALE 1/8" = 1'-0"



BUILDING SECTION - CITY HALL / POLICE HEADQUARTERS
SCALE 1/8" = 1'-0"



BUILDING SECTION - CITY HALL
SCALE 1/8" = 1'-0"

(b)
CITY OF EAST PROVIDENCE
Department of Planning & Urban Development

March 16, 1979

MEMORANDUM

March 16, 1979

TO:

Police Station Building
Committee

FROM:

Joseph L. Savick, Director
of Planning

SUBJECT:

New Police Station Site
Evaluation

In a recent conversation with Mr. Anthony Perry of your Committee, he suggested that I transmit some of the more important site location factors that we discussed on to you for your information.

The location of a new Police Station must, in my opinion, meet several very important locational requirements which include, among others, a central location in the City so that traveling time for Police vehicles to various other parts of the City can be equalized as much as possible. Concurrent with this is the necessity on having the site located on a major transportation artery and easy access thereto. Even more desirable would be a site that would be easily accessible to north-south and east-west traffic arteries. Furthermore, I think it is extremely important that the site be located or at least very easily accessible to public transportation. It is my genuine belief, that in years ahead, the use of public transportation will become an increasingly important factor in the location of any sort of public facility.

In addition to the site location factors, the site must have available sewers, water and other utilities and soil conditions should be such as not to present any serious building difficulties. This also naturally excludes location of the site in a flood prone area. Additionally, I feel that a new Police Station should be located where it can be easily seen and enhance the municipal image of the City. In connection of this, its location should not be one that would impinge on the local neighborhood particularly single-family residential areas nor should it be located in close proximity to industrial or heavy commercial activities that could have a detracting effect on the site. The size of the site for a new building should be more than adequate to accommodate the facility including on-site parking and with suitable area for landscaping and possible future expansion.

It has been mentioned that the Committee has considered the use of existing City property including recreation and conservation areas for the Police Station. It is felt that the use by the City of existing recreational areas for other purposes represents extremely poor policy. Since these sites were needed and acquired for public recreation and open-space uses, the question arises on what basis can they be otherwise used. One must assume that the need for recreation

continued.

and open space uses does not suddenly disappear so that the site can be used for other activities. In fact most of the land acquired for public recreation, conservation and open-space uses cannot be utilized for other purposes because they were acquired utilizing state and/or federal funds under various grant programs. To do so, first the community must get permission from the state aid programs or federal agency (and in many instances both) to use land acquired under their grant programs for other than recreational purposes. Second and more importantly, they require that such sites must be replaced by a similar sized site in a similar location with the same type of physical characteristics and development and serve the same area (neighborhood) as the site that is being considered to be utilized for other purposes.

When one looks at the composition of the city you will see that in most instances, the location of recreational areas represent the only open space in the neighborhood. In other locations, areas acquired for conservation purposes represent rather unique locations, ecological or conservation characteristics and were primarily acquired to protect and preserve these characteristics. My past experience with trying to utilize land that has been acquired by the City for recreation, conservation or open space uses through federal and state grants (which represents almost every piece of land acquired for such purposes in the City for the last 20 years) it has been impossible for the City to meet federal and/or state replacement requirements as mandated by law, contractual, deed restrictions, etc. pertaining to same.

There are a number of other locations that I think can be considered for a location of a new Police Station that will meet good locational requirements. These range from consideration of a site next to the new City Hall (which would require some additional land acquisition) to utilizing city-owned land off of Commercial Way next to the Highway Garage facility.

Please be advised that the Department of Planning & Urban Development would be willing to work with the Committee, within the limit of our resources, to help them locate and suggest a suitable site for the new Police facility. Our agency has undertaken a number of site location studies in the past for the School Committee (location of new schools) the Highway Garage and City Hall. With each of these a rating system was devised to evaluate all sites considered which very quickly pointed out those sites meeting the most desirable characteristics. If you committee would like to utilize such a system, I will be glad to send a report including an example of such a rating system. If this meets with your approval, a similar system could be developed that would be tailored to the evaluation of sites for a new Police Station.

JLS:sn

cc: Paul A. Flynn, City Manager
 City Council
 George Rocha, Chief of Police
 Planning Board
 Bruce Alexander, Police Planner ✓



New police station supported as best long-range bargain

By DOUG ALLAN
Journal-Bulletin Staff Writer

EAST PROVIDENCE — The public is expressing strong sentiment for the construction of a new police station that will be economical to operate on a long-term basis.

The City Council was told last night during a public hearing that a new building will meet the needs of an energy-conscious society and will outweigh any possible saving realized initially through the renovation of an existing structure.

While the audience was made up predominantly of policemen, a number of private citizens spoke in support of the request of the Fraternal Order of Police for a new station that will meet the demands of the department.

AND AT LEAST TWO MEMBERS of the council have sided with that position. Anthony A. Almeida and Mark S. Hayward both said there is enough money available in the city to build a \$1 million facility.

Almeida pointed to \$300,000 from the

Beeley named acting manager

East Providence

EAST PROVIDENCE — City Clerk James H. Beeley Jr. has been named acting city manager, effective Monday. Beeley was named late last night to take over for Paul A. Flynn, who is leaving at the end of the week to become manager in Sioux City, Iowa.

Mayor Edward B. Langton said Beeley was the City Council's first choice, and that he has the full support of all five members.

Beeley had at first turned down overtures for the job, but changed his mind late last week after being assured that he had "the full backing of the council, and that there would be no hatchet-throwing. We are all very pleased," Langton said.

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sale of the old Central Junior High School, a \$130,000 insurance settlement for the former police station, \$80,000 in a communications fund and about \$600,000 that could be raised through the sale of municipally owned land.

"With that kind of money we could build a new station. I'm shooting for a new one, period," he said.

The council is hoping to make a decision on whether to build or renovate within the next two weeks. The Honeywell building on Office Parkway has been offered for \$500,000, and while a final figure is being studied, the cost of renovation is expected to be about \$250,000.

The Five Acres Restaurant is not out of the running either. It is on the market for \$375,000, and according to estimates last night the cost of constructing an addition, and alterations, will bring its overall price to about \$774,000.

An advisory committee studying police needs says the ideal plan is to build a new \$2 million station. But because that figure is unrealistic, chairman William Maaia said the board is recommending the Honeywell building with "reservations."

HE SAID THERE IS CONCERN over the heating system in terms of size and future costs, and that there should be a "cap" on renovation costs. Maaia said the possibility of an overall conversion cost for the Honeywell building in excess of the price for a new structure should never become even a "remote possibility."

Ptlm. Anthony Patalano, speaking for the FOP, said the proposed renovations represent only about half of what the Police Department actually needs for space. He said the Honeywell building is not in a good location, arguing that a new station should be built.

Two members of the council seem reluctant to spend up to \$1 million for the police. Barry D. Cook said the city "can't put \$1 million in a new building. There is a big tax increase coming and we have to choose a functional site."

He and Bradford C. White said there are other problems in the city, including the drainage project for the landfill, that must be considered.

Democratic Committee favors new police station

By JAMES V. BRUNO
Journal-Bulletin Staff Writer

EAST PROVIDENCE — The Democratic City Committee has gone on record as opposing the purchase of any building to be renovated for a police station and suggests construction of a new station.

Aniello A. Ruggieri, Democratic chairman, said the executive committee strongly recommends that the city consider condemning about two acres of land owned by Mobil Oil at Forbes Street and Wampanoag Trail as the site for a new station.

He said the two buildings now being considered by the City Council are not big enough and would cost too much to renovate. Those buildings are the Honeywell Building on Office Way and the Five Acres Restaurant on Waterman Avenue.

Purchasing either building and converting it into a police station would cost about \$800,000, while a new station could be built for \$1 million or \$1.2 million, Ruggieri said.

WHAT IS NEEDED, he added, is 20,000 square feet of floor space. The Honeywell

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has only 13,000 square feet and the restaurant, 10,000 square feet.

The committee recommends that the council meet with the state Public Building Authority, which Governor Garrahy suggested about a year ago, and arrange for that agency to build the new station. Ruggieri said he would be willing to make arrangements for such a meeting.

Under the plan suggested by the Democratic City Committee, the state agency would build the station for a million dollars and lease it to the city for 10 years at which time the city would buy it for a dollar.

This would entail annual payments at 6 percent interest of about \$140,000 of which \$40,000 would be interest and the balance on the principal. The interest alone would be nearly paid by taxes on the building the city did not buy, according to Ruggieri. James J. Reilly is offering the Honeywell Building for \$500,000.

STANLEY JACOBS, tax assessor, said the plan to go to the agency is a good one because "that is exactly what most of the industrial firms have been doing for years." He said the Honeywell Building and land has an assessed valuation of \$196,040, but that is at 1969 market value and essentially double that figure would come closer to the value.

However, the location — off Pawtucket Avenue behind Almacs — is seen as a strong deterrent to using that building because of traffic and visibility problems.

JACOBS said when the municipal offices in the makeshift city hall at 10 Commercial Way are vacated for the new city hall now nearing completion, the Police Department could expand its temporary facilities. He said a sampling of public sentiment indicates a strong desire for a new station.

RUGGIERI SAID that if the members of the Fraternal Order of Police are serious about wanting a new station, they should "remember that when the next collective bargaining" for a new contract comes about. The Democratic City Committee "is hoping police will go easy on salary increases and fringe benefits" to help save money for such a station.

Ruggieri said that if the former City Council had listened to his committee when it was suggested the old Central High School be converted into a station, "the city would own a police station by now." That building has been sold and is being turned into subsidized housing units for the elderly and handicapped.

Committee members, he said, are "proud of the city" and feel it needs a new police station. Ruggieri said Bristol built a new police station with 16,000 square feet of floor space for \$603,000.

The city has enough money, he said, to get a real start for a new station because it has \$300,000 from the sale of the Central Junior High School and another \$130,000 in insurance money from the city hall fire more than three years ago.

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Decisions due on police station and Crescent Park

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By DOUG ALLAN
Journal-Bulletin Staff Writer

EAST PROVIDENCE — The City Council will make key decisions next week on the proposed development of Crescent Park and a new site for a police station.

Mayor Edward B. Langton said yesterday that the council believes there can be no further delay on the two issues that will be debated at separate public hearings on Monday and Thursday.

The park will come up for discussion Monday night at the high school as the council tries to decide which of three plans for development might best be suited for the 55-acre site.

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CONSIDERABLE PRESSURE is being put on the council by the East Providence Association, a newly formed group promoting the preservation of land on the Narragansett Bay side of the park and wetlands in the Bullocks Cove section. The association is also fighting to retain the historic carousel in the park, and earlier this week petitioned the council with more than 2,300 signatures in support of its stand.

Councilman Bradford C. White will hold a meeting Saturday from 2 to 4 p.m. for Narragansett Terrace residents who are interested in discussing the park. "This will give people an opportunity to present their views in a controlled environment to try to see what is wanted," White said.

"There are conflicting views," he said, "and I have to know exactly what the people want. People outside the immediate area have attempted to influence the group for personal reasons. This will not be tolerated."

Letters will be hand-delivered on the Terrace inviting residents to the meeting, which White described as a positive work session. He said he is trying to remove the negative cloud over what is happening so that specific ideas can be considered.

The council will hear final arguments Thursday in the high school on two proposals for the remodeling of buildings for a police station, and a plan to construct a new station off Pawtucket Avenue near Lovitt Foods, Inc.

Republican City Committee favors new police station

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EAST PROVIDENCE — The Republican City Committee has given its support to a proposal to build a new police station.

Chairman Wilfrid L. Gates Jr. said yesterday that the committee would like to see a station built for a maximum of \$1 million, exclusive of equipment, and recommends that new construction be designed to minimize the dependence on fossil fuels for heat.

Gates said the Republicans "look with disfavor on the Honeywell building proposed for a station because of site limitations, restrictions on building expansion, inaccessibility and the questionable long-term value for the cost involved."

The Honeywell building and the Five Acres Restaurant are under consideration as possible stations. Costs of both, includ-

ing remodeling, are estimated at \$700,000 to \$800,000.

The Democratic City Committee already has voiced its preference for a new station, a position backed by Councilmen Mark S. Hayward and Anthony A. Almeida. The majority on the council, however, favors the Honeywell building.

According to Gates, the legitimate needs of the city's patrolmen "are being overlooked in this whole issue, while the city concentrates on administration offices and needs. There is no doubt that a new police station specifically designed for East Providence could meet both issues in a manner fair to the taxpayers."

Crescent Park review scheduled for May 14

By DOUG ALLAN
Journal-Bulletin Staff Writer

EAST PROVIDENCE — The City Council has bowed to public pressure and will hold another Crescent Park hearing May 14 to review controversial proposals for the development of the land.

Reacting to a petition, signed by more than 2,300 persons, the council last night agreed to a second hearing to allow objectors time to prepare arguments against the proposed construction of condominiums and town houses on much of the former amusement park.

The petition was generated by Linda McEntee and others on Narragansett Terrace, who want to hold the land as open spaces and save the historic carousel.

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In an emotional presentation interrupted by complaints from the audience, she said residents from throughout the city back the petition. "People are very upset about what is happening," she said. "Give us a chance to work together or extend the option."

A pre-screening of one development proposal for a select group in Riverside continued to spark controversy.

THE PREVIEW meeting was arranged by Councilman Bradford C. White at the request of Kelly & Picerno, one of three

developers who submitted proposals for use of the land. White said it was organized simply to give people a general view of the concepts under consideration, and that it helped "stir up interest."

Although Councilman Barry D. Cook agreed that the session was "an unfortunate thing," he said it is unfair to criticize the council until a decision is made. He said last night's discussion should be the last made on the park and added he was prepared to vote on May 21 because "I have no intention of creating a 55-acre park."

White has come up with a proposal of his own that scales down the multimil-

See CRESCENT, Page B-3

Police-station construction discord continues unabated

By DOUG ALLAN
Journal-Bulletin Staff Writer

EAST PROVIDENCE — Deliberations over a new police station have become mired in bitterness between two warring factions on the City Council as the argument to build or renovate continues.

Last night, Councilman Anthony A. Almeida charged that some members of the council were trying to force a decision without a public hearing and said he "went like a little rat to the press" to stop them.

But Councilman Barry D. Cook said there is no attempt to keep anything secret.

The dispute broke out after a closed meeting Sunday morning in the Ramada Inn, Seekonk, at which James J. Reilly presented revised alteration plans for the Honeywell Building on Office Parkway — one of several sites under consideration as a police station.

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Another suggested site, the Five Acres Restaurant, also has come in with an amended proposal. Martin P. Sleprow, attorney representing the restaurant, said a \$394,000 estimate for renovation of the building is a "carefully prepared figure." He said that cost, added to the \$375,000 price, would give the city a functional police station with 4 1/2 acres of land for future expansion.

Not discussed last night but also under consideration is a proposal from Bowerman Brothers Construction Co., which proposes to build a new station on three acres of land off Pawtucket Avenue for \$770,000.

THE FRATERNAL Order of Police (FOP) again presented its objections to the Honeywell building and Five Acres. Plt. Anthony Patalano said Honeywell is not structurally sound and is located in a poor area. He said that while the restaurant site is good, police have reservations about the building.

"We could put up a new station for the same amount as renovations, and the taxpayers would get more for their money," he said. He said new buildings are built

for other city departments and that the police should not be considered an orphan.

Almeida repeated his earlier stand that there will be money available from existing funds and proposed land sales to cover the cost of new construction — perhaps as much as \$1.1 million.

But Cook, who favors the Honeywell building, warned that the city's bonded indebtedness must be considered in any future expenditures. He said the city has more than \$15 million in projected capital projects through 1984, most of which are already being ignored.

"We should do away with the Planning Department if we're not going to use its ideas. There's no sense in supporting a budget that no one listens to. There are lots of things to do and we can accomplish more than just building a building," he said.

Councilman Bradford C. White said the three-story Honeywell building is not designed to accommodate an additional floor for expansion, but that the third floor can be extended over the parking lot.

He said this move would provide the necessary space for the department and offer some protection for the lot.

A second public hearing on the station renovation will be held May 17

REILLY HAS reduced his offering price to \$475,000 and renovation estimate to \$234,000. Frank Licht, his attorney, told the council he did not consider the meeting to be confidential. He said Reilly will ask for \$125,000 on closing, and annual payments of \$70,000 plus 7 percent interest over five years.

Road plan squelches FOP objections to Honeywell — Cook

By KATHERINE GREGG
Journal-Bulletin Staff Writer

EAST PROVIDENCE — Councilman Barry D. Cook, a leading proponent of the City Council's plan to convert the Honeywell Building into a new police station, expressed confidence yesterday he had "put to bed" the arguments of policemen who oppose the project.

A spokesman for the Fraternal Order of Police disputed his claim, and at least one member of the Planning board remained unconvinced.

Cook went to the Planning Board Tuesday night with a previously unreleased letter that he claimed should put to rest the policemen's claims that the Honeywell site on Office Parkway is inadequate and would pose a traffic hazard.

Cook produced a letter in which, he said, a spokesman for the state Department of Transportation said the state would not object if the city built a road connecting Office Parkway with Goldsmith Avenue.

HE SAID THE LETTER was written by Isidore V. D'Orsi, chief of property acquisition for the DOT, to acting City Manager James Boeley.

Among the chief arguments the FOP has used against city purchase of the building for \$475,000 is the fact that Office Parkway, which runs off Pawtucket Avenue, ends in a cul-de-sac and policemen would have access to the new station from only one direction.

The connecting road envisioned by Cook would allow access from Goldsmith Avenue, which runs off Taunton Avenue. It would go across a vacant right-of-way purchased by the state in anticipation of

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Scheffrin argued in an interview following the meeting.

At least one Planning Board member, Clifton Moore, was left confused by the conflicting arguments, and angry that the City Council did not seek the Planning Board's advice until the last minute.

The City Council had already taken a preliminary 3-to-2 vote to buy the building when an FOP spokesman reminded the councilmen Sept. 10 that they were obligated by law to let the Planning Board review the proposed purchase.

"I don't think this is the way to do the city's business," Moore protested in a telephone interview after the meeting.

"This document says this, that document says that, I don't think we have the data to make an intelligent decision."

The Planning Board, whose recommendations to the City Council are strictly advisory, has scheduled a special meeting Oct. 2 to weigh the conflicting arguments.

Sandquist says he's not fazed by Cook's suit

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EAST PROVIDENCE — If Earl P. Sandquist had hoped to return to the city with a low profile, Councilman

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Planing Board rejects Honeywell for police station

By KATHERINE GREGG

Journal-Examiner Staff Writer

EAST PROVIDENCE — The Planning Board took its staff's advice and sent word to the City Council last night to go shopping for a site other than the Honeywell Building for a new police station.

With one member absent, the Planning Board voted 2 to 1 to recommend that the council look for an alternate site, more likely to meet the long-term needs of the Police Department.

"As a taxpayer, I'd rather pay \$1.5 million for an up-to-date, modern building at the right site, than pay \$800,000 at the wrong site," Planning Board member Robert Weygand remarked.

"I'm for the Honeywell Building. Some of the objections they made don't seem valid," Police Chief George Rocha said

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after the two-hour debate that culminated in the Planning Board's advisory vote.

"The decision, as I interpret it, overlooks that the council has already done what the Planning Board suggested," Richard Licht, the attorney for the owner of the building, James Reilly, protested.

THE OBJECTIONS of Weygand and fellow Planning Board member Clifton Moore were also contained in a staff report. The Planning Board staff argued that the Honeywell Building is not visible from a major artery, could create traffic hazards for the elderly residents of a housing complex down the road and is

"barely adequate" to meet the "use, parking, and storage demands of a police facility."

"There is little or no potential for feasible expansion of this building," the staff said.

The staff, headed by George Caldwell, concluded, "The various problems... should preclude consideration of this facility as a long term-permanent police facility."

"It appears obvious that the alternatives of utilizing additional space and renovation at the existing site should be considered as a viable and less expensive alternative."

Rocha told the Planning Board that contrary to the staff report, the Honeywell Building would be "sufficient," and that he did not expect the department "will grow that much."

"For the next 10 years," Moore asked. "This should take care of our needs for at least 10 years," Rocha replied.

REILLY, who is asking \$475,000 to sell the former Honeywell Corp. building on Office Park Road to the city, echoed Rocha's assessment of the city's future.

"In 10 years, East Providence will have a smaller population. Our only growth is

Turn to HONEYWELL, Page C-3

Honeywell

Continued from Page C-1

in housing for the elderly. Very little new home building is going on in the city," he argued.

Disputing the assertion, Wilfrid Gates, chairman of the Republican City Committee, told the council that major developments are being proposed for Crescent Park and in the Kent Heights section of the city.

"There seems to be a lot of trust in what's being told us," said Weygand, noting that the only plans drawn for the estimated \$235,000 renovation of the building were drawn by an architect paid by Reilly.

"Those plans were drawn in conjunction with the chief and his planners," Reilly replied.

"But, the chief is not an engineer and neither are his planners," Weygand said.

Reilly said "an expert" was consulted, "the architect."

"That expert is working for you, not the city," Weygand countered.

The Planning Commission vote pitted Weygand and Moore against Harold Gorman. Acting Chairman Richard Cronin abstained from the vote.

"We're not saying forget the Honeywell Building. We're saying it should be considered a last resort.... If there are no other alternatives, then this should come back to the Planning Board," Weygand

Planning board fails to sway council

By KATHERINE GREGG

Journal-Bulletin Staff Writer

EAST PROVIDENCE — A City Council majority remains intent on buying the Honeywell Building for a new police station over the objections of the city Planning Board.

Mayor Edward Langton and council members Barry Cook and Bradford White said yesterday that when the council meets Oct. 15, they plan to cast their votes a second time in favor of spending nearly \$800,000 to buy and renovate the former Honeywell Corp. building on Office Park Road.

The City Council already had taken a 3-to-2 preliminary vote in favor of buying the building from James Reilly, a local insurance agent, before the Planning Board was asked for its advice.

Despite objections, most councilmen still favor buying Honeywell Building

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In a 2-to-1 vote Tuesday night, the city planners advised the council to shop for a site other than the Honeywell Building. They cited a staff report that concluded there is "little or no potential" for expanding the building if the city's need for police services grows.

The Planning Board staff called the Honeywell Building "barely adequate" to

meet the police department's "use, parking and storage demands" today.

The staff also noted the new police station would not be visible from a major roadway, and could cause traffic hazards for the elderly residents of a housing complex along Office Park Road.

"As of right now, my mind is not changed one bit," said the mayor, explaining that "for the good of the city, so the police department can get settled in before winter, my vote will be cast for the Honeywell Building."

The Planning Board was not convinced the building would meet the needs of the police department, but Langton said he would rather take the advice of Police Chief George Rocha.

Rocha has said repeatedly that the Honeywell Building would be "sufficient" for at least five years, and probably 10.

"I think the chief knows his needs better than the planning people do," Cook agreed.

He said the Planning Board's vote didn't change his mind either, because the council already has explored all other available alternatives, including construction of a new building on city-owned property, and decided they were all too costly.

"We've already explored other sites

See STATION, Page C-3

Petitions seek to retain substations

By KATHERINE GREGG

Journal-Bulletin Staff Writer

EAST PROVIDENCE — Two city councilmen are waging a petition drive to save the police substations in Rumford and Riverside.

Council members Barry Cook and Bradford White confirmed yesterday that they have circulated petitions throughout the two sections of East Providence to gauge public support for city financing of the two substations.

The federal funds that kept the substations open during the last two years no longer are available. If the two stations

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are to remain open, the city will have to pick up the tab.

Police Chief George Rocha said the proposed \$32-million city budget includes close to \$30,000 to keep the substations open, but he would rather use the money for other purposes.

"I was always of the opinion they (the substations) were fine as long as we had federal funds," Rocha said. Now that the federal source has dried up, the chief said, he would rather use the \$30,000 to pay

the salaries of two switchboard operators, who until last week were on the federal payroll under the Comprehensive Employment and Training Act (CETA).

Rocha said the "priority" of the two clerks in the substations is "questionable" compared to the department's need for money to pay for the switchboard operators.

Two off-duty policemen were assigned to each of the two substations when they first were opened two years ago. Rocha said the men volunteered for the overtime pay, but when the federal funds began to dry up, the department could no longer afford the estimated \$193,000 to run the

extra patrols. Since last November the substations have been staffed by clerks only.

Since the proposed city budget calls for an \$11 tax increase, the chief said, he could not conceive of spending \$193,000 in city funds to reassign policemen to the outposts.

But Cook and White disagreed. White said he has gathered 800 signatures so far, and expects at least 1,500 signatures that will "prove to the rest of the council there is sufficient support in the community" for spending city money to keep the substations open.

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Purchase plan condemned as political deal

GOP head says councilmen are trying to bail out James Reilly by buying building

By **KATHERINE GREGG**
Journal-Bulletin Staff Writer

EAST PROVIDENCE — Wilfrid Gates, the Republican city chairman, charged yesterday that a majority of the City Council have ignored all the arguments against buying the Honeywell building from a former member of the City Council, James Reilly because of Reilly's "long-standing political connections in the city."

Calling the building a "white elephant," Gates said Reilly had been unable to sell it, and the city would be stuck with it in "five to ten years when, by everyone's admission, we'll need a new police station."

Gates said it is because Reilly is "an integral part of the city's Democratic machine" that three of the four Democrats on the City Council still favor the purchase. The Planning Board and the Fraternal Order of Police have recommended the city shop for another site.

REILLY COULD NOT be reached to comment on Gates' charges.

Meanwhile, Mark Hayward, one of the two council members opposed to the site, confirmed yesterday he has circulated petitions to try to convince his fellow council members that "the general populace of the city are against the purchase and rehabilitation of the Honeywell building ... for all the reasons raised by the Planning Board and at the public hearings."

Initially scheduled for Monday night, the City Council's vote on the proposed \$800,000 purchase and renovation of the former Honeywell Corp. building on Office Park Road has been postponed until Wednesday.

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Two weeks ago, the Planning Board on a 2-to-1 vote advised the council to look elsewhere because the Honeywell building is "barely adequate" to meet the Police Department's needs today and has "little or no potential for expansion."

The planners also noted the building is not visible from a major roadway, is on a street with only one way in and out and could pose a traffic hazard for the elderly residents of a housing complex on Office Park Road.

BUT THE MAJORITY on the council, who had earlier voted 3 to 2 to buy the building, said the Planning Board's warnings had not changed their minds. Proponents of the purchase are Mayor Edward Langton and council members Barry Cook and Bradford White.

Hayward, the council's only Republican member, said he and council member Anthony Almeida began circulating the petitions yesterday, and at this point have no total count on the number of signatures.

Gates said the members of the Republican City Committee agreed last night to wage their own door-to-door petition drive to try to convince the majority on the council that their constituents do not want the Honeywell building as a police station.

"It's at a terrible location, it's a bail-out for Mr. Reilly, and it's clear that a double standard is being used if the council can agree to spend \$30,000 to keep a substation open in Riverside because of its visibility ... when the opposite is true of the Honeywell Building," Gates argued.

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Honeywell purchase delayed by lawsuit

EAST PROVIDENCE — The city agreed yesterday that it would take no action to buy the Honeywell Building as a police station until a suit by the Fraternal Order of Police (FOP) challenging the sale is heard.

The agreement came as an alternative to the FOP's seeking a temporary restraining order to halt the sale.

The suit has been delayed repeatedly in Superior Court because two of the four judges available on the civil calendar have disqualified themselves. The other two are tied up with other cases.

The city has signed an agreement with James Reilly, a former City Council president and city Democratic chairman, to buy the building for \$475,000. In addition, Reilly has agreed to pay for any removals exceeding \$235,000.

The Police Department and the city hall have been operating out of a converted garage building for three years.

Superior Court Judge Anthony Giannini, one of the judges who disqualified himself, said he refused to take the case because he and Reilly have been personal and political friends. A former Democrat

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is state chairman, Giannini said, "I thought somebody who has not been associated with him ought to take the case... so there is no question whether the case was decided on the basis of friendship."

Judge Donald F. Shea disqualified himself because "I'm a resident of East Providence and judges usually try not to try cases involving local government in the communities where we live."

A former East Providence legislator, Shea was also legal counsel to Gov. Frank Licht, who has represented Reilly in his negotiations to sell the Honeywell Building to the city.

Judge Clifford Cawley is also an East Providence resident. He is hearing another case this week, but has not disqualified himself. "If it came down to a situation where I was the last judge available, then that would be a factor in my decision," said Cawley, also a former East Providence representative in the General Assembly.