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FINAL REPORT

COMMUNITY RENEWAL PROGRAM

MIDDLETOWN CONNECTICUT

JOHN S. ROTH, Mayor

Prepared for the
Redevelopment Agency for the City of Middletown

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by

Raymond & May Associates

Planning and Urban Renewal Consultants
White Plains, New York/New Haven, Connecticut

September 1964

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Mr. G. Eugene Goundrey, Chairman
Redevelopment Agency for the City of Middletown
Municipal Building
Middletown, Connecticut

Dear Mr. Goundrey:

We take great pleasure in submitting this Final Report of the Middletown Community Renewal Program. It is the result of many months of effort, not only by our staff, but also by public officials and private citizens of Middletown.

As we point out in the report, the completion of the several CRP reports, of which this is the last, is only the beginning of the comprehensive renewal program for Middletown. These documents must not be taken as inflexible finished blueprints for all time, but rather as guidelines in the development of a dynamic program. Even after a consensus is reached for immediate action programs, these studies must be continuously updated with regard to their middle-range and long-range proposals. Also, as the City becomes more aware of the problems which must be resolved in order to allow the program to unfold, studies in depth of particular aspects of its social and economic structure should be undertaken promptly.

Throughout the preparation of these reports, we have worked closely with Middletown officials and citizens. We wish at this time to express our appreciation to the many individuals and groups whose cooperation and assistance has made this report possible. We would like to mention specifically the following:

John S. Roth, Mayor; Phil Bauer, Chief Engineer; John Daley, Office Manager, Public Works Department; William C. Donahue; Jennie C. Drew, Director of Welfare; Mark F. Dunn, Comptroller; J. Franklyn Dunn, Fire Chief; John W. English, Superintendent of Parks; Samuel T. Fabian, Executive Director, Housing Authority; Royden Greeley, Town Clerk (deceased); Ralph Gustafsson, City Planner, and members of the Planning Commission; Joseph A. Haze, Executive Director, Redevelopment Agency; Theodore Kowaleski, Treasurer; Vincent S. Marino, Chief of Police; Michael Milardo, Fire Chief, South District; Edward J. Opalacz, Assessor; Bernard O'Rourke, Recreation Director; M. L. Palmieri, M.D., Health Director; Joseph L. Rasano, Superintendent of Public Works; Clem Shaw, Assistant Superintendent of Schools; T. Edward Shugrue, Tax Collector; The Mayor's Redevelopment Advisory Committee: Rev. Edward J. McKenna, Chairman, Charles Bacon, Robert W. Camp, Albert Carlson, Burton B. Doolittle, James German, Howard B. Matthews, Everett Patterson, Rev. Russell Peery, and E. I. Schwartz; and the Chamber of Commerce and its Manager, Walter Glinski.

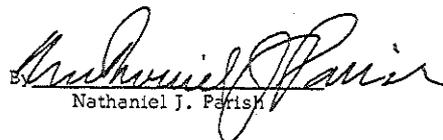
Organizations and institutions which have been particularly helpful include: Catholic Charities, District Nurse Association, Family Service Association, Joint PTA groups, League of Women Voters, Middlesex Memorial Hospital, Middletown Central Labor Union, NAACP, Real Estate Board, Rotary Club, the Russell Library, the State Highway Department, Technical Planning Associates, and Wesleyan University and their consultants (Clarke & Rapuano).

If we missed anyone it is by oversight; almost everyone in Middletown from whom we asked assistance was more than willing to give it.

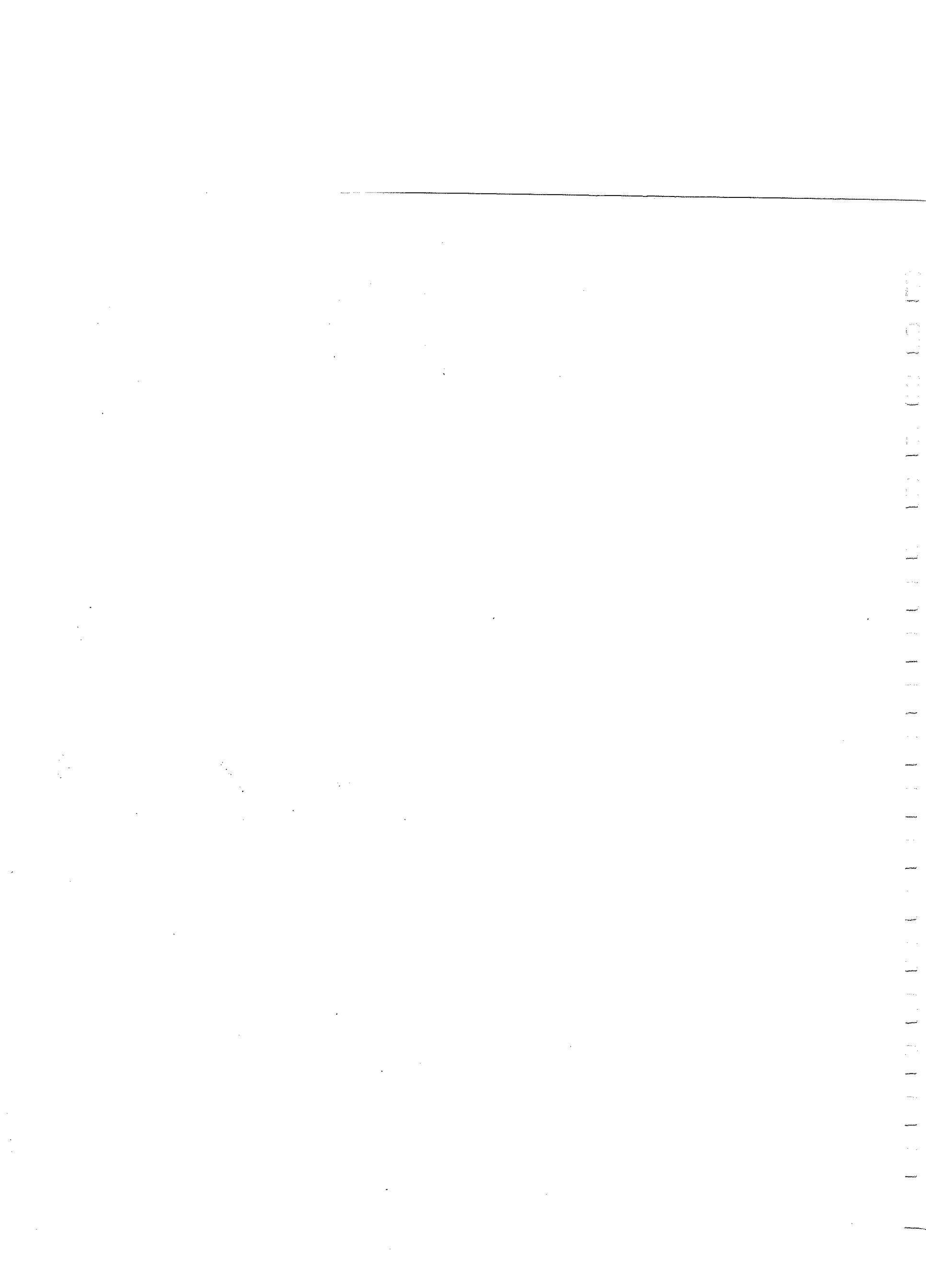
It has been our distinct pleasure to have had this opportunity to prepare these Community Renewal Program studies, and we earnestly trust that they will serve as useful guides toward assuring the continued superior development of the City.

Respectfully submitted,

RAYMOND & MAY ASSOCIATES


Nathaniel J. Parish

NJP:gkg



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Introduction

The Community Renewal Program (CRP) studies confirm the commonly held local belief that Middletown's neighborhoods are, by and large, in sound condition. The community has many attractive features and a beautiful natural setting. Its diversity of interests and facilities adds an air of lively activity. Its citizens find much to be proud of in their community as it now is, and much that they would miss if radical changes were made.

But there are very few communities anywhere that have no problems, or that could not benefit from some attention and improvements. Changes are bound to take place, whether guided or not. Most local citizens are relatively well acquainted with their community, or at least some parts of it. They have become so accustomed to the everyday scene that they are unaware of even the obvious problems, such as deterioration, neglect or sheer ugliness. As for problems that exist out of sight, like obsolete sewers under the ground, or deteriorated housing in an out-of-the-way location, most people are unaware of their existence until something goes wrong. They may be so used to living with what they have that they seldom, if ever, think about what they lack. When someone points these things out to them, and shows them how they could be attained, they wonder how they could have neglected them for so long.

The CRP has tried to look at the community with a fresh and unbiased eye. This report is not intended to disparage Middletown, its neighborhoods, or its citizens. Since the obviously high quality of this City as a place to live, raise families, and earn a living so far outweighs any possible defects, this would be hard to do even intentionally. The purpose of the study has been to focus on what is wrong rather than what is right, and to recommend ways of achieving improvements. It should be received in this spirit.

CRP and the Plan of Development

At the present time Middletown is engaged in the development of an updated Plan of Development* as well as a Community Renewal Program. The Plan of Development is being prepared by the City Plan Commission, the CRP by the Redevelopment Agency.

Although somewhat different in specific objectives and procedure, both studies are concerned with Middletown's future development. The Plan of Development is a general overall guide for future City development. The CRP analyzes ways and means by which certain portions of the Plan of Development can be implemented through the renewal process. In addition, the CRP goes into much greater detail regarding the physical condition of neighborhoods, social relationships, housing needs, economic and marketability factors, and many other matters specifically related to the upgrading and preservation of the City's physical and social fabric.

In addition to renewal, the City's other tools for implementing the Plan of Development consist of Zoning Regulations, Subdivision Regulations and the Capital Improvement Program. Zoning and subdivision regulations are really effective in implementing planning proposals only as they affect undeveloped land. Also, except for items undertaken as a part of renewal activities, Capital Improvement Program proposals are largely carried out with local funds.

Renewal, on the other hand, is the only means whereby the City can deal with already built-up areas, because it has the benefits of substantial federal and State financial aids. This enables it to become a positive tool for the achievement of local development objectives in areas in need of change or upgrading.

A New Approach

The CRP is a new approach to renewal programming. Formerly, most cities have done renewal on a project by project basis, often with inadequate overall coordination. The CRP establishes priorities for renewal action, based on a study of the needs and potentialities of the entire City.

It contains a broad, long range analysis of the entire community, and proposes a program to be carried out over a number of years. It is not limited to clearance treatment, but also includes proposals for rehabilitation and code enforcement and combinations of these types of treatments. It studies social relationships as well as physical problems.

*Sometimes also known as General Plan, Comprehensive Plan, or Master Plan.

Perhaps as important as any other single element, the CRP makes proposals for the coordination of all City development activities that have a relationship to renewal. It analyzes local public improvements that are needed irrespective of whether or not renewal is undertaken, and tries to tie this work into the City's overall renewal activity with a resulting financial benefit to the City. This type of analysis culminates in the establishment of priorities and of a schedule of work for orderly development. The new approach should result in a much more soundly based renewal program and in the most efficient use of City development expenditures.

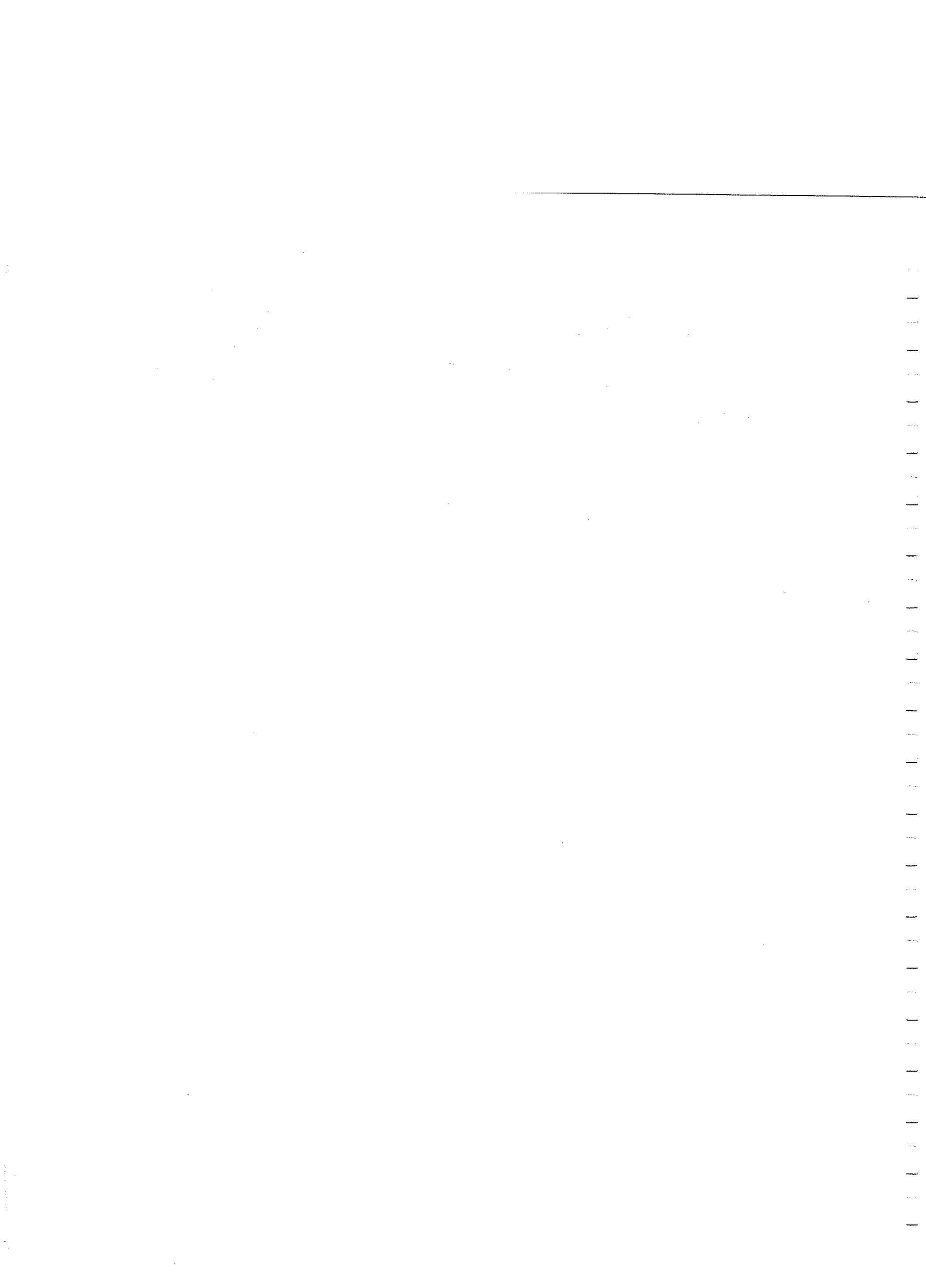
It should be emphasized that the CRP does not commit Middletown to any specific actions. It is advisory only, and provides a guide for action steps to be taken. Normal renewal project approval procedures are still mandatory before any portion of the proposed program can move ahead.

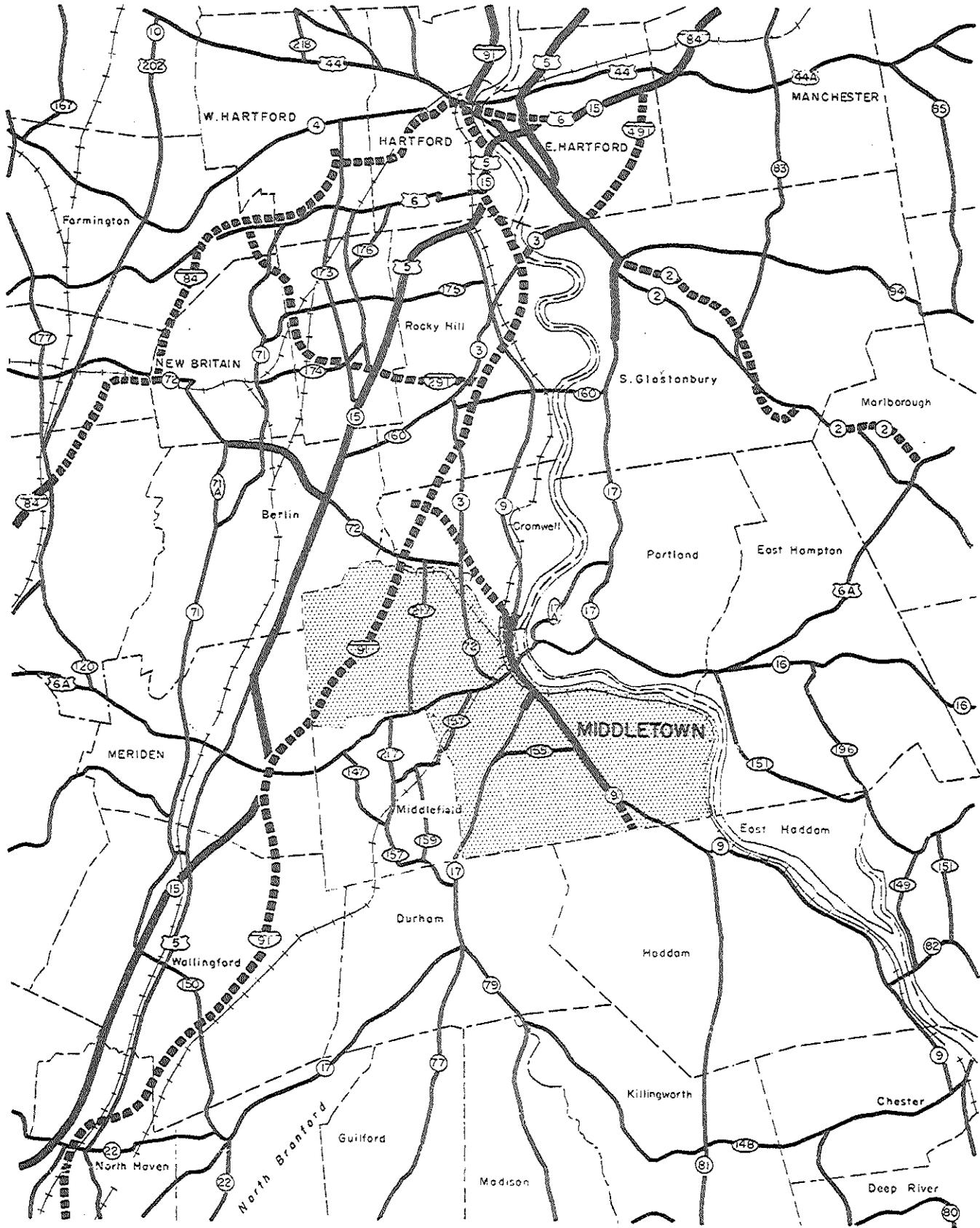
The CRP studies have utilized a high degree of citizen participation, as discussed fully in the body of this report. It should be studied carefully by City agencies and by the public. Undoubtedly, additional suggestions will arise and they should be considered. When a consensus is reached, the final product will have had the benefit of intensive and meaningful citizen participation.

Format

The CRP report consists of three parts:

- (1) A Summary Report intended for wide public distribution; this report explains, in condensed form, the recommendations resulting from CRP studies.
- (2) An earlier document, Report on High Priority Study Area, provides working guidelines for specific renewal activities in the near future.
- (3) This document, CRP Final Report, which is a detailed and comprehensive technical report, includes analyses of the various surveys and studies undertaken. This report is intended primarily as a reference document for the Redevelopment Agency and other City officials.





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COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT
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Locality Map



Chapter 1

Review of Existing Program

Historical

The present renewal program in Middletown is an outgrowth of earlier public activities in the City in the area between Main Street and the Connecticut River. At the end of World War II, this area displayed obvious characteristics of serious blight, being congested and flood prone, with old, deteriorated buildings. During the 1940's the Connecticut Highway Department decided that its proposed Route 9 improvement would pass through Middletown along the riverfront through this blighted area. Construction of the new highway, named Acheson Drive, was completed during the 1950's. The project necessitated removal of a number of deteriorated structures, and provided, in addition to improved traffic circulation, flood protection to the area west of the roadway. For the first time in decades Middletown residents could drive along the River and enjoy its beauty, but they could also look landward and see the remaining area of deterioration.

During this period the City government and the County administrative center were both housed in the old City Hall on the west side of Main Street between College and Court Streets. In the early 40's the City had built a central police headquarters immediately behind City Hall, but the main building was still seriously overcrowded and means were being sought to locate other space or to create a new civic center which would satisfy both City and County office space needs. One of many plans suggested was to flank the recently built police station with new City and County buildings. At one point County officials considered moving out of the downtown to the south end of the City, or even out of Middletown entirely. No plan achieved general acceptance, however, until Mayor Stephen Bailey proposed an extensive clearance project east of Main Street. His proposal contemplated clearing the area bounded by Washington Street, Acheson Drive, Union Street and the rear of the Main Street frontages, and redeveloping with a World War II memorial civic center and new housing. This bold idea captured the imagination of the people and its implementation began with the "Court Place Project", which was administered by a newly created Redevelopment Agency. This venture, City financed, produced a civic center

made up of new City and County buildings, located between Washington and Court Streets, fronting on Acheson Drive facing the River.

In 1957, while work on the Court Place Project civic center was in progress, the City undertook planning the federally-aided Center Street Renewal Project, (Conn. U.R. 19-1) in the two blocks immediately south of Court Street. Many local citizens and public officials backed the project, and a seven-man businessmen's committee enlisted the support of most of the merchants and the League of Women Voters. There apparently was no organized opposition, but a number of individuals, primarily owners of affected business concerns, vigorously protested. In a June, 1958 referendum on a bond issue to finance the City's share of this Project's cost, the majority of voters opposed the project. However, a second referendum held in January, 1959, was successful and the Center Street Renewal Project was underway.

Project Planning and Design

The selection of the Center Street Project Area was rooted in the original concept envisioned by the Mayor. As the memorial civic center, the first stage of riverfront redevelopment had been successfully launched, it was a logical next step to continue renewal activity southward from that point. Existing buildings were old, congested, and blighted. Redevelopment would enhance the Court Place project already begun. The Center Street project area as first delineated was bounded by Court Street, DeKoven Drive, College Street and the rear of the Main Street frontages. Court Street, with its then current project, formed a natural northerly boundary. DeKoven Drive, a service road for Acheson Drive, marked the extent of existing development to the east, and therefore was the only logical easterly boundary. The southerly boundary, College Street, was somewhat more arbitrary, in that blighted conditions continued in the blocks to the south. A project area of two blocks appeared to be of adequate size at that time to permit satisfactory redevelopment without putting undue strain on the City's resources. The original westerly boundary was the rear of the Main Street properties.

In the course of project planning, Philip W. Kniskern & Associates, real estate consultants to the Redevelopment Agency, strongly criticized setting the westerly boundary at the rear of the Main Street frontages. They asserted that because both Court and College Streets were quite narrow, the rear area would have exceedingly poor access. This would create a "boxed-in" situation which would be a negative factor in the disposition of land. The economic consultants further contended that the irregularities of the rears of Main Street buildings would present esthetic problems. Their opinion was that without Main Street frontage the project would provide very limited disposition probabilities, but with this frontage included it would have a large promise of

success. For these reasons, the boundary was revised to include the Main Street frontages in the project area and to designate the structures for clearance.

The original report on planning proposals in the Final Project Report for the Center Street project stated that, because the project area is adjacent to the City's 100 percent retail area and the new civic center, it would normally be well suited for development such as other civic uses, modern apartments, office buildings, or retail and comparable uses. However, in analyzing the potential for these uses, the report notes that the demand for civic uses had already been satisfied by the civic center, that land value in the project area appeared to be too high to permit construction of a type of housing suitable for the Middletown market, and that there was no known major tenant available to make large scale office reuse feasible. Retail and comparable uses appeared to be suitable due to the site's relationship to the City's retail core and its proximity to the new Acheson Drive. For these reasons commercial and related parking were designated as the most appropriate reuses for the project area.

Major proposed project improvements for the area were the replacement of obsolete water and sewer lines, street widenings and the provision of public parking. Other than the closing of Center Street, no changes in the existing traffic pattern were contemplated in the plan. The very narrow northerly and southerly peripheral streets, Court and College, were proposed to be widened to improve access into the project area and to expedite the flow of traffic around it. The present project area is too small, however, to contribute substantially to the improvement of overall traffic movement in the central business district.

Both the Court Place and Center Street projects fulfilled certain General Plan objectives; for example, both comply with the General Plan recommendation that "The entire East Side from the Portland Bridge to the Acheson Drive turn-off should be redeveloped, through either private or public means, into a more productive and attractive area, for commerce, apartments, parking, civic center, or similar uses...The City has here the unparalleled opportunity...to use this area as a "showcase"..." Similarly, both projects have contributed to the removal of blighted and substandard conditions, another General Plan objective.

The Court Place project has specifically implemented the General Plan proposal that a new civic center be located between Washington and Court Streets facing Acheson Drive. The Center Street project serves partially to realize the General Plan objective that "The position of the downtown district as the shopping center for the City and surrounding area should be retained...The location of the central business district, directly on a major expressway system from which cars can easily get into downtown, must not be wasted."

Project Timing

Since the original application for Survey and Planning funds, progress on the Center Street project has suffered numerous delays. The first was the defeat of the June, 1958, referendum which resulted in a setback of at least six months. This early failure led the Redevelopment Agency to hire Herman Wolfe, a public relations expert, to marshal support for the program. At least part of the reason for the success of the second referendum has been attributed to the public relations efforts.

Resistance of owners to sell their properties voluntarily at prices in line with appraisals and HHFA approved prices caused property acquisition negotiations to be very time consuming. There appears to have been a widespread feeling that both the first and second acquisition appraisals were too low, and that property owners could benefit by forcing condemnation proceedings. Originally expected to be completed well within one year, the acquisition actually consumed 21 months. Delays in acquisition led, in turn, to an extended relocation period, which, originally estimated at one year, actually required 30 months to complete.

Although a large part of the renewal process is highly technical and complex, and therefore, usually not clearly understood by the general public, reports of recurrent delays are readily comprehended and easily discussed. Furthermore, after clearance is completed, the vacant land is a constant reminder of the slow pace of progress. The result is that the extended time lag in project activities has been the most frequent single complaint made by citizens of the existing renewal program in Middletown.

Project Costs

The latest estimate of gross project cost for the Center Street Project is \$3,578,000. This total cost includes the following major project operations: Survey and Planning, Property Acquisition, Demolition, Interest, Project Improvements, Administration, Engineering, Legal.

Proceeds from the same of land are \$410,000 resulting in a net project cost of \$3,168,000, which is shared on the following basis:

Federal Project Grant	\$2,112,000
State of Connecticut	458,000
City of Middletown	597,000

The City's share of the net project cost is developed from the following sources:

Land Donation	\$ 4,000
Grant-in-aid as a result of parking facilities	594,000

In addition to the net project cost there is a 100% relocation grant of \$138,000.

Beside the \$598,000 provided by the City as part of the net project cost, there is an additional cost of approximately \$181,000 for project area utility and site improvements benefitting immediately adjacent areas. These facilities, including new streets and sidewalks, sewer and water lines, the parking facility and other utility improvements, were needed by the City with or without renewal and as such will become capital assets of the City. Thus the City's cost for the project is made up of grant-in-aid contributions for this parking facility and site improvements.

The annual tax revenue from the project area before demolition was about \$37,000. Although approximately 1/3 of the area has been retained by the City for a 600-car parking facility, it is expected that the total tax revenue from the project will increase substantially.

A lease of the parking facility is contemplated. The Redevelopment Agency reports that the annual rent for the facility would be an amount sufficient to pay the interest and principal of the general obligation bonds issued for its construction.

In addition to the added tax revenues, the City investment acts as "pump priming" for a larger volume of private investment. The Agency estimates that the Center Street Project will induce a private development investment in excess of the gross project cost. The total economic activity generated by the project,

therefore, would be more than \$7,000,000. In over-all terms, this commercial and parking development will strengthen the Central Business District and the City as a whole.

Relocation

The Final Project Report for the Center Street Project showed 146 families to be displaced, of which four were non-white. A survey of local housing resources made at the time indicated that 12 to 15 families per month could be relocated into public housing, private rental housing, and sales housing. On this basis it was anticipated that the relocation operations could be completed within a twelve month period. The Relocation Plan provided for a staff comprised of a relocation officer, combination assistant relocation officer and rental officer, a secretary and civic volunteers. It was anticipated that the civic volunteers would be used for survey work, interviews, referrals and obtaining listings of vacancies. It was the policy of the relocation staff to encourage all relocatees to help themselves and to offer assistance and advice when called upon.

The actual relocation experience differed considerably from the Plan. Acquisition was delayed far beyond the period anticipated, and as a result the relocation program also had to be extended. Family relocation was completed within 30 months of the first property acquisition and within eight months of the final acquisition.

Although the Relocation Plan showed only four non-white families living in the project area, a total of 35 non-white families were finally in the actual workload. When displacement became imminent with the submission of Part I of the Final Project Report in December, 1957, and a reality in July, 1959, when the project went into execution, many white families voluntarily moved from the project area even though acquisition had not begun. In order to maintain their income levels, landlords opened their buildings to other families, many of whom moved into the area just prior to acquisition of the properties which they then occupied. Very few white families moved into the area during this time.

The most difficult problem that confronted the relocation office was the relocation of low income, minority and very large families, but eventually, satisfactory quarters were found for them.

The Relocation Plan anticipated using volunteers for certain relocation survey and interviewing work, but this was found to be generally impractical. An inter-faith group was formed to assist the program and this group attempted to sponsor multiple unit, moderate rental housing under the FHA 221 program. Successful conclusion of this non-profit housing was not possible before the families in the project were relocated. Many meetings were held with interested local groups, and the services of the inter-group relations consultant of HHFA Miss Ellen Tarry, were used extensively and found to be very helpful.

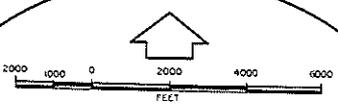
The position of Assistant Relocation Officer listed in the Relocation Plan was filled by two part-time employees. It was the conclusion of the former Relocation Officer that the use of a full-time man who would always be available when problems or sudden emergencies occurred would probably have resulted in a more efficient and satisfactory operation.

Displaced families were relocated as follows:

	<u>Total</u>	<u>White</u>	<u>Non-white</u>
Low rent public housing	8	6	2
Moderate rental public housing	1	1	0
Standard private rental housing	60	42	18
Standard sales housing	39	35	4
Self located out of City	10	7	3
Family status lost	2	0	2
Whereabouts unknown	<u>2</u>	<u>0</u>	<u>2</u>
	122	91	31

Owner occupied dwelling units in the project area were, for the most part, in good condition, and the quarters to which owners moved were also good. The housing into which tenants relocated was, in most cases, a great improvement over that which had been occupied in the project area, and in all cases at least as good. All relocation housing met the requirements of safe, sanitary and decent. For example, one non-white family of nine persons which had been living in four rooms was able to purchase a seven room house under FHA 221 financing. Another family in similar circumstances was able to rent a seven room house. In most cases, displaced families cooperated fully with relocation officials. The places to which families relocated are shown on page 8.




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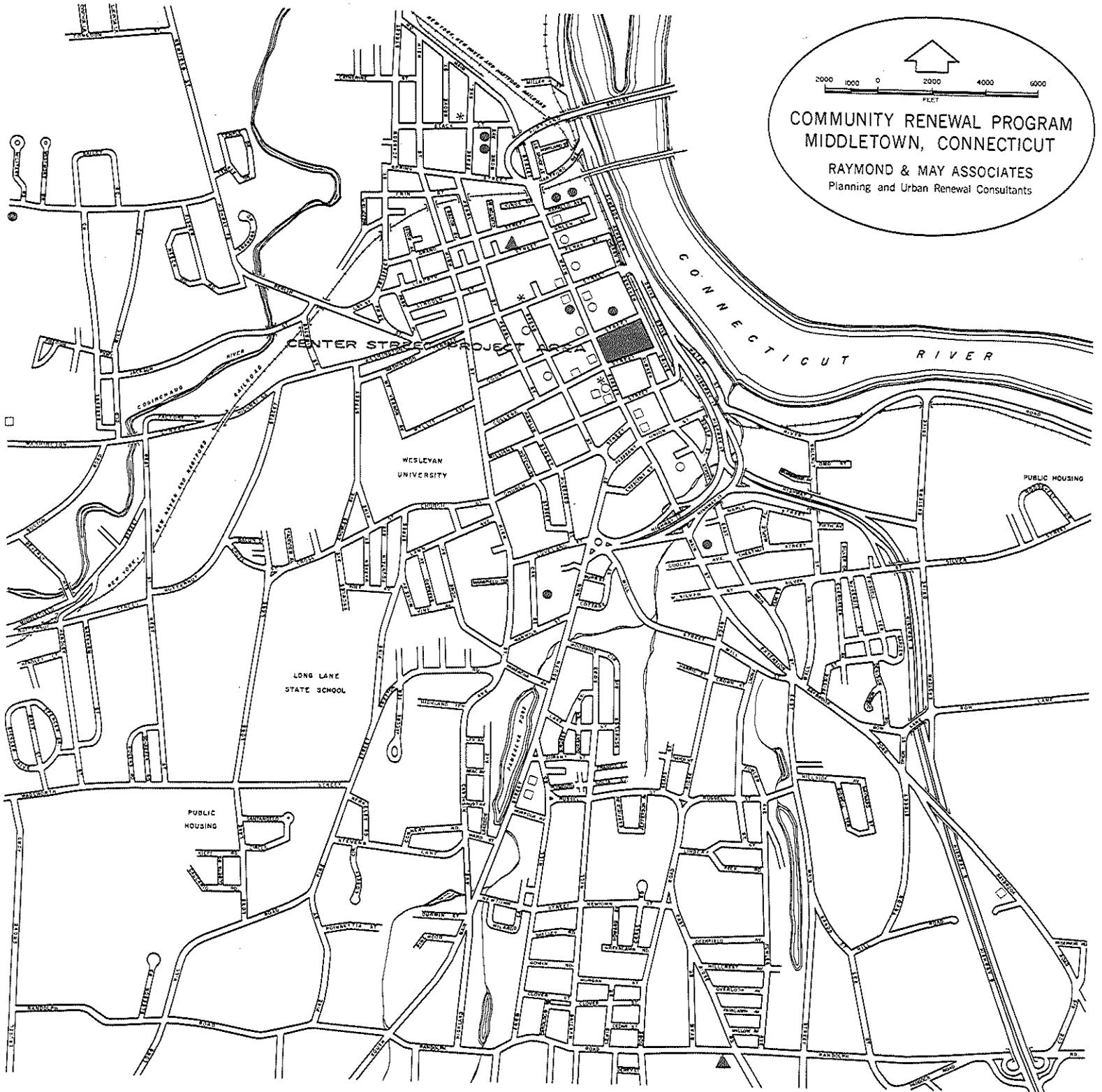
WHERE FAMILIES FROM CENTER STREET
 PROJECT AREA RELOCATED
 ○ WHITE FAMILIES
 ● NON-WHITE FAMILIES

Family Relocation From Center Street Project

The list of non-residential uses displaced is as follows:

1 Car Wash	1 Attorney
1 Electric Supply	2 Moving and Storage (furniture)
4 Grocery Stores	1 Retail Auto Parts
1 Shoe Store	3 Grilles
2 Jewelry Stores	1 Rooming House
1 Insurance Agency	1 News Shop
1 Artist	1 Dancing Studio
1 Washing Machine, Retail (Bankrupt)	2 Drug Stores
1 Photo Studio	1 Real Estate Agency
2 Hardware Stores	1 Doctor
2 Clothing Stores	1 Bottle Shop
Republican Town Committee Office	1 Dentist
Central Labor Union	1 C.P.A.
5 Industrial	2 Furniture Sales
1 Retail Cosmetics	1 Storage - Machinery
1 Shoe Repair	Water Department
1 Paint Store	Middletown Manufacturing Assoc.
1 House Painter	1 Retail Poultry Store
1 Second Hand Furniture Store	1 Lunch Room
2 Plumbing Supplies	Elks - fraternal
1 Aluminum Windows etc., retail	1 Furnished Apartment

The places to which non-residential enterprises relocated are shown on page 10.




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- RETAIL
- PROFESSIONAL-SERVICE
- HEAVY COMMERCIAL-WHOLESALE-STORAGE
- * SEMI-PUBLIC
- ▲ INDUSTRIAL

Non-Residential Relocation from
 Center Street Project Area

Evaluation of Project Development

Middletown's earliest redevelopment venture, the Court Place Project, may be judged as very successful. Two attractively designed, modern, governmental structures, the County and Municipal Buildings, grace the waterfront area, facing the river and Acheson Drive. The grounds are well landscaped, and convenient parking is located behind the buildings in the interior of the block. This development is a distinguished beginning to Middletown's long range renewal program. This project was carried out without federal aids.

Because the Center Street Project is currently in the construction phase, it is too early to form an evaluation of project development. However, it is possible to consider the project proposals as they have been developed to date.

A redeveloper was selected by the Agency on the basis of plans submitted, in accordance with a fixed land price. Three Connecticut concerns presented proposals for the project. In December, 1962, the River Valley Development Corporation of Hartford was designated as the redeveloper. River Valley subsequently signed Sears Roebuck as its major tenant, and purchased the major portion of the site. The remainder of the site was retained by the City for the construction of a parking garage.

River Valley's original plans placed the proposed Sears department store at the corner of College and Main Streets, made provision for additional retail facilities at Court and Main Streets, and separated these buildings by an east-west pedestrian mall affording a view of the river. A location at the lower (easterly) end of the site was proposed for a Sears Auto Service Station. The parking garage was to be in the center portion of the site, between the Main Street DeKoven Street frontages.

Sears originally was to rent approximately 80,000 square feet including retail space, storage space and the auto service center. This would be about three times the size of its existing store in Middletown. The plan was later revised slightly to increase the Sears space to approximately 85,000 square feet, two floors in the main building, and a separate service center.

First National Stores later was signed by the developer as a major tenant. It is to be located across the mall from Sears, and would occupy approximately 18,000-20,000 square feet, fronting on the parking area. The Main Street frontage would be used by other retail outlets, possibly including a bank and a drug store. Revised plans indicate another smaller building at the corner of DeKoven and Court Streets, which might be used for a restaurant. This proposal is not yet firm.

Provisions for parking are an integral part of project proposals. After negotiations on the type of parking operation it was agreed that Sears shoppers will

receive validated parking for the first hour through a pre-paid agreement built into Sears' rent. Other local businessmen who wish to participate in the Center Street parking program will be able to do so on the same basis as Sears. By making the pre-payment, they could provide an hour's validated parking for their customers.

The parking structure is proposed to have two levels, and to contain 600 spaces plus an additional 75 spaces located adjacent to the proposed restaurant and service center. The garage is designed so that the pedestrian mall will be five feet higher than the upper level of the garage, to give pedestrians unobstructed view of the river.

The ground breaking for this project, and the official ceremonies accompanying this event, took place on March 3, 1964.

On the basis of drawings and models prepared by the redeveloper, the project development for this area must be evaluated as potentially excellent. The latest plans are very much in line with the concept as it was developed during the project planning stage. On completion, the Center Street Project should stand out as a worthy second step in the rebuilding of Middletown.

Social and Economic Effects

It is still too early in the development of the Center Street Project to analyze the actual social and economic effects on the City of Middletown. The fact that a blighted and deteriorating area has been cleared and made available for new uses will undoubtedly have favorable economic and social benefits. If the City can reverse a trend common in many New England cities, the decline of local downtown business districts, it will not only strengthen its immediate economic position, but more important, stabilize its long range economic future. The immediate gain will be an increase in tax revenues in the Project Area. The successful commercial project, with a Sears Roebuck department store as an anchor, will enhance the total market attraction of downtown Middletown, a factor which should aid existing enterprises by broadening the total market area. It should also tend to encourage other investment in the downtown area, such as the voluntary modernization of existing stores adjacent to the renewal project. This will tend to encourage retail development in the central business district, where it should occur, and act to discourage it in outlying locations where it would weaken the vitality of the downtown area.

The Center Street Project will supply improved physical facilities in the area, to the extent of widening two narrow streets, replacing old and obsolete utility lines, and providing substantial new parking facilities. These improvements

have been achieved at a relatively small cost to the City compared to what their total cost would have been if not done as a part of a renewal program.

The process of relocation has tended to bring into clearer perspective the need for inter-racial understanding in the community, and has brought to light the need for a positive program of dealing with the "social problem" family. These factors seem to have been handled successfully in the terms of a small project area and a workload of less than 125 families. The implications for bolder and broader renewal action are of utmost importance. The question of integration and social assistance will have to be faced squarely by the people of Middletown if expanded renewal activities are to be considered.

Administration

The administration of renewal is discussed in Chapter 7.

Conclusions as a Result of Evaluations

Since it seems premature to offer conclusions on the as yet incompletd Center Street Project, the following is intended as suggestive only, and, hopefully, to provoke discussion.

The brief historical background material indicates that there is sound precedent and basis for proceeding with renewal activity in this area of the City, and to consider strongly the designation of housing as a major reuse in the area.

One of the primary goals of renewal in this section of the City was to take greater advantage of the scenic aspects of the river from the business district. Review by City agencies of the current plans for the Center Street Project has caused revisions in the development plan for the project to accomplish this objective.

As a result of the experiences encountered in the Center Street Project, the City could take the following steps in future renewal projects to ameliorate those problems which were particularly acute and to help bring about a more efficient and harmonious type of renewal activity:

- a. To create a better understanding of what is involved in a renewal project, a continuing program of public information and public education is essential.
- b. To minimize the premature movement of families out of an officially designated renewal project area, very early staff contact should be made with

such families to bring about an awareness of the benefits and services that will be provided by the Redevelopment Agency in assisting families to be relocated.

- c. To lessen the effect that the uncertainties of impending renewal action may have on tenants and owners in an officially designated renewal project, the Redevelopment Agency should make every attempt within all available means, to acquire such properties at the earliest possible opportunity in order that renewal funds and services will be available to tenants and owners at an early stage.
- d. To reduce the amount of time spent in the land acquisition stage, predetermined time limits for negotiations should be considered.
- e. To lessen adverse public reaction to prices offered for properties in the project area, the Redevelopment Agency should consider the adoption of a policy offering the property owner only one price for the property--the highest the Agency can officially offer.
- f. To speed up the final disposition of project land and to reduce delays usually necessitated by sponsor's proposed changes in the project plan, disposition negotiations very early in the process should be encouraged.
- g. To provide an efficient administration of future renewal activities, there should be an increase in staff personnel proportionate to the increase in workload.

Chapter 2

Scope of Study:

Work Program Outline

Identification of Areas to be Surveyed

A study of all neighborhoods within the City was undertaken to discover where blight or potential blighting factors are present. This study formed the basis of the determination as to which areas of the City required further study and analysis. A number of sources of information were to have been utilized, but some of them turned out to be inapplicable, irrelevant or unavailable. The sources, and an evaluation of their usefulness, are as follows:

- (a) Neighborhood analysis data prepared by the City Plan and Zoning Commission. This material was not completed by the City Plan and Zoning Commission during the period of CRP studies, and was therefore unavailable for use in this work.
- (b) Statistics from the 1960 Census of Housing

The enumeration district was the smallest area for which statistics were broken down in the Middletown Census. An enumeration district is the area covered by a single census enumerator, and in Middletown generally consists of about 10 to 20 blocks.

The data was made available by the University of Connecticut through the assistance of the Connecticut Development Commission.

Once the data was obtained, enumeration district statistics on housing were studied and mapped. (See Appendix 5.)

This information was used as a preliminary indication of housing conditions and was compared with the results of the preliminary field survey, item (c) below. This comparison revealed that enumeration districts are too large to show housing conditions in specific areas. A single district might contain both very good and very poor housing; the average of these ratings

gave too generalized a picture. Block statistics would have been considerably more valuable. An additional problem was that there seemed to be some variation in the way different enumerators rated. This could not specifically be established because of the size of the enumeration districts. On the basis of these factors it was decided not to rely too heavily upon the housing census as an indicator of housing conditions. Although of definite importance in an over-all way, we feel that in this case it would have been seriously inadequate as a guide to future renewal activity.

- (c) Field survey of environmental conditions and of exterior conditions of structures. This survey turned out to be an exceptionally useful tool. By locating in a preliminary way areas of existing and incipient blight, it was a primary factor in determining which areas should receive further investigation. This survey included going over every street in the City, noting the general condition of structure exteriors by block front, noting apparent environmental deficiencies, and plotting the results on work maps. In addition to indicating areas requiring special study and more detailed surveying, it also developed a general feel of over-all conditions and comparison of neighborhoods.
- (d) Proposed limited sample survey of interior conditions of structures where deemed necessary. This sample interior survey, along with an additional structure by structure exterior inspection, formed a major part of the work carried out under the heading "Analysis of Causes and Degrees of Blight in Each Survey Area", and will be discussed in detail under that heading.
- (e) Building Inspector's records. The Building Inspector's records are not kept in a form that is relevant to CRP analysis.
- (f) Health Director's records. The Health Director's records are not kept in a form that is relevant to CRP analysis. Based on his experience, however, the Health Director prepared a very valuable study showing areas of the City that contain housing units which have serious health, sanitary and structural deficiencies. A map showing this is reproduced in Chapter 6.

During the process of identification of areas, the delineation of Study Districts was accomplished. Due to the lack, at that time, of neighborhood identification by the Plan Commission, we delineated, for the purpose of CRP analysis, Study District boundaries. Study Districts are closely related to the concept of a neighborhood, but are more precisely designated as districts for statistical analysis. The eleven districts established are Westfield, Newfield, Staddle Hill, North End, Central, CBD, South Farms, Farm Hill, Long Hill, Crystal Lake, and Maromas. See map "Study District Identification" on page 40.

The first step in the delineation was a tentative identification of neighborhoods. Study of man-made and natural features on a topographical map revealed that

some settlement areas are defined and separated by such features as railroad embankments, large institutional holdings, streams, swamps, lakes or ravines. Field study observations were made to confirm the tentative definitions developed by map study. Research into neighborhood designations according to common everyday usage gave clues to historical, traditional, and social identities. Based on the above analyses, tentative neighborhood boundaries were outlined. These were often fairly loosely defined.

The next step was the definition of areas to fit statistical data. At that time the only existing major source of data broken down into relatively small sectors of the City is the U.S. Census of 1960, statistics by Enumeration District. This material was discussed in item (b) above. Because of the potential importance of this data, the enumeration districts provided an important alternative set of districts.

The final task in establishing Study Districts, then, was to reconcile the tentative neighborhood boundaries with the enumeration district boundaries. To do this, enumeration districts were superimposed on the tentative neighborhood delineation. In some cases the districts were almost identical. Where the lines did not exactly coincide, the census lines closest to the tentative neighborhood boundaries were used as boundaries for the proposed Study Districts. Most Study Districts contain more than one enumeration district. In all cases the Study Districts are closely enough related to the tentatively delineated neighborhoods to serve well their intended function.

Analysis of Causes and Degrees of Blight in Each Survey Area

In order to determine future action to be taken to eliminate existing, and potential new blight, an analysis of the causes and degrees of existing and incipient blight was undertaken in each survey area. A variety of sources were considered for their applicability in revealing the causes and degrees of blight. These include:

(a) Statistics from the 1960 Census of Housing

These statistics give a good generalized picture of housing conditions in Middletown. However, working with the data indicated that it is not detailed enough to permit its effective use for the purpose of analyzing the causes and degrees of blight. For this reason the census statistics were used only in the preliminary portions of this part of the work.

(b) Limited Exterior Field Survey of Structures in Survey Areas

This survey consisted of exterior inspections on a structure by structure basis in selected areas. Within the selected survey areas 100 percent of all structures were inspected. Accessory structures, such as small sheds, or one and two car garages were not counted as structures for this purpose and were not inspected. When a building contained a public hallway this was also checked as part of the exterior survey.

When areas to be surveyed had been determined, the schedules and procedures were set up for conducting the inspections. The majority of the exterior inspections were done by City firemen* under supervision of the planning consultants and Redevelopment Director. The firemen's experience in making fire inspections made them particularly suited for this work. These inspections were of critical importance in evaluating structural conditions, particularly in questionable areas (areas neither very bad nor very good). A number of areas near the center of the City, including the entire high priority study area, were covered by the exterior field survey. See Map, "Type of Survey Completed", on page 19.

*Under the terms of the CRP contract City staff performed work equal to about one-third of the total cost of CRP studies. The firemen's inspections were a part of this local contribution.



KEY				
STRUCTURE, EXTERIOR	✓	✓	✓	WINDSHIELD ONLY
DWELLING UNIT	✓	✓		
RELOCATION INTERVIEW	✓	✓		
FAMILY ATTITUDE INTERVIEW	✓			

32 BLOCK NUMBER

Type of Survey Completed
(by block)

(c) Limited Field Survey of Adequacy and Condition of all Public and Semi-Public Facilities in Survey Areas

A field inspection was made by the planning consultant to determine the general adequacy and condition of all public and semi-public facilities located in survey areas. Field notes were taken and the information used in the neighborhood evaluation and in determining recommendations for the high priority study area. See Chapter 3, "Study District Analysis", and Appendix 6 of this report, and Chapters 3 and 4 of the Report on High Priority Study Area.*

(d) Reports from Applicable City Department Heads

A number of City Department heads are concerned with public and semi-public facilities of various kinds. Because it is involved with all of these facilities, the Planning Commission and its staff were consulted often regarding public facilities. The Commission was, however, undertaking during this period a comprehensive revision updating of its General Plan. It was unable, therefore, to offer data of a final and approved nature during the early stages of the CRP studies.

Perhaps the Department directly involved with the most far ranging group of public facilities is the Department of Public Works. Numerous meetings were held with the Superintendent of Public Works and with various members of his staff. This department gave extensive cooperation in the CRP studies, providing manpower for surveys and in preparing maps and other material. The adequacy and condition of the following public utilities and facilities were taken up with the staff of this department: streets and roads, sidewalks, storm drains, sanitary sewers, water system, street lights, other public facilities, and flood prone areas. This material is discussed in Chapter 3, "Study District Analysis" of this report, and in Chapters 3 and 4 of the Report on High Priority Study Area. For maps illustrating some of these facilities refer to Chapters 3 and 5.

Meetings were held with the Superintendent of Parks who reported on the facilities under his jurisdiction. He also prepared studies on park and playground needs for the CRP.

Meetings were held with members of the School Board staff and with members of the School Long Range Planning Committee. The School Board prepared several reports on the utilization, adequacy, and condition of the school facilities. Portions of these reports are reproduced in Appendix 9.

*Middletown Redevelopment Agency, 1964. Report prepared by Raymond and May Associates as part of the CRP studies.

The Police Department was consulted regarding traffic problems, street conditions, and accident prone locations. A traffic accident spot map is included in Chapter 3.

(e) Limited Sample Field Survey of Interior Conditions of Structures

Inspection was also made of the interiors of dwelling units in certain of the survey areas. Not all areas covered by the exterior inspections were also covered by dwelling unit inspections, and in areas in which d.u. inspections were made, they were done on a 20 percent sample basis. This was considered adequate for the intended purpose. This dwelling unit data gave additional information on which to base neighborhood evaluations. It was particularly helpful in locating areas in which heating and plumbing deficiencies exist, information which could not be ascertained from the exterior.

This work was done primarily by personnel from the Department of Public Works under general supervision of the planning consultant and Redevelopment Director. (This staff time was also part of the local contribution to the cost of the CRP.)

(f) Sample Survey of Family Income, Size and Characteristics

A structural survey produces a neighborhood picture at a point in time. It tends to ignore the factors which contribute to the increase or decrease of stability and soundness of a neighborhood over a period of time. Such factors as family income, size and other characteristics may have some effect on the trends in neighborhood conditions. The attitude residents have toward the area in which they live may be a significant indicator of what the area will be like in the future.

As part of the CRP analysis, therefore, families in various sections of the City were interviewed in some detail to learn more about their attitudes toward their houses and neighborhood, and to get a more complete picture of family characteristics. In the sections selected for family characteristics and/or family attitude surveys, approximately 20 percent of the families were interviewed. See Appendix 8 for examples of interview forms used, and page 19 for map "Type of Survey Completed"

(g) Building Inspector's Records

The Building Inspector's records are not kept in a form that is relevant to CRP analysis.

(h) Health Director's Records

The Health Director's records are not kept in a form that is relevant to CRP analysis.

(i) City Welfare Department Records

Records of the City Welfare Department are confidential in nature, and could not be made available for CRP analysis. The Welfare Director, however, did prepare a study showing areas of concentration of welfare needs. A map, based on both state and local records of Middletown case load, was prepared. See Chapter 6.

(j) State Department of Labor Statistics

State Department of labor statistics regarding such items as: employment level and job skills have been checked with regard to their possible effect on blight and physical deterioration. This data is available, for the most part, by Labor Market Area, or in certain instances, by City and Town. The material does not permit analysis and correlation on a neighborhood basis. The information on job skill level was determined instead by direct family interview as discussed in paragraph (f) above.

Based on the material derived from these sources (particularly those discussed in paragraphs (b), (c), (d), (e), and (f) above), analysis of the causes and degrees of blight in each study area was made. This analysis included population analysis, analysis of environmental factors, analysis of structural factors, and development of local criteria to determine degrees of building deficiencies.

Population analysis is used to determine the effect of population mobility, family composition, level of job skills and social attitudes on blight and physical deterioration. The single most useful tool for this work has been the family characteristics and attitude surveys. A wide variety of factors were considered, including average age of household head, average length of dwelling unit occupancy, home ownership, family income, resident's rating of his house or apartment, neighborhood-kinship ties, families' probability of moving, and resident's rating of neighborhood trends.

The information obtained in the survey was used in conjunction with other CRP data compiled regarding a neighborhood (through structure inspections, study of environmental conditions, etc.) making possible a relatively sophisticated analysis of neighborhood characteristics and conditions. It permitted a judgment to be made regarding each section's essential soundness and gave an indication of what kind of renewal treatment, if any, would be appropriate for the area. For example, it showed what residents think is wrong with their neighborhood and how strongly they feel about these negative factors. It showed what they particularly value about it as it is, and whether they feel it is improving or getting worse. The survey gave some indication as to how strongly residents are attached to their neighborhoods. Evaluation of these and other factors contributed to a decision as to whether these problems can

solved or eliminated through renewal tools. Certain factors which tend to enhance the feasibility of rehabilitation were studied, e.g., relatively stable tenancy and considerable home ownership. These considerations provided a sounder basis on which to decide whether a neighborhood is too deteriorated to be suitable for anything but clearance or if it has sufficient inherent quality to permit a program of rehabilitation and public improvements to be successful.

These factors are discussed in detail in Chapter 4 of the Report on High Priority Study Area and in Chapter 3 of this report, "Study District Analysis".

The analysis of environmental factors is based primarily on the field survey (paragraph (c) above) and on reports from City Department heads (paragraph (d) above). Factors considered included incompatibility of land uses, inadequacy or deterioration of public and semi-public facilities, overcrowding of structures on the land, and relationship of each area to other parts of the City. The results of this analysis are discussed in detail in Chapter 3 of the Report on High Priority Study Area, and in Chapter 3, "Study District Analysis" of this report.

Analysis of structural condition is perhaps the most direct measurement of blight. Evaluation was made of various structural factors including deterioration, age, and obsolescence, improper conversion, lack of sanitary or heating facilities, and inadequate maintenance. For CRP analytical purposes it was decided to divide structures into only two categories, standard and deficient. The term "deficient", or "with deficiencies", as used in this report refers to the evaluation of structural condition only. Those structures categorized as deficient include those which would also qualify as structurally substandard to a degree requiring clearance. This terminology is therefore compatible with Urban Renewal Administration requirements as amended to November 20, 1963. No attempt has been made here to delineate specifically those areas eligible for clearance or to identify individual structures that must be cleared to remove environmental deficiencies.

Our analysis indicated that a more detailed breakdown would not be satisfactory at the CRP level. More detailed categories could be better utilized during project planning when a more thorough and complete inspection process can be undertaken. The surveys used at this stage are adequate to indicate the need for renewal treatment and to give guidance as to the types of treatment most appropriate. At the CRP level judgments have not been made as to the future treatment of specific individual buildings; recommendations are made with regard to generalized areas such as blocks or even groups of blocks.

In areas where building by building surveys were made, the detailed criteria used in classifying structures as deficient are generally based on An Appraisal Method for Measuring the Quality of Housing; Part 2, Appraisal of Housing Conditions; American Public Health Association, New York City, 1946.

Items which were considered to constitute major defects included the following:

Holes, open cracks, rotted or missing materials over a considerable area of the foundation, outside walls or roof;

Substantial sagging of roof;

Substantial portions of the structure out of plumb;

Extensive damage to structure by storm, flood, or fire;

No running water;

No hot running water;

No private toilet;

No private bath or shower;

Lack of properly installed heating facilities;

Structures inadequately converted to their present use, or of inadequate original construction. Inadequate original construction consists of such deficiencies as makeshift walls, lack of foundation, dirt floors, etc.

Items which were considered to constitute intermediate defects included the following:

Holes, open cracks, rotted or missing materials in the foundation, wall or roof, not over a considerable area or of substantial depth;

Shaky or unsafe porches or steps;

Broken or missing window panes;

Rotted or loose window frames which are no longer rainproof or windproof;

Rotted, missing or broken roof drains, leaders or gutters;

Unsafe or makeshift chimney (stove pipe or other uninsulated material leading directly from the stove to the outside through a hole in the roof, wall, or window);

Inside stair treads or risers, balusters or railings that are broken, loose, or missing;

Deep wear on doorsills, door frames, outside or inside steps or floors;

Exposed wiring;

Inadequate ventilation in kitchen or bathroom.

Structures having one or more major defects, or several intermediate defects, were considered to be deficient. For non-residential structures certain of the plumbing facility deficiencies were not considered in arriving at a rating. It should also be noted that although structure ratings are given for all blocks or areas of the City, the basis for the statistics shown varies somewhat from one section to another. Some areas received only exterior inspection by block-front; other areas received building by building exterior inspection; still other sections received both exterior and interior inspection on a sample basis. Additional surveys generally were not undertaken where the first over-all survey indicated rather clearly that all or most structures were in excellent condition. The more detailed surveys were conducted in areas in which the condition was somewhat doubtful, and in areas in which renewal treatment appeared necessary. Extent of the various types of surveys is shown on the map, "Type of Survey Completed", on page 19.

Further analysis was made to establish local criteria to determine varying degree of building deficiencies, both for residential and non-residential structures for use during the project planning stage. The same structural characteristics as listed above would form the basis for the individual ratings, particularly for residential buildings. The inspector, however, would make a judgment based on a somewhat more complex grouping of categories. The suggested categories are as follows:

Excellent - New structures, or structures not in need of repair.

Good - Structures needing only minor repairs of a kind included in normal building maintenance.

Fair, but Needing Considerable Repairs - Structures basically in sound condition, but in need of considerable repairs or fairly extensive maintenance. These are structures for which rehabilitation techniques appear to be the appropriate treatment. This judgment would be a structural one. Environmental factors, land use compatibility, economic considerations and other factors would also have to be considered before the feasibility of rehabilitation is estimated.

Poor - A structure requiring major and minor repairs which exceed the scope of work usually undertaken as part of a maintenance program. This structure would ordinarily be considered substandard to a degree warranting clearance, but in certain circumstances, if economically justifiable, the structure could be upgraded to a sound structural condition.

Deteriorated - A structure deteriorated to the point where rehabilitation is not considered feasible beyond any reasonable doubt.

This proposed more detailed criteria would be applicable to future surveys made for project planning. Its purpose would be to establish at that time more precise guidance for decisions with respect to individual structures or groups of structures. It is not proposed that all five categories necessarily be included in any official reports. The distinctions would be made primarily to increase the effectiveness of project planning itself. The five groupings could finally be reduced to three: the first two, excellent and good, could be designated as standard structures; the latter two, poor and deteriorating, would be structures generally designated as substandard to a degree warranting clearance; and the fair category would be designated as "with deficiencies".

Non-residential structures would be judged generally according to the same criteria, but certain other factors would also have to be considered. Specific items to be evaluated include the following:

Structural Features

General maintenance level; age of structure, if known; type of construction; overloading of floors; inadequate means of egress; lack of elevators, or inadequate elevators in multi-story buildings; inadequate wiring, heating, or plumbing facilities. Another way of evaluating the same criteria would be to ask, "Could such a building be constructed today under current building, fire and health codes?"

Land and Building Use

Zoning non-conformity; non-conformity to City land use plan; existing use different from intended use; existence of nuisances. The question could be framed, "Is the non-residential use incompatible with, or an adverse influence on, surrounding development?"

Adequacy of Site

Small or poorly shaped lot; overcrowding of building on the site; difficult topography; poor drainage; inadequate access to transportation facilities; inadequate off-street loading; inadequate off-street parking; inadequate space for necessary or desired expansion.

Obsolescence

Obsolescence, although not a specific criteria in determining substandardness, certainly would be an important factor to consider before making decisions regarding specific buildings. The term involves both structural

and site considerations. The long term viability of the type of structure in its location must be evaluated. A physically sound building simply may no longer be satisfactory for its present or other modern industrial uses.

Opportunities Presented by Renewal

In evaluating obsolescence and other criteria regarding non-residential properties in potential project areas, the City should not overlook the opportunities presented by renewal for assistance to non-residential uses. Two general approaches are possible.

- (a) Retention and renovation by the owner of the existing facility with installation of a buffer zone of some sort to protect surrounding incompatible uses, if any. Additional space might be provided for off-street loading and parking, and for new construction.
- (b) Relocation of the operation into new quarters, nearby, or in another part of the City.

Both approaches would serve to enhance the economic base of the community and would tend to improve land use relationships. In the abstract, the most benefit could be expected to accrue from case (b), but in specific instances case (a) might be more favorable. The suggested procedure is development of a close working relationship between the Redevelopment Agency and the various firms concerned. Although obviously relevant to industrial needs, the general approach is valid for commercial and semi-public uses as well.

These criteria for evaluating non-residential structures should not be applied in a mechanical way because each situation has its individual unique problems. The weighting of the factors involved is a matter of planning experience, skill, and sensitivity to the particular situation. These criteria are too detailed and too individual to permit their use at the CRP level of analysis. For the CRP studies we have rated as deficient only those buildings with substantial structural deterioration. Where they involve important environmental considerations, these are discussed as part of the environmental analysis of the neighborhood. The purpose of these detailed criteria is to provide guidance in dealing with non-residential uses and blight in the project planning stage.

Determination of Urban Renewal Action Necessary

The previous sections, "Identification of Areas", and the "Analysis of the Causes and Degrees of Blight", have dealt with the location of physical blight, the evaluation of factors which gave rise to it, and an examination of its severity in each study area. This work provides the necessary groundwork from which determination can be made of urban renewal action needed to fight against both the causes and results of blight. In the Middletown CRP studies of the identification and analysis of existing and incipient blight have been utilized to determine treatment appropriate to its removal and to the prevention of new blight. The proposed renewal treatment for various areas under study is discussed in detail in the Report on High Priority Study Area, particularly in Chapters 3, 4, and 10. See also Plate 8-2 in that report. These proposals are for a practical action program that can go into effect in the immediate future. Long-range proposals for renewal treatment are made in this report, particularly in Chapters 3 and 4.

Certain other factors, which have also been investigated, have influenced the determination of appropriate renewal action in various areas. These include the following:

(a) Establishment of Proper Land Uses

Proposing an over-all distribution and relationship of the various land uses throughout the community is the province of the General Plan (also referred to as City Plan Commission Plan of Development). More detailed arrangements for specific areas may be developed during individual project planning. At the CRP level, however, the over-all land use arrangements have been guided by preliminary proposals of the Plan of Development Interim Report* revision study. Within each suggested renewal area generalized land use patterns are proposed and their implications discussed. Renewal can serve at least two functions with regard to land use relationships:

- (1) Maintenance and strengthening of existing uses when no change in use is proposed. Although this seems to imply conservation and rehabilitation it does not preclude clearance and redevelopment with the same land use as existed previously.

*City Plan Commission, 1964, Report prepared by Technical Planning Associates.

- (2) The bringing about of desired changes in land use when this is proposed by the General Plan. This approach almost invariably requires considerable clearance.

Whether either or both of these objectives can be accomplished through renewal depends also on a number of other factors, but the land use consideration is a vital one.

(b) Land Use Standards

The CRP studies have made a thorough examination of the community to determine which areas are in need of renewal treatment. Determinations have been made regarding the type of treatment appropriate for each study area. Land uses, whether the same or different, are proposed for each renewal area. The next step is the development of land use standards to guide the effectuation process, whether it involves conservation, or redevelopment, or both.

In the project planning stage of renewal, specific land use controls are developed as part of the urban renewal plan. These controls are established to assure that the finished product will incorporate the desired land use standards. As part of the CRP a series of guide controls have been developed and these are presented in Appendix 7 of this report. This material is intended only to serve as a guide for the establishment of specific land use controls at the project planning stage. They are intended to provide broad development objectives for both conservation and redevelopment activities. These guide controls should not be taken as an absolute authority, however, because new ideas and techniques are constantly being devised. Furthermore, each project area contains its own idiosyncrasies. Therefore, for each renewal project the guide controls should be reevaluated for their application to the specific situation.

(c) The Extent of Economic Marketability

A detailed land utilization and marketability study has been undertaken in conjunction with the CRP analysis. During the course of that study numerous economic and statistical analyses were made. The past, present and possible future development patterns were considered. This study has established estimates of the extent of economic marketability for the range of land uses deemed suitable for each study area. These estimates of potential land marketability have guided each step of the formulation of a proposed renewal program. They have helped determine the extent of proposed clearance, and where clearance and redevelopment have been considered the appropriate activity marketability estimates have guided the selection of land uses for each redevelopment area. Land disposition and marketability factors are the subject of an entire chapter in the Report on

High Priority Study Area. They are also discussed with regard to all other areas for which renewal treatment is proposed.

(d) Adequacy and Condition of Public and Semi-Public Facilities

The adequacy and condition of public and semi-public facilities including such items as streets, utilities, schools, recreation facilities, and public transportation have been evaluated in each of the various study areas. The methods by which this has been done were discussed at some length in the previous section, Analysis of Causes and Degrees of Blight on page 18. The adequacy of specific facilities in specific study areas are discussed in Chapters 3 and 4 of the Report on High Priority Study Area, and in Chapter 3 and Appendix 6 of this report. In every case where renewal activity is proposed it is also proposed to make necessary improvements in public and semi-public facilities. This is to be done as a part of renewal activity whenever possible. In certain areas this consideration partly determines the type of renewal treatment needed. The installation of certain facilities may require additional land which can be provided only through judicious clearance. Every effort has been made to follow the recommendations of the Plan of Development Interim Report regarding the provision of these facilities and their locations.

It should be noted that a program of voluntary rehabilitation by property owners is unlikely to be successful without a concerted effort by the municipality to improve public services and facilities where these are found to be inadequate. The provision of such facilities is equally important for clearance and redevelopment areas. Land disposition and marketability are jeopardized unless there is a firm commitment for the provision of necessary services and facilities.

(e) Determination of Neighborhood Desires and Attitudes

Surveys and interviews to determine neighborhood desires and attitudes formed a major portion of CRP field work. These surveys were referred to in the previous section, "Analysis of Causes and Degrees of Blight", pages 18 and 20. Large portions of the high priority study area were covered by family attitude surveys and certain other areas were covered as well. Map "Type of Survey Completed", page 19 indicates which blocks were included in the attitude surveys. In the sections selected for this particular survey, approximately 20 percent of the families were interviewed. A fairly detailed questionnaire form was used by the interviewer in order to get as complete a picture as the interviewee wished to give. The form included such questions as:

Do you have any relatives living in this neighborhood?

What features of the neighborhood do you find especially desirable or attractive?

Do you think this neighborhood is any different now from what it was when you first moved here?

Do you think the area will be any different in the next five years, or do you think it will remain pretty much the same?

Each respondent was then asked whether or not he was satisfied about each of the following characteristics of his neighborhood:

location of school; transportation services; availability of parks and playgrounds; adequacy of city services; street lighting; street conditions; parking space; number of trees and the appearance of yards and lawns; size of lots; pattern of streets; type of people living in the area; general condition of other houses in neighborhood.

A copy of the complete interview form can be found in Appendix 8.

The results of this survey were tabulated and examined carefully. It was able to provide an insight into the feelings and aspirations of the people that no other source could have matched. The information not only aided in determining the type of urban renewal treatment, if any, that was appropriate, but also helped point out specific tasks for renewal to accomplish in each area. The most detailed evaluation of the family attitude surveys is found in Chapter 4 of the Report on High Priority Study Area. Somewhat less detailed analyses are also used in the neighborhood analysis portion of this report, Chapter 3.

(f) Economic and Social Implications

CRP studies include evaluations of the economic and social implications of the various possible kinds of appropriate renewal actions. Relatively detailed cost estimates and financial tabulations are worked out for various possible combinations of renewal activity in the first priority study area. See particularly Chapters 6 and 10 in the Report on High Priority Study Area. These estimated costs were a fundamental consideration in evaluating the type of renewal action appropriate in each area and in determining the extent of the contemplated program. Financial implications with regard to the means of financing renewal were also evaluated. The Report on High Priority Study Area analyzes in detail the effects of institutional expansion on the cost of renewal. This factor is discussed more fully in another portion of this chapter. See page 33. The potential economic effects of renewal action were studied. Contemplated changes in property tax revenue after renewal were examined for their long range effect. Estimates are made

of the potential value of construction generated by the renewal program. This would include private investment, university development, and City construction of public facilities. Evaluation is made of the increased market drawing power of a revitalized central business district. The Land Utilization and Marketability Study* is taken into consideration in all matters relating to redevelopment and economic prospects. Each of these factors contributed to the formulation of the program proposed in the high priority study.

The primary social implications of renewal in Middletown will relate closely to housing problems. The size and characteristics of the potential relocation loads were important considerations in the development of an action program proposal. The relocation load resulting from renewal activity in individual sections of study areas was estimated. This procedure permitted evaluation of the impact of projects made up of various combinations of blocks. A vigorous program of new housing construction is proposed, particularly for relocation. This program would provide much greater housing opportunities for families of low and moderate income, particularly for minority group families.

A number of social factors were carefully considered in determining the types of renewal action appropriate for each area. Inquiry was made regarding neighborhood-kinship ties to see if extended-family groups lived in close proximity in certain neighborhoods. The attitude of families toward their neighborhood, including their participation in clubs and other social groups was considered. These factors would contribute toward a decision between clearance or conservation for certain areas. This material is discussed in Chapter 4 and 5 in the Report on High Priority Study Area and in Chapters 3 and 6 of this report.

(g) Role of Citizens' Groups

The role of city-wide and neighborhood citizens' groups has been examined to determine how these organizations can best be utilized to further the CRP. It has been the intention of the City administration from the beginning that the citizens of Middletown would have opportunity to participate in the preparation of the CRP. To this end a list of local organizations was compiled and reviewed. Neighborhood organizations, as such, do not seem to exist in Middletown. The City is not so large that community-wide organizations are infeasible, and most groups therefore have memberships from throughout the City. The notable exception to this pattern is the neighborhood PTA groups, which are primarily concerned with individual schools, and to some extent, the surrounding neighborhoods.

*Middletown Redevelopment Agency, 1964. Report prepared by Raymond and May Associates as part of the CRP studies.

To further the participation of citizens groups, the Redevelopment Agency arranged a series of public meetings with a cross-section of local organizations. Included were the joint PTA groups, the mayor's Redevelopment Advisory Committee and its subcommittee heads, the NAACP, the Rotary, the Real Estate Board, the Central Labor Union, and the League of Women Voters. These meetings had three essential functions: (1) to explain the purpose and procedures of the CRP studies; (2) to get ideas, opinions and recommendations regarding the program itself; and (3) to get an evaluation of neighborhood needs and conditions from the citizens taking part. These meetings included discussion periods during which those attending were encouraged to make comments and suggestions regarding the CRP. In addition, questionnaires were handed out, giving each person a chance to put down his ideas in more detail. Each returned questionnaire was given consideration and evaluation during the preparation of the CRP.

As the CRP has progressed the Redevelopment Agency has continued to work closely with local groups and organizations. It contemplates an on-going program of information and idea exchange. This process will enable the program to conform more closely to over-all community needs and desires. It will also assist in the development of the necessary broad base of support for the program.

A prominent element of citizens' participation is the top-level group appointed by the mayor, called the Mayor's Redevelopment Advisory Committee. In the early stages of the CRP it became evident that the Citizens' Advisory Committee which had been operating in conjunction with the Center Street project had ceased to be active. A meeting was held with interested members of the old committee, and the function of the group in the renewal program was discussed at length. Out of this discussion came a reorganization of the committee with its new name, Mayor's Redevelopment Advisory Committee. This group has taken an active interest in the progress of the CRP and of the General Plan revisions, now in progress. It has contributed ideas and assistance to the CRP studies. The group has been an important sounding board for the administration in evaluating preliminary CRP proposals. It is contemplated that members of this committee will act as a bridge between the Redevelopment Agency and the people, in explaining the proposed renewal program and in building up support for it.

(h) Plans for Institutional Expansion

Under Section 112 of Title I of the U.S. Housing Act, expenditures made by or in behalf of an eligible educational institution or hospital for land acquisition, demolition, and relocation may be offered as non-cash local grants-in-aid. To be eligible as non-cash local grants-in-aid, these expenditures must have been made by an eligible educational institution or

hospital, or by a corporation or authority acting on their behalf. The property must consist of parcels which are within, adjacent to, or in the immediate vicinity of the project to which the credit is to be applied. This latter requirement has been specified to mean within one quarter of a mile of one boundary of the project. The subject properties must be retained for redevelopment or rehabilitation for educational or hospital uses in accordance with approved development plans.

These provisions are extremely important for Middletown because of the significant expenditures made by Wesleyan University in the past several years. A high proportion of these expenditures appears to be eligible under Section 112. To the extent that the City can take advantage of these credits, the local financing of renewal costs will be reduced. A series of discussions have been held with University officials in an attempt to work out a program in which City-University cooperation can be undertaken to the City's advantage. The importance of the potential University credits has had a great deal to do with the delineation of the first priority study area and the renewal activity proposed for it. For a detailed discussion of these proposals, see all sections of the Report on High Priority Study Area. Financial aspects in particular are discussed in Chapters 6 and 10. The University also helped in providing some of the data discussed in the Report on High Priority Study Area.

Investigation has also been made into the possibility of Section 112 credits accruing from past or contemplated expansion by the Middlesex Memorial Hospital. It appears that a relatively small amount of hospital expenditures may be eligible under these provisions, but they are minor in comparison with those potentially available through City-University cooperation. There is no reason why financial credits could not be received simultaneously from both sources, if they are otherwise eligible. Every effort ought to be made at the project planning stage, therefore, to take advantage of all available Section 112 non-cash grant-in-aid credits.

Evaluation of Local Requirements and Resources

An evaluation of local requirements and resources for undertaking renewal and related activities has been undertaken. This evaluation consists of studies of requirements and resources for financing renewal, adequately relocating families and businesses, marketability of land and administering renewal and related programs.

Financial Study

Relatively detailed cost estimates and financial tabulations have been worked out for various possible combinations of renewal activity in the first priority study area. See particularly Chapters 6 and 10 in the Report on High Priority Study Area. The proposed renewal program in the first priority area is of such a magnitude that, if undertaken in full, it will occupy much of the City's renewal attention for the next several years, possibly for as long as ten years.

In evaluating the local requirements and resources for renewal, cost estimates were made for all aspects of renewal activities in each study area. Items for which estimates were made included the following: administrative expenses, survey and planning, legal costs, appraisals, incidental engineering, land acquisition, demolition, project improvements, supporting facilities, interest payments, federal project inspection, and contingencies. Sharing of renewal costs is shown, based on the present state and federal laws.

Relocation Study

Detailed estimates have been made of the relocation load resulting from proposed renewal activities in the first priority study area. This data is broken down by type of housing required, and by rental level or general sales price range. See Chapter 5 in the Report on High Priority Study Area. Estimates are also made for relocation needs resulting from long-range renewal activities in other parts of the City. New housing needs arising out of normal increase in demand due to population expansion have been taken into consideration in determining long-range relocation needs and resources.

An evaluation has been made of relocation resources currently available or likely to be made available through normal construction and turnover. Recommendations have been made regarding relocation resources to be provided by

proposed renewal action and by other private programs that may be encouraged or undertaken by the municipality. Proposed generalized locations for such resources are discussed in Chapter 5 of the Report on High Priority Study Area.

Administration

Suggestions have been made for the administrative organization required to carry out the proposed urban renewal program. These take into consideration the evaluation of present administrative procedures in Middletown, as well as current practice in the renewal field throughout Connecticut. See Chapter 7 of this report for the discussion of renewal administration.

Effectuation of the Community Renewal Program

Based on the determination of necessary actions for elimination and prevention of blight and on the evaluation of local requirements and resources, a long range program for community renewal is proposed. This program includes the establishment of the following for each study area:

- (1) proposed generalized land uses as related to renewal objectives, market potential, and the General Plan.
- (2) Types of renewal action proposed for each study area or sub-area where applicable.
- (3) proposed new public facilities and improvements to existing public facilities.
- (4) proposed planning and design criteria in terms of meeting renewal objectives.

This material is discussed in detail in the Report on High Priority Study Area and in more generalized form in this report.

A generalized staging schedule for implementation of Community Renewal Plan elements is a part of the "Action Proposals" in the Report on High Priority Study Area.

In all CRP reports the results of structural and other surveys are reported by block so that later surveys can make relevant comparisons, and updating can take place. Maps are included which indicate which blocks have had the benefit of detailed surveys and which have not.

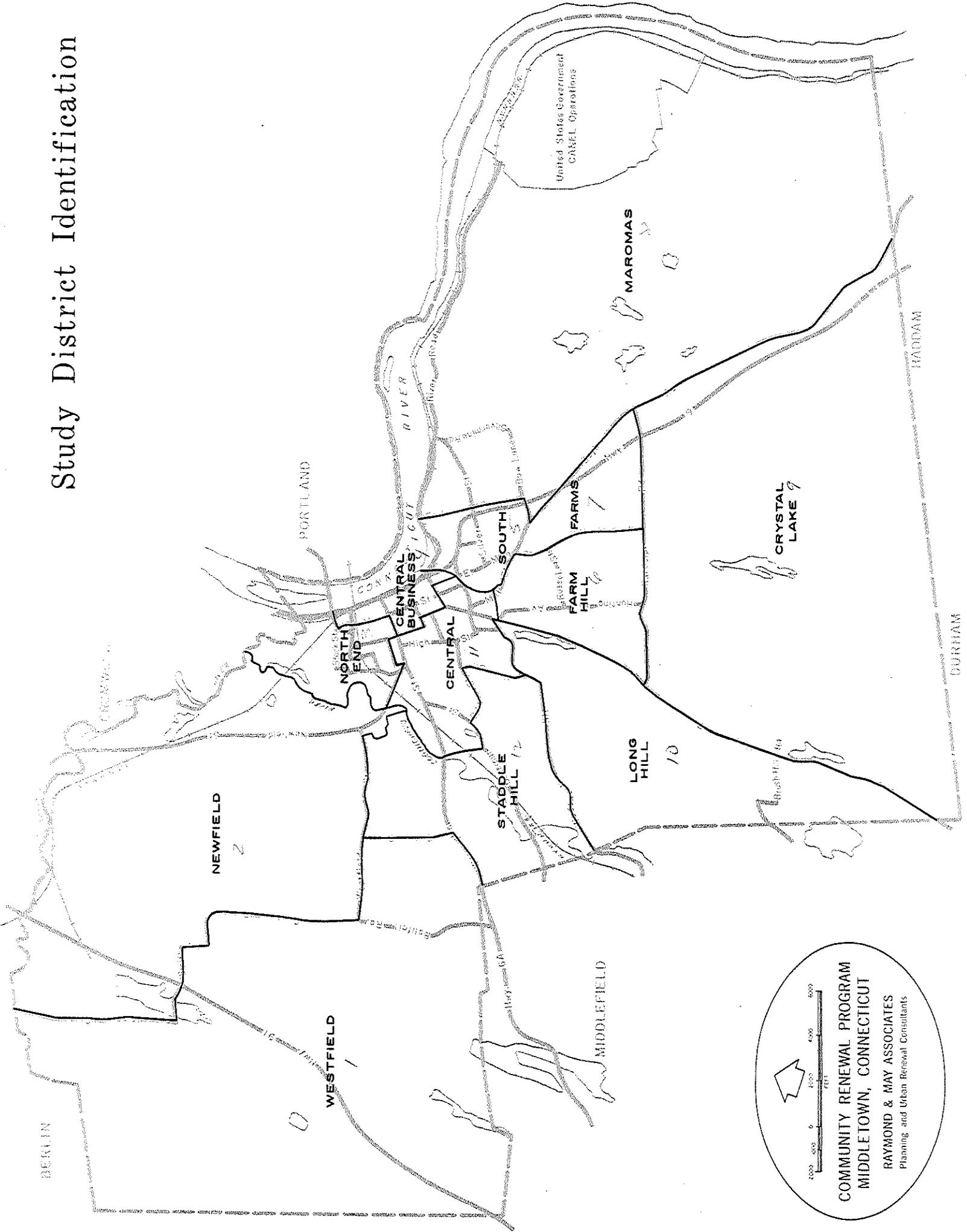
Chapter 3

Study District Analysis

The study district analyses of the Community Renewal Program are relatively detailed evaluations of the needs and potentialities of the various neighborhoods of the City. Existing structural and environmental conditions were investigated. Wherever possible, family attitudes were surveyed and analyzed. Other relevant factors were also considered. These evaluations permit each neighborhood to be related to future urban renewal programming.

The most detailed neighborhood analyses (Study District Analyses) were prepared for the section of the City discussed in the Report on High Priority Study Areas. The high priority area contains major portions of two study districts, Central Study District, and Central Business Study District, and much smaller portions of two others, Staddle Hill Study District, and Long Hill Study District. The portions of these districts included in the high priority study area will not be covered again in this report. The subject of this chapter is the analysis of those study districts, or parts of study districts, not included in the high priority study area.

Study District Identification



Central Business Study District

Although well over half of the Central Business Study District is included in the high priority study area, several important sections are not. They are the St. John's area (Section XI, Blocks 1, 2, and 3), the Rapallo-Ferry Street area (Section X, Blocks 4-7), and the Washington-College Street area (Section IX). Each of these sections lies entirely to the east of Main Street. See map on page 43.

The latter of these sections, the Washington-College Street area, (Section IX), is located in the heart of Middletown's business center, and includes some of the City's most important commercial establishments. It is the portion of the City either previously redeveloped or presently undergoing redevelopment. The Center Street Project, Connecticut R-19, is composed of Blocks 13 and 14; as redeveloped it will be a single block. The river front portion of Block 8 was the City's first renewal area, and as a result it contains the modern and attractive Municipal and County office buildings. Other structures in the block are generally in good condition. No further renewal treatment is proposed for this section at this time.

Rapallo-Ferry Street Section

A second section of the Central Business Study District, the Rapallo-Ferry Street area, is not in a comparably sound physical condition. This section, one of the oldest settlements in the City, is characterized by old and obsolete buildings, many of them of frame construction. Most of the dwelling units are contained in obsolete tenement type buildings.

The condition of structures by block is as follows:

TABLE 3-1

CONDITION OF STRUCTURES IN RAPALLO-FERRY STREET
SECTION OF CENTRAL BUSINESS STUDY DISTRICT

SECTION X

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
4	0	2	100%	5	3	38%	5	5	50%
5	6	10	63	3	3	50	9	13	59
6	10	20	67	3	1	25	13	21	62
7	16	16	50	8	5	38	24	21	47
Total	32	48	60%	19	12	39%	51	60	54%

*Abbreviations used in Structural Condition Tables

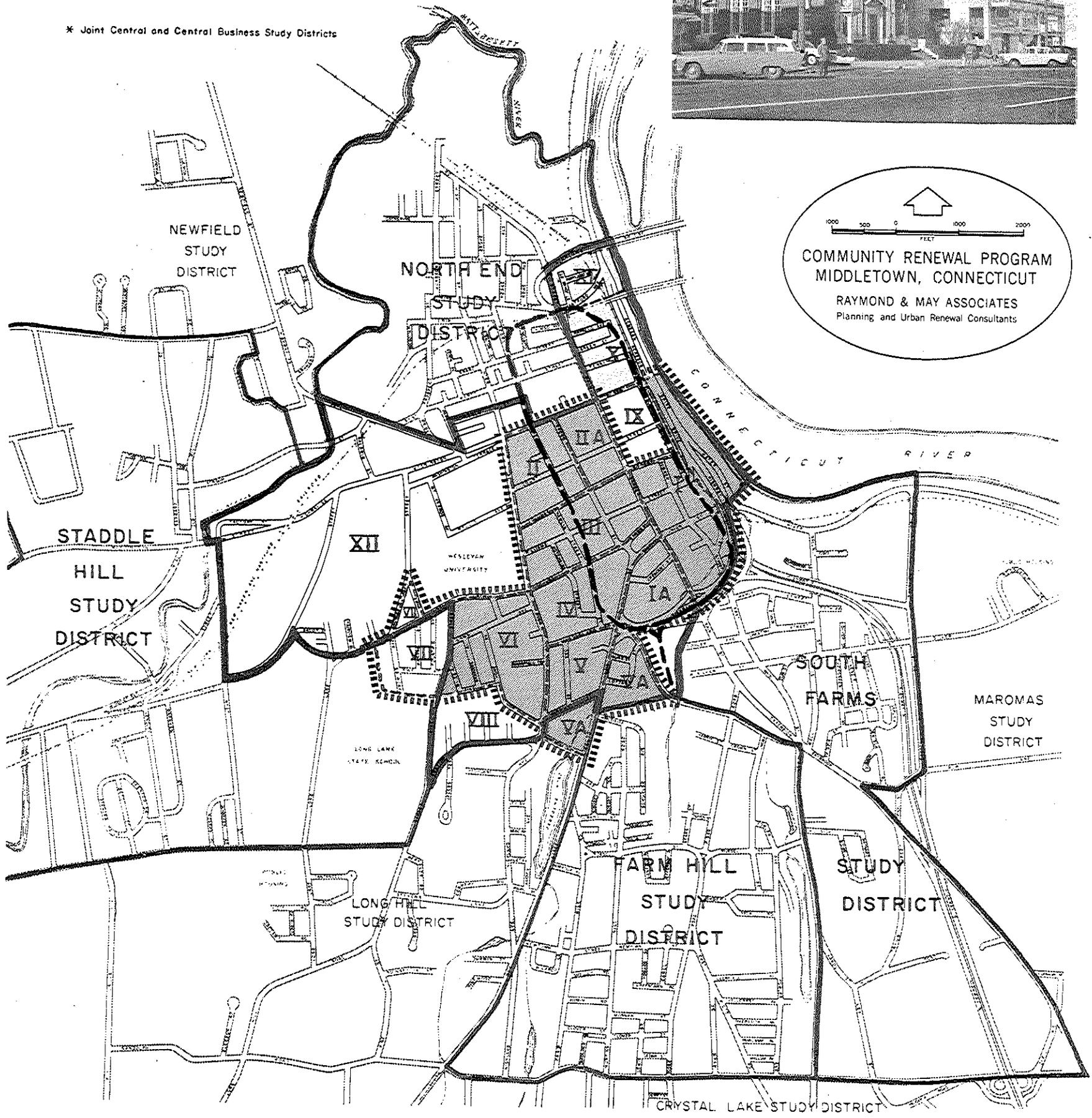
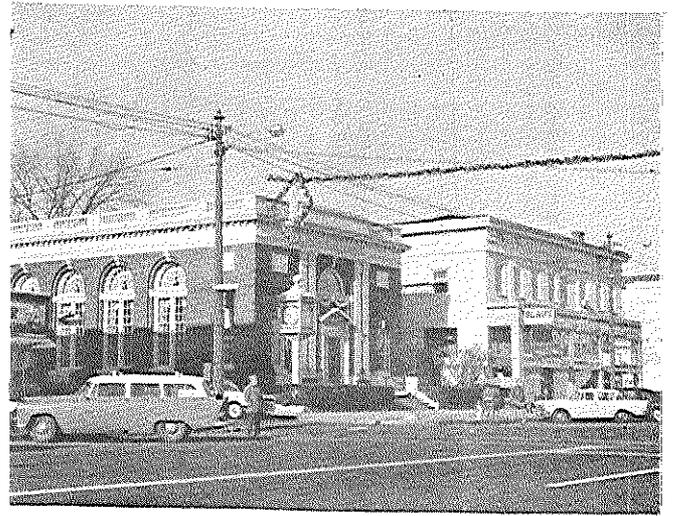
Std. - Standard

Def. - Deficient or with deficiencies

Central Study District *

-  First Priority Area
-  Second Priority Area
-  High Priority Study Area Boundary
-  Section Boundary
-  Thoroughfare proposed by Planning Commission

* Joint Central and Central Business Study Districts




 1000 500 0 1000 2000
 FEET
COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT
 RAYMOND & MAY ASSOCIATES
 Planning and Urban Renewal Consultants

The statistics in Table 3-1, which indicate severe structural blight, do not give a complete picture. Although the exteriors of a majority of structures are deficient, many of the dwelling units have been carefully maintained and are in sound condition. This occurs to a greater degree than would be expected judging from exterior surveys alone. Some of the tenements in this section are in very poor condition and provide generally unsatisfactory living conditions. Others have been well kept up and, although old, are in sound condition. A number of structures in the area are without central heating, and this factor, a serious deficiency, reduces the percentage of sound structures.

The most prominent, and probably the most important environmental feature of the section is the overcrowding of buildings on the land. The section is densely built-up and congested. It is probably the most physically crowded area in the City. Lots are small. Streets are narrow and filled with parked cars. There is very little usable open space.

The section essentially is made up of two parts, the Main Street frontage and the remainder. Both portions contain a rather thorough intermixture of land uses. The Main Street frontage is composed of commercial enterprises with residential uses often found on the upper floors. Block 4, the most northerly in the section, is almost entirely in non-residential land use, except for two rooming houses, on or near the Main Street frontage. In the rest of the section a miscellaneous group of commercial activities is scattered among multi-family housing. Certain of the commercial uses are incompatible with sound housing conditions.

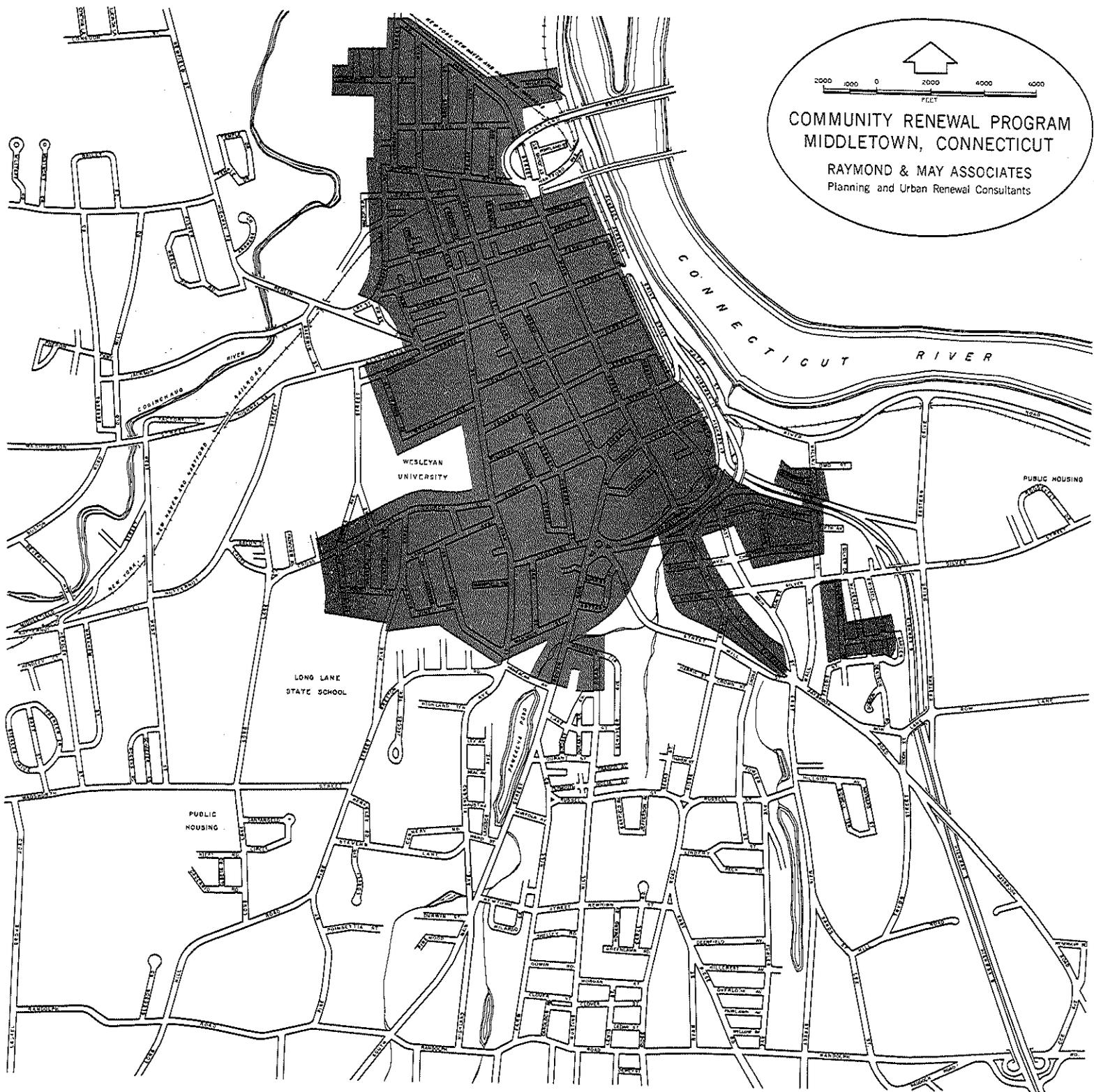
This section shares, along with all the older portions of the City, the obsolete combined storm-sanitary sewer system*.

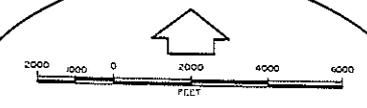
St. Sebastian's Parochial School, located in Block 6, is one of the more important individual uses in the area. The structure, however, is old and somewhat obsolete, and the playground is far too small and inadequate.

Community feelings, as represented by the attitudes of City officials, section residents, and other Middletown citizens, are somewhat contradictory regarding the area. The section is among those with a relatively high incidence of social and health problems, based on case loads reported by the District Nurse Association and the Catholic Charities. The easterly end of Block 6 is one of the areas listed by the City Health Director as containing housing units having serious health, sanitary and/or structural deficiencies. The entire section was designated by the Director of Welfare as having a concentration of families in need of welfare assistance**.

*See Map "Areas Served by Combined Storm and Sanitary Sewer System" on page 45, and Appendix 6.

**See Map page 118.




 COMMUNITY RENEWAL PROGRAM
 MIDDLETOWN, CONNECTICUT
 RAYMOND & MAY ASSOCIATES
 Planning and Urban Renewal Consultants

Area Served by Combined Storm & Sanitary Sewer System

SOURCE: Information Supplied by Public Works Department

In the various questionnaires undertaken as part of the CRP analysis this section of the City was mentioned numerous times as having a high priority for renewal action. Some respondents specifically called for clearance treatment, using such terms as "a fire hazard". However, a number of persons expressed considerable misgivings, or even vigorous opposition, to the idea of a program of clearance for the area. Those who are closest to the area in terms of direct and personal contact tend to be the most sympathetic toward it. The residents' strong ethnic and personal ties to the area have been emphasized many times. A large percentage of the families have Italian or Sicilian backgrounds. Many of them have lived in the neighborhood all of their lives or since coming to this country. They have been described as having a high degree of personal pride in their homes. One local citizen, familiar with the area, reported that the older residents of the area like the congested, crowded urban atmosphere with its many opportunities for casual neighborly contact and close kinship ties. Another suggested that some of the families wouldn't live anywhere else.

Our survey of family attitudes in the section tended to bear out all of these contentions to some degree. They were, however, revealed to be generalizations, with a considerable variety of individual attitudes being expressed. The great majority of householders are tenants rather than owners, as would be expected in an area of predominantly multi-family housing. Perhaps the most significant social factor is that 55 percent of families do have relatives living in the neighborhood. Inspection of the survey sheets indicates a high proportion of apparently Italian names.

Although some families have occupied their present dwelling units for a number of years, there is a considerable turnover in housing occupancy in the section. The sample survey found the median length of dwelling unit occupancy in Block 5 to be 4 years, and 10 years in Block 7. About 32 percent of residents have lived in the same dwelling unit 10 years or longer. On the other hand, almost the same percentage, (actually 29%) have lived in the section one year or less. This indicates that housing occupancy is not, by any means, static.

The section is not dominated by a single age group, but contains a wide variety of different ages. The median age of household heads is just under 50 years. There are a significant number of elderly persons and couples.

Section residents expressed a number of reasons for favoring their neighborhood. It is centrally located, convenient, and there is a view of the river. A number of families mentioned the importance of having relatives in the building or neighborhood. Some emphasized contacts with neighbors. Several respondents favored their inexpensive rents.

On the other hand, residents also found much to complain about. Some disliked the congestion. Others mentioned the lack of parks and playgrounds, the noise, inadequate parking space, not enough trees and lots too small.

On balance, however, residents appear to be quite satisfied with the section, based on their intention to continue living there. When asked about moving plans, 89 percent said they definitely planned to stay, 9 percent said they definitely planned to move, and the remaining 2 percent said they had thought about moving.

The preliminary general plan proposes that the section be utilized for commercial, office and residential uses. These are, in general, the uses that presently exist in the area. The preliminary general plan also proposes the extension of DeKoven Drive through the section to form a part of an inner loop collector and distribution roadway for the central business district.

The Rapallo-Ferry Street Section is one of the most difficult parts of the City to evaluate properly in terms of future renewal action. On the basis of the traditional measurements, the area is severely blighted, structurally and environmentally, and should be of high priority for renewal treatment. There exists the additional factor of the exceptionally close ties to the area which many of its residents seem to have. The obvious solution, then, would seem to be a program of rehabilitation and conservation. But the environmental deficiencies of the area do not lend themselves to significant improvement through conservation tools. The primary problems of the section, congestion, small lots, inadequate open space, would still exist even if all of the buildings were completely fixed up. Just as serious, many of the structures are obsolete types that would not lend themselves to economically feasible renovation. For these reasons, the indicated renewal treatment seems to be largely clearance with conservation of good buildings wherever possible.

Several factors, however, combine to oppose the delineation of a clearance program in this area in the near future. The social cohesiveness of the section is a very important consideration. In addition, there does not appear to be any strong pressure for immediate redevelopment of the land. The proposed renewal program in the first priority study area will have the advantage over this section in terms of land disposition. Regarding present conditions within the section, the careful upkeep of individual apartments would seem to indicate that the area does have the potential for continued adequate livability for a limited, but indefinite, period of time.

There are many factors that favor renewal treatment, including redevelopment, for the section. The area clearly is blighted, both structurally and environmentally. Because the present commercial, office and residential uses are generally in obsolete buildings, their future economic usefulness is limited in time. There is likely to be an additional tendency that residents' exceptionally

close ties to the neighborhood will gradually weaken with time. There is already a considerable turnover in occupancy. The attitude surveys indicate that the newer families are less satisfied with the section's living accommodations; they are objecting to the lack of parks and playgrounds, parking spaces and other amenities. They are more likely to be looking for modern residential quarters than are the old-time residents.

In addition, the future should bring a greater pressure for assembly of the land for redevelopment.

✓ The area is prime in terms of City development. Adjacent to the core blocks of the business district, it is superbly situated to receive new top quality development in which commercial and office uses would be carefully interrelated with modern downtown apartments, possibly including residential high-rise buildings. The section's attractions as a residential area would be essentially the same as those the present residents mention: the convenience of its central location; its easy access to the varied activities of the central business district; and the river view.

Certain long-standing local objectives can be achieved through renewal in this area. The present downtown traffic pattern is seriously inadequate; it can only become more overburdened as traffic pressures continue to increase. Important improvements to the downtown street system are proposed as part of the first priority area activities; included is the inner loop roadway mentioned above. Its extension through the area under discussion will make its suggested redevelopment possible. Its installation as a part of urban renewal activities will be of major financial advantage to the City. The same is true for the installation of new storm and sanitary sewers to replace the existing inadequate and outmoded system*. New housing may be constructed to at least replace the units which would have to be removed. New commercial development would continue the strengthening of the business district, which would have begun in the first priority area. Equally important, it would almost surely result in an increase in tax revenues from the area.

2nd
Priority
Area

After taking all factors into consideration, we have designated the section as a second priority area for renewal treatment. (See Map "Proposed Community Renewal Program" in back cover pocket.) We recommend that no specific action be taken until renewal activity in the first priority study area is well under way. At that time the conditions discussed here should be reviewed, and renewal timing reevaluated in terms of the then current situation. In the interim we recommend the use of code enforcement as a holding action. We further suggest that a strong public information program be instituted for this area to allow any

*See Map, "Area Served by Combined Storm and Sanitary Sewer System", page 45.

fears residents may have about early clearance type renewal activities. It should be pointed out to them that, if any publicly sponsored redevelopment activity is to take place--it is many years away, and that voluntary rehabilitation efforts by the owners are very much warranted.

St. John's Section

The last section of the Central Business Study District to be considered is the St. John's area. This section is dominated by the institutional grouping of St. John's Church, School and Convent. Block 3, which contains both the Church and the school, also contains a cemetery. Block 1 contains the convent and other church related buildings. The remainder of the area is almost entirely residential. The structural condition of residential uses is generally not sound, as indicated by Table 3-2.

TABLE 3-2

CONDITION OF STRUCTURES IN ST. JOHN'S SECTION
OF CENTRAL BUSINESS STUDY DISTRICT

SECTION XI

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
1	5	7	58%	1	0	0	6	7	54%
2	3	7	70%	1	1	50%	4	8	67%
3	0	0	0%	2	0	0	2	0	0
Total	8	14	64%	4	1	20%	12	15	55%

The residential portions of Blocks 1 and 2 are densely developed with a minimum of open space. The residential buildings are generally old and of frame construction. Virtually all are multi-family dwellings. Obsolete building types and the overcrowding of buildings on the land are the most serious environmental deficiencies in the section. The area's combined storm-sanitary sewer system is also considered obsolete and inadequate.

With regard to family characteristics and attitudes, about 35 percent of families interviewed are home owners. The median age of household-head is 49 years. There is a variety of age groupings, but weighted on the elderly side. The median length of dwelling unit occupancy is 10 years. Approximately 30 percent of families interviewed had lived in their present dwelling two years or less; only 15 percent had been there one year or less. Slightly under 50 percent of residents had relatives living in the neighborhood. In this respect, the section appears to be somewhat of an extension of the Rapallo-Ferry Street section discussed above. About 70 percent of respondents said they planned to continue living where they are. The rest were only thinking about moving. Of these, about half wanted to move because they didn't like the neighborhood. Residents were predominantly favorable in their descriptions of the neighborhood. Several respondents mentioned the desirability of having relatives living nearby. Some liked to be close to the church. Others feel it is a friendly neighborhood. The relatively low rentals are important to many of the residents. By and large residents seem satisfied with neighborhood services and facilities.

The preliminary general plan is not specific as to proposed future land use in the section. This neighborhood analysis suggests that two uses are most appropriate; extension of the institutional complex, and/or continuation of residential use.

In terms of future renewal programming, the situation in this section is very much similar to that in the Rapallo-Ferry Street area. It does not lend itself to long-term rehabilitation treatment. The buildings themselves probably would not have long-term economic viability, even if renovated. But perhaps more important, a conservation program would not eliminate environmental deficiencies. Under a program of code enforcement, the area appears suitable for continued residential use for a limited, but indefinite period of time. The section would lend itself well to restudy, in perhaps five years, along with the Rapallo-Ferry Street Section, and perhaps to concurrent renewal treatment. In the meantime a public information program similar to that suggested for the Rapallo-Ferry Street section is proposed.

North End Study District

Because the North End is one of the older areas of the City, it has been rather thoroughly surveyed as part of the CRP analysis. This district has somewhat more traditional "neighborhood identity" than do most other parts of Middletown. That is, many of its residents readily identify their neighborhood as "The North End".

The North End Study District is almost completely built up. It is characterized by older, rather closely spaced, frame houses. It also contains a few relatively new houses. Much of the housing is in multi-family dwellings, but some blocks contain almost entirely single family dwellings. In most sections of the North End, residential buildings are generally well maintained. Its blocks range from quite attractive to rather plain, with a few rather drab in appearance. Aside from the central business district, the North End is probably the most intensely developed part of Middletown.

The study district is predominantly residential, but it also contains some non-residential land use. There is a considerable concentration of industrial operation in the northerly portion of the district, particularly along North Main Street. A second significant industrial concentration is located on Kings Ave., just off Main Street. It is largely made up of the EIS Corporation. A single railroad line virtually bisects the district. The line is not heavily used, but even more importantly, it is located in a deep cut all the way through the district. It has, therefore, little, if any, adverse affect on nearby development.

The primary commercial concentration is the Main Street frontage. Some of the buildings contain residential uses on upper floors. There is a scattering of small commercial enterprises in other sections of the North End. For the most part these are compatible with existing uses.

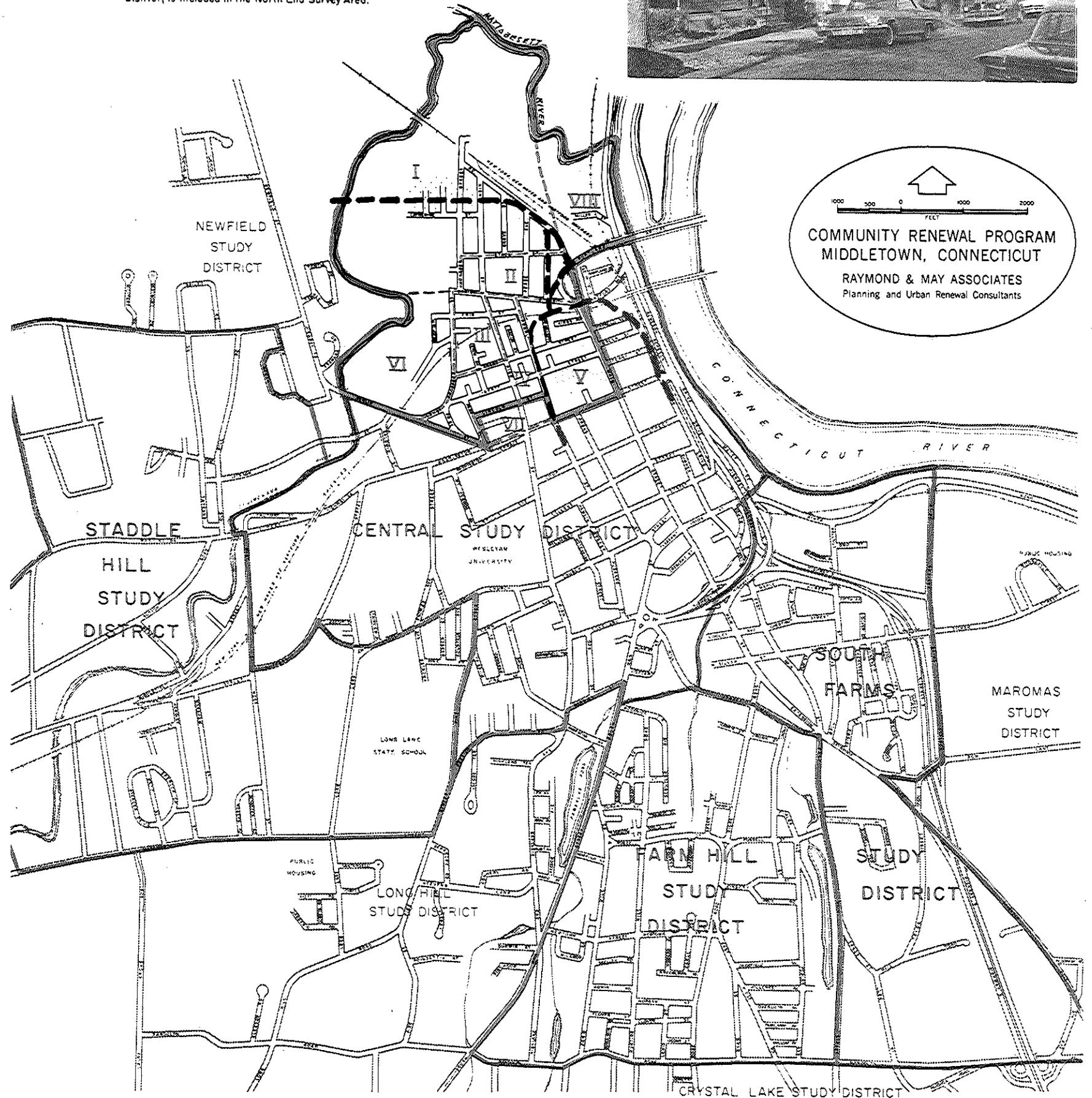
The district also contains a number of public and semi-public uses. The most important of these is MacDonough School and the adjacent playground in Block 36. The largest in terms of area is the St. John's Cemetery on Johnson Street, and a smaller cemetery on Liberty Street in Block 61. Wesleyan University occupies several buildings on the northerly side of Washington Street. Other smaller, semi-public uses also exist within the area.

Structural condition, based on CRP surveys, is shown in the following tables. Block and Section numbers are shown on page 52.

North End Study District

-  Second Priority Area
-  Third Priority Area
-  Section Boundary
-  Thoroughfare proposed by Planning Commission

Note: Entire North End Study District is a Survey Area. Section VII, statistically a part of Central Study District, is included in the North End Survey Area.



CONDITION OF STRUCTURES IN
NORTH END STUDY DISTRICT

TABLE 3-3

NORTH END, SECTION I

Block Number	Residential			Non-Residential			Total		
	Std.*	Def.	%	Std.	Def.	%	Std.	Def.	%
6 & 30	4	3	43%	2	1	33%	6	4	40%
27	0	0	--	2	1	33	2	1	33
28	13	7	35	2	0	0	15	7	32
29	20	10	33	2	0	0	22	10	31
31	14	4	22	2	0	0	16	4	20
32	14	4	22	0	0	0	14	4	22
38	9	3	25	3	0	0	12	3	20
Total	74	31	30%	13	2	13%	87	33	27%

TABLE 3-4

NORTH-END, SECTION II

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	%	Std.	Def.	%	Std.	Def.	%
3-34	5	2	29%	1	0	0	6	2	25%
35	7	6	46	5	2	29	12	8	40
36	19	7	27	2	2	50	21	9	30
37	16	3	16	1	0	0	17	3	15
Total	47	18	28%	9	4	31%	56	22	28%

*Std. = Standard
Def. = Deficient

TABLE 3-5
NORTH END, SECTION III

Block Number	Residential			Non-Residential			Total		
	Std.*	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
46	16	4	20%	0	0	0%	16	4	20%
47	14	7	33	0	0	0	14	7	33
48	19	5	21	1	0	0	20	5	20
49	9	5	36	1	0	0	10	5	33
Total	58	21	27%	2	0	0%	60	21	26%

TABLE 3-6
NORTH END, SECTION IV

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
42	12	5	29	0	0	0%	12	5	29%
43,44,45	29	5	15	1	1	50	30	6	17
53	5	0	0	0	0	0	5	0	0
54	18	3	14	0	0	0	18	3	14
55	18	6	25	0	0	0	18	6	25
56	15	2	12	1	0	0	16	2	11
57	25	3	11	0	0	0	25	3	11
58	16	7	30	0	0	0	16	7	30
59	17	3	15	0	0	0	17	3	15
Total	155	34	18%	2	1	33%	157	35	18%

*Std. = Standard
 Def. = Deficient

TABLE 3-7

NORTH END, SECTION V

Block Number	Residential			Non-Residential			Total		
	Std.*	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
39	11	5	31%	1	2	67%	12	7	37%
40	12	11	48	3	1	25	15	12	45
41	12	5	29	1	0	0	13	5	28
60	20	21	51	6	5	45	26	26	50
61	37	10	21	11	4	27	48	14	23
Total	92	52	36%	22	12	35%	114	64	36%

TABLE 3-8

NORTH END, SECTION VI

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
50	11	0	0%	0	0	0%	11	0	0%
51	7	0	0	0	0	0	7	0	0
52	10	2	17	2	1	33	12	3	20
Total	28	2	7%	2	1	33%	30	3	9%

TABLE 3-9

NORTH END, SECTION VII

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
62	11	2	15%	0	0	0%	11	2	15%
63	14	2	13	1	0	0	15	2	12
Total	25	4	14%	1	0	0%	26	4	13%

*Std. = Standard
Def. = Deficient

In terms of structural condition the North End Study District appears to be essentially a sound area. Certain sections, however, contain a significant amount of structural deficiencies, and in a few blocks the situation is relatively serious. In general, most of the structural deficiencies are found in the northerly and easterly sections of the study district. The southerly and westerly blocks are, on the average, in sounder condition.

Blocks with the most structural deficiencies are clustered north of Liberty Street, generally between Pearl Street and Main Street. At least a portion of Block 36, which contains MacDonough School, would be included in this grouping. Blocks 27 through 30, along North Main Street, also contain a number of structures with deficiencies.

Individual structures in the North End District tend to be well built, and reasonably well maintained. Generally, even when they are found to contain deficiencies, they are basically sound structures; this is not true in all cases, of course. In terms of structural condition, rehabilitation seems feasible for many, perhaps most, buildings with deficiencies. Scattered throughout the entire district there are individual structures lacking central heating, a major deficiency. This condition sometimes occurs in units that are otherwise in fine condition. Since this particular deficiency was uncovered only on the sample interior inspections, the actual number of structures with this deficiency may be larger than indicated in Tables 3-3 through 3-9. In an otherwise sound building it may well be financially feasible to install central heating facilities. This could be determined only on an individual basis, however.

Based on our surveys within the district, and on discussions with local realtors and builders, there appears to be a noticeable amount of voluntary rehabilitation going on in the area on a more or less continuous basis. This is a factor which would tend to indicate long term viability for the neighborhood. Some structures in the North End might be considered obsolete types, and not worth rehabilitating. This decision also would have to be determined on an individual basis.

Environmental factors play an important role in the evaluation of the North End Study District. Although the land is fairly densely built-up, overcrowding of structures on the land is not a serious problem in the study district generally. In certain localized areas, coverage might be considered excessive.

The close interrelationship of industrial and residential land use is probably the most serious environmental problem. This situation exists along the tier of northerly blocks, and in most of the easterly blocks as well--particularly Blocks 27, 28, 29, 30, 34, 35, 39, 40, and 41. One of the factors associated with this land use relationship is air pollution. The Middletown Press reported (January 23, 1964) that,

"Complaints about dirty air in the North End are bombarding city officials with increasing frequency and intensity, the Health Board learned today...

" (Health Director) Palmieri said today the North End condition was not a threat to health but was one of nuisance and property damage. Fallout from smoking industrial stacks is ruining clothesline wash, blackening cars and creeping into houses."

Other adverse influences also stem from this situation. The creation of a buffer zone between the incompatible uses would result in the alleviation of these conditions.

A small section of this study district, primarily blocks 27, 28, and 30 in the North Main Street area, is flood prone. The State of Connecticut Water Resources Commission has prepared a report* on flooding in Middletown. It states,

"At the north end of Middletown where the Mattabesset River joins the Connecticut River, there is a triangle of low lying land that is highly developed, yet still subject to flooding from high water on the Connecticut River. The principal street running through this area is North Main Street."

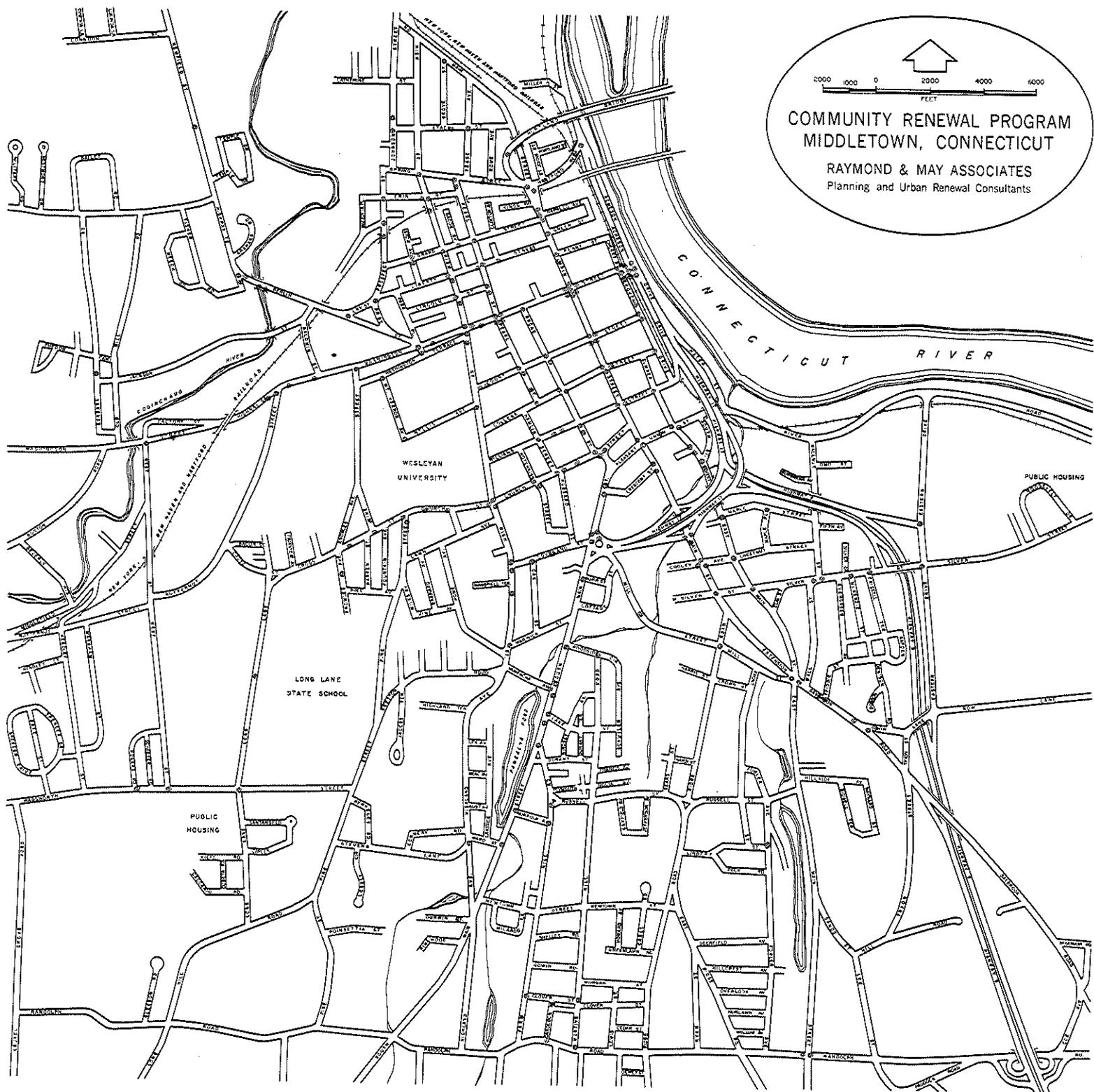
This study goes on to suggest means for flood protection of this section, "Protection will be provided for the North Main Street area by the construction of a dike starting on the south bank of the Coginchaug River near the end of North Main Street at which point land above the design high water is close to the river. This dike will cross the railroad tracks located at that point...and then circle behind a large plant which is built on the bank of the swamp bordering the Mattabesset River. The dike will then turn and run parallel to the railroad tracks, finally tying into high ground again at Miller Street..."

It seems likely that at least a portion of the cost of such a dike would be an eligible project cost for renewal activity undertaken in the North Main Street area.

The North End Study District, in common with the other older portions of the City, is serviced by the obsolete and inadequate combined storm and sanitary sewer system. These facilities should be replaced as soon as the City can undertake the task, and would most logically be handled as a part of urban renewal activities.

Streets in the area are relatively narrow, and are congested with traffic and parked cars. There are a few relatively steep grades in the westerly section. As indicated on the Traffic Accident spot map (page 58) a relatively large number of accidents take place at intersections in the district. The existing streets

*John J. Mozzochi, Local Flood Protection Study; Connecticut River at Middletown, Connecticut, June, 1963. For map of flood prone areas see page 70.



EACH DOT REPRESENTS ONE TRAFFIC ACCIDENT

Traffic Accidents

SOURCE: Middletown Police Department (1962 Records)

would be generally adequate to serve the district's residential areas if through traffic and North End Commercial traffic could be kept off residential streets. Their adequacy would be further enhanced if additional off-street parking could be provided for residents' cars.

The MacDonough School, built in 1925, is considered by the Board of Education Administrative staff to be in very good condition. (Ratings range from good to very good to excellent.) The interim General Plan indicates that the school will be too small to serve estimated future enrollments, although it is adequate for present needs. It further indicates that the present building is suitable for modernization and enlargement as necessary. The existing site of two acres has only 1/2 acre available for playground. There are no off-street parking spaces serving this facility. It appears clear that the site is of inadequate size and should be significantly expanded when possible.

Adjoining the MacDonough School is the only City park in the North End. The Plan of Development Interim Report* says that the park is insufficient for the present need. It goes on to say,

"As this is a compactly developed neighborhood, there should be ample allowance of play space for young children and park space for adults.

"The MacDonough School playground area may be expanded to provide approximately five acres. A second playground further west would help in that part of the neighborhood."

It may be possible to expand both school and park facilities in the North End District through urban renewal activities.

The Plan of Development Interim Report treats the North End Study District in three parts, corresponding generally to the present character of the district. The southeasterly portion, to be bounded by a proposed inner loop road** will be related to the central business district. It is to contain commercial, residential and office uses. The northerly portion of the district is to continue in industrial use. The remainder, the largest portion of the district, is to continue as a residential area.

Important roadways are proposed for this district in the Plan of Development Interim Report. The inner loop road, mentioned above, would likely be constructed in this area only as a part of urban renewal activities. It would

*Report prepared for the City Plan Commission by Technical Planning Associates, 1964.

**For location of new thoroughfares proposed by the City Planning Commission's Plan of Development see map in rear cover pocket. For discussion of traffic circulation deficiencies, see Appendix 6.

separate the business district from the adjacent residential area. Residential uses within the loop would be multi-family construction, and downtown oriented. The inner loop road would provide convenient access to the Main Street-Pearl Street area, which is intended to be the most intensely developed portion of the district. The road would also serve to remove business traffic from the residential streets. Since this mixture of traffic is one of the present serious deficiencies in the North End, the roadway proposal is a very important element in its renewal.

A second proposed roadway would connect to the inner loop road at its northerly end, and then go north and west across the northerly portion of the district. This road would serve one important function for the North End by providing a buffer between industrial uses, which would lie to the north of it, and residential uses to the south. This road would also help to remove business and industrial traffic from residential streets. It would greatly increase access to the industrial section of the area. It appears that this road could also be most feasibly constructed as part of future renewal activity in this district.

Family characteristics and attitudes in the North End also help to determine the scope and direction of future renewal programming in the district. In reviewing the age breakdowns in the various sections, perhaps the most significant factor is the relatively large proportion of older persons and couples. The following table illustrates what proportion of household heads are more than 55, or 65, years old:

TABLE 3-10

PERCENTAGE HOUSEHOLD HEADS OVER:

Section*	55 Years Old	65 Years Old
I	27%	15%
II	45%	35%
III	40%	25%
IV	48%	31%
V	29%	14%
VII	33%	0%

*Section VI not interviewed and therefore not included in these Tables.

It is not clear at this time what effect this factor might have on the future character of the neighborhood, and its needs for specific kinds of public facilities. The meaning of this proportion of somewhat older families is closely

related to the length of dwelling unit occupancy and dwelling unit turnover. Figures on the length of dwelling unit occupancy indicate that the North End Study District has a relatively stable occupancy, but that it is by no means static. No sections have a median length of occupancy of less than four years, and only one is this low. One section has a median of 18 years, another of 15 years. Medians in the teens are common. The median length of dwelling unit occupancy by section is shown in Table 3-11:

TABLE 3-11

MEDIAN LENGTH OF DWELLING UNIT OCCUPANCY

(By Section)

Section	Years
I	9
II	8
III	14
IV	15
V	14
VII	18

Analysis of the percentages of families living in their present dwelling units, less than two years or less than one year, indicates a somewhat higher than average turnover in some sections, but a particularly stable occupancy in others. This confirms the evaluation that the North End does not have a highly transient population. On the other hand, it also tends to indicate that the occupancy is not an entirely static one, having only a growing predominance of older persons. See Table 3-12.

There is a substantial amount of home ownership in the North End. In only one section, Section V, was the percentage very low. The over-all percentage for this district was 47 percent. This compares with approximately 57 percent for the City as a whole. The breakdown by section is shown in Table 3-13.

The North End, like the Rapallo-Ferry Street area of the Central Business Study District, and certain sections of the high priority study area, has a relatively high degree of neighborhood-kinship ties. The amount differs somewhat among the various sections, but remains fairly high throughout. Those sections furthest from the norm of the district are Section V with a low of 26 percent and Section VII with a high of 67 percent. These figures compare with 55 percent in the Rapallo-Ferry Street area. See Table 3-14.

TABLE 3-12

PERCENTAGE OF FAMILIES LIVING IN
PRESENT DWELLING UNIT LESS THAN:

Section	One Year	Two Years
I	18%	18%
II	20%	30%
III	9%	14%
IV	12%	34%
V	23%	41%
VII	0%	17%

TABLE 3-13

TYPE OF HOUSING TENURE, BY SECTION

Section	% Owners	% Renters
I	39%	61%
II	50%	50%
III	67%	33%
IV	52%	48%
V	22%	78%
VII	50%	50%
Overall North End	47%	53%

TABLE 3-14

PERCENTAGE OF FAMILIES HAVING RELATIVES
LIVING IN THE NEIGHBORHOOD

Section	
I	33%
II	30%
III	43%
IV	42%
V	26%
VII	67%
Overall North End	38%

An inspection of residents' moving plans indicates that the overwhelming majority intend to stay where they are, about 82 percent on an over-all basis. The total of 18 percent of those either thinking about moving or definitely planning to move would be considered slightly less than might be expected in an average neighborhood. This percentage is another indication of a relatively stable neighborhood.

TABLE 3-15

RESIDENTS' MOVING PLANS

Section	Will Definitely Stay	Thinking About Moving	Will Definitely Move
I	76%	3%	21%
II	75%	0%	25%
III	90%	5%	5%
IV	89%	3%	8%
V	70%	17%	13%
VII	100%	0%	0%
Overall	82%	5%	13%

North End residents were almost unanimous in their feeling that the neighborhood would remain about the same in the future. Only a few thought that it was deteriorating and even fewer thought they saw a gradual improvement. Those who spoke favorably about the neighborhood mentioned most often these factors: convenient, quiet, close to job, members of family own property, relatives live in house, relatives live in neighborhood, nice neighbors, neighbors friendly, well kept neighborhood, low rents. Of those thinking about moving, or otherwise dissatisfied, these were the most common reasons: neighborhood getting more noisy, more traffic, and prefer suburbs. The large majority of residents registered satisfaction regarding local services and neighborhood features. Some criticism was raised about the pattern of streets, parking space, and the availability of parks and playgrounds.

The over-all evaluation of these various family characteristics and attitudes is that the North End is a substantial, relatively stable, residential area with considerable long term viability. Many of the resident families indicate that they have strong ties with the neighborhood and want to continue living there.

In terms of structural condition there do appear to be problems of gradual deterioration, largely due to age, but in some cases due to environmental circumstances. In most sections of the North End rehabilitation and conservation techniques seem to be the most appropriate. Some spot clearance or relatively minor clearance may be necessary in order to achieve specific objectives. The northerly and easterly sections, I, II, and V, have the highest priority for renewal treatment in this district. They contain the greatest degree of structural deterioration and have the most serious environmental problems. In addition these are the sections in which specific City objectives, such as the construction of new or improved streets, may be accomplished.

This is an important area in terms of future City development, and is therefore of relatively high priority in terms of over-all City renewal programming. However, it does not have the urgency of the first priority area because it generally has less severe incidence of physical deficiency, structural and environmental. It is in a somewhat less critical location than the first priority area, and the objectives to be achieved are less pressing. For these reasons the southeasterly portion of the North End Study District has been designated as a second priority renewal area, and a much smaller area in the northerly portion has been designated as a third priority renewal area.

Miller Street Section (Section VIII)

The Miller Street area, although statistically part of the North End Study District, is a physically distinct section which must be considered separately. (See page 52). It is residential in land use, but is separated from other residential areas by railroad, highway, and industrial land use. It is not large enough in itself to comprise a sound neighborhood with necessary services and facilities. There are no important individual uses within the section. The Miller Street section is in exceedingly poor physical condition as illustrated by Table 3-16.

TABLE 3-16

CONDITION OF STRUCTURES IN NORTH END
MILLER STREET SECTION

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
22	0	4	100%				0	4	100%
23	4	5	55				4	5	55
24	1	4	80				1	4	80
25	2	6	75				2	6	75
Total	7	19	73%				7	19	73%

Housing conditions are unsatisfactory throughout the entire area. The section is one among several pinpointed by the City's Health Director as posing serious housing problems. See map "Housing Deficiencies", page 121.

The section's environmental deficiencies are also serious. It lies almost literally in the shadow of the Portland Bridge, its most imposing physical feature. Streets are poor. Sewers are old and obsolete. The area is flood prone. Railroad tracks form the westerly boundary, and a single track goes right through the center of the area. The Miller Street crossing is a difficult grade-crossing. State Highway 9 forms the easterly boundary of the section. There are no shopping areas or other neighborhood facilities. The physical barriers surrounding the section make access very difficult to schools, playgrounds, and shopping facilities in other parts of the City. This is particularly true for children, who have to make the trip on foot. For these various reasons it would not be feasible or desirable to attempt to retain this area for residential land use.

It is fairly clear that by all relevant criteria, the area is severely blighted and without any long-term viability as a residential area. The indicated renewal treatment is clearance and redevelopment. In terms of physical condition alone, the area is of high priority for treatment. It has been designated as part of the North End second priority area, and might possibly be the first section in that category to be undertaken as a project. In our opinion it does not qualify as a first priority area because it poses some relatively difficult reuse problems. The section is not in a prime location in terms of City development, and is therefore not now in demand for any specific kind of redevelopment.

The Plan of Development Interim Report designates the area for future industrial use and the designation is in keeping with the findings of this neighborhood analysis. The area would appear to make an excellent industrial location if site problems can be satisfactorily worked out. The most important of these is its flood prone character. Problems of access to State Highway 9 would also have to be considered. The Highway Department has long-range plans for upgrading the highway through Middletown, and an interchange in the Miller Street area might be difficult to work out. The actual suitability of the land for industrial reuse would have to be a matter for detailed consideration as part of the project planning phase. Because no other reuse appears appropriate, if industrial redevelopment is not possible, the reservation of the land simply as open space might have to be considered.

The more pressing need for the families now living in the area is for adequate rehousing. The new housing program proposed as part of renewal activities in the first priority study area might have some filter-down effect for Miller Street families. A more satisfactory approach would be construction of enough additional housing units, perhaps in conjunction with the first priority area activities, to take care of any hardship cases which may exist in the Miller Street section. The sample relocation survey indicates that a total of about 40 families would be involved throughout the section, although not all of these are hardship cases, of course. The majority of the 40 families would be eligible for some kind of public housing, including a significant proportion for housing for the elderly.

The section would lend itself to delineation as a small project undertaken independently of other renewal activity in the North End. Because there are no non-residential uses, relocation would be a problem only of rehousing of families. Therefore, as the proposed housing program gets well under way, it appears that a renewal project in the area would be relatively easy to execute. It should be noted that including this section as part of a larger renewal undertaking in the North End would enhance the prospects for a positive program of rehousing for the families in the area.

In the period prior to any formal renewal activity a code enforcement "holding action" program is strongly recommended.

South Farms Study District

South Farms Study District, lying just southeast of the downtown area*, contains a number of sections widely differing in character. Its northerly section, bounded by the River and the Route 9 expressway, contains a mixture of industry, residence and open land. The southerly section, largest in terms of area, lies south of Saybrook Road and contains a great deal of open undeveloped land. Portions of it might be considered semi-rural in character.

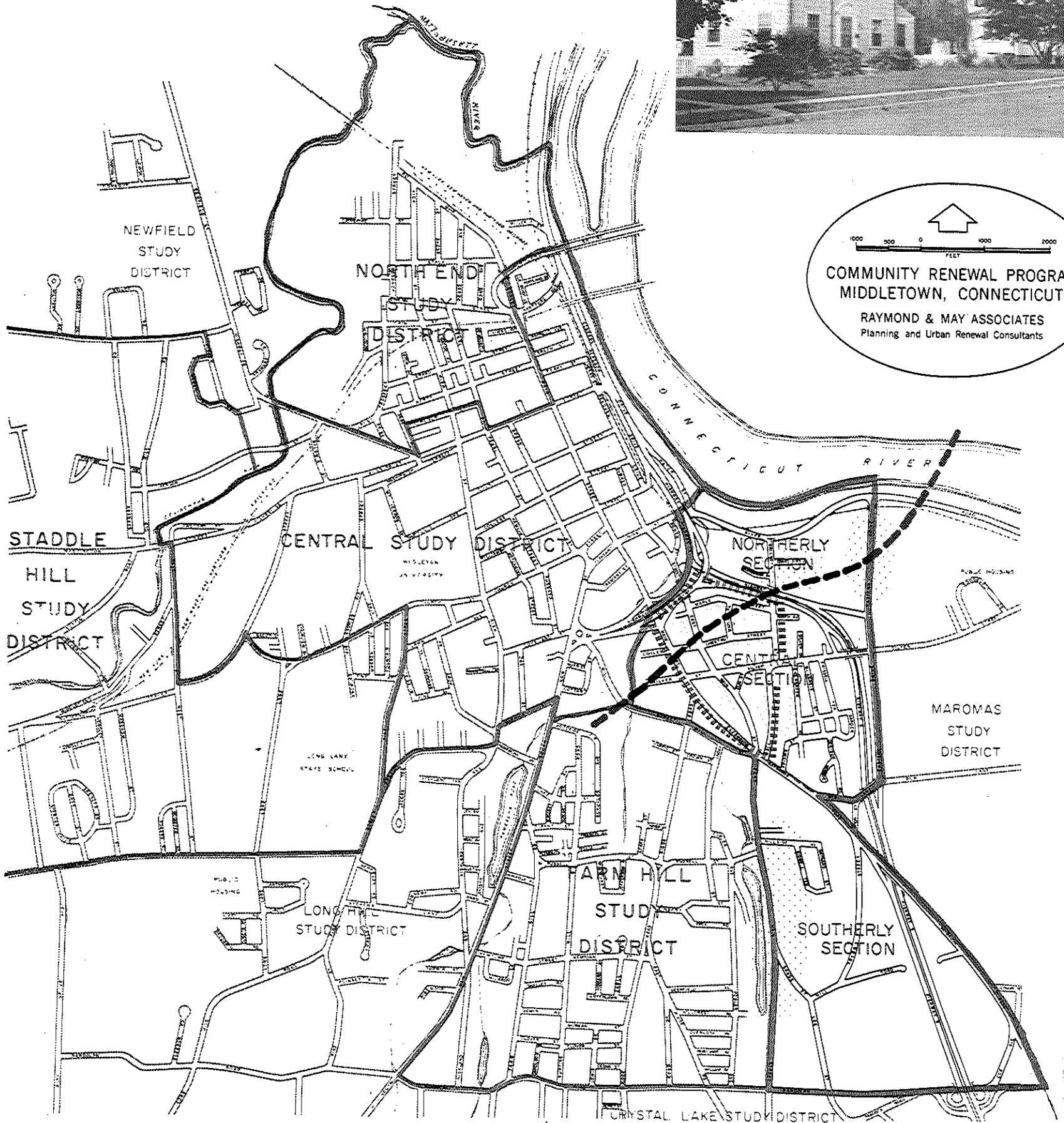
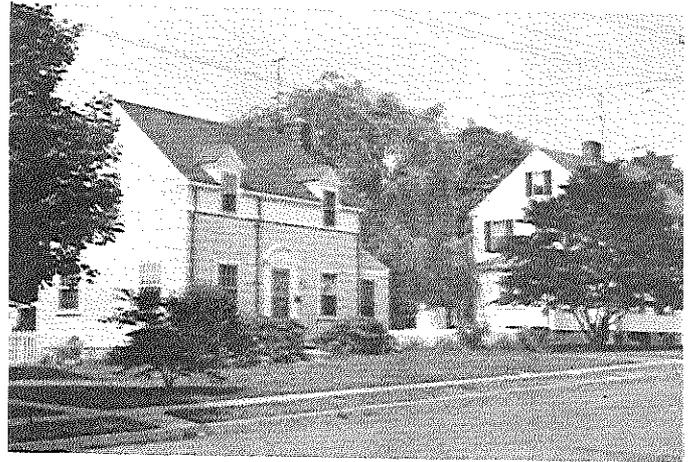
The central section, lying between Route 9 expressway and Saybrook Road-Mill Street is the most densely built up part of the South Farms Study District. This section has been an important focus of attention for the CRP analysis. A portion of this central section was covered by a structure by structure exterior survey**. Other areas in the South Farms District were evaluated on the basis of an overall generalized survey in which exterior conditions were inspected on a block-front basis.

*See Map "Study District Identification" on page 40, and Map "South Farms Study District" on page 68.

**See Map "Type of Survey Completed" on page 19.

South Farms Study District

-  Second Priority Area
-  Third Priority Area
-  Survey Area Boundary
-  Thoroughfare proposed by Planning Commission




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MIDDLETOWN, CONNECTICUT
 RAYMOND & MAY ASSOCIATES
 Planning and Urban Renewal Consultants

Existing Conditions - Northerly Section

The northerly section is made up of Blocks 172, 173, and 174. The section's physical boundaries, the expressway and the Connecticut River, isolate it somewhat from other adjoining areas. A railroad track traverses the district, approximately paralleling the river and River Road.

Land use in the section is predominantly industrial. Peterson Oil Co. is the only major use occupying Block 172, along the river. It is oriented to the river, and receives oil shipments by river tanker. This operation is relatively isolated from other developed areas.

Block 174 is also predominantly industrial in use. The major operation is the Middletown Rubber Co., which is housed in old type brick factory buildings. There are a few houses in the block. Some of them are comparatively old and contain deficiencies. There are some newer units in relatively good condition. The westerly portion of the block is low-lying and undeveloped.

Block 173 is the largest of the section. It contains several industrial operations oriented toward River Road. Some apparently also receive shipments by railroad. The majority of structures are older types. The large central portion of the block is open and undeveloped, apparently because of rough topography. The block also contains a number of residences, primarily on Walnut and Omo Streets, and on Eastern Drive. These structures range in condition from good to poor. There are a few relatively new units.

The northerly section's primary environmental problem is the close relationship of residential uses to generally incompatible types of industrial use. Adverse effects are apparent, particularly in some of the dwellings on Eastern Drive.

Flooding occurs at several points within the northerly section*. Virtually all of Block 172, between River Road and the river is flood prone. Most of Block 174, the lower end of Walnut Street, and the lower end of Eastern Drive are also flood prone. Flood prevention measures for this area are discussed in the previously cited report by the State Water Resources Commission.

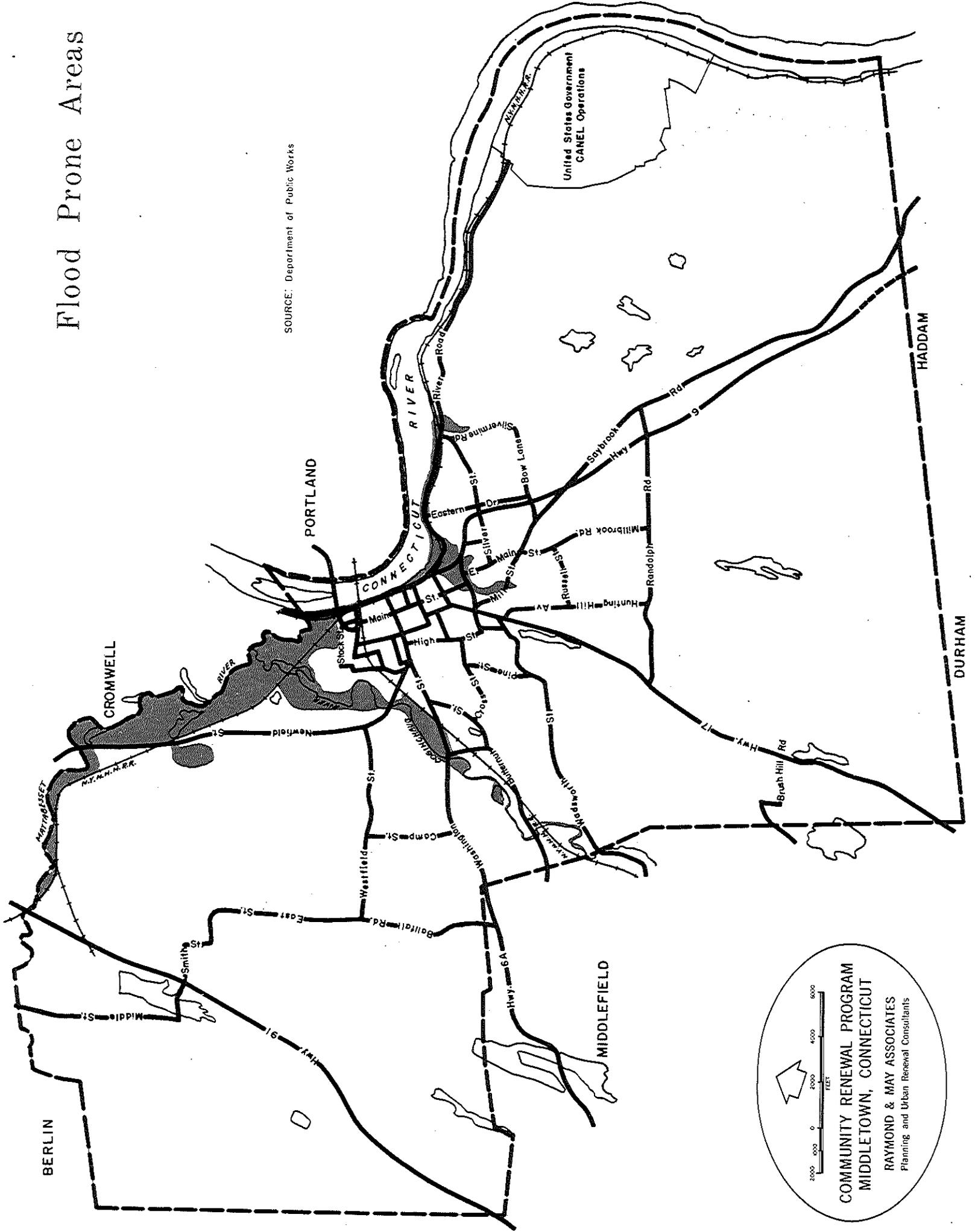
River Road, the main street of the section is narrow, and in generally poor condition. Eastern Drive has a blind intersection with River Road because the Railroad crosses Eastern Drive on a low and narrow overpass at that point. Other streets in the section are not built to urban standards.

River Road does provide some spectacular scenic vistas along the river. This is potentially one of the most attractive areas in Middletown. It is unfortunate that virtually nothing has been done to preserve for public use this priceless natural resource.

*See Map "Flood Prone Areas" on page 70.

Flood Prone Areas

SOURCE: Department of Public Works





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COMMUNITY RENEWAL PROGRAM

MIDDLETOWN, CONNECTICUT

RAYMOND & MAY ASSOCIATES

 Planning and Urban Renewal Consultants

Existing Conditions - Southerly Section

The section of South Farms Study District south of Saybrook Road is predominately residential in character, and is, to a large degree, still undeveloped. It does contain, however, a large industrial concentration, the Russell Co., on East Main Street between Saybrook Road and Hillside Avenue. This industry contains a complex of one, two and three story buildings, most of them older type structures.

Residential uses in the section vary in quality from new dwellings in good condition to quite old structures with serious deficiencies. The new Hillside Apartments have recently been constructed in this section, on Hillside Avenue. The section contains some localized areas with substantial physical deficiencies, both structural and environmental. Such areas are spread out along East Main Street, especially near, and south of Hillside Avenue. An intermixture of residential and commercial land uses exists in the vicinity of the Saybrook Road-East Main Street intersection, with a considerable incidence of structural deficiencies in this area.

The most important public use in the section is Bielefield School. This is a modern, one-story structure built in 1954. It is located on a ten acre site with 20 off-street parking spaces. It is considered to be in excellent condition by the Board of Education staff.

Existing Conditions - Central Section

The central section of the South Farms Study District is also predominantly residential in character. There is, however, a considerable mixture of land uses in the westerly part of the section, particularly along Main Street Extension and East Main Street. The area east of Wall and Walnut Streets is almost exclusively residential in character. This is an attractive area in generally good condition. It contains a significant number of relatively newer houses. Single family detached is the predominant housing type.

A portion of this section of the South Farms District was surveyed in more detail. It is more solidly built up than the other sections, and in many respects presents the most pressing needs of the South Farms District. Table 3-17 shows structural condition in blocks where individual structural inspections were made. Table 3-18 shows condition of housing in the entire study district (including CRP survey area) according to the 1960 Census of Housing.

TABLE 3-17

CONDITION OF STRUCTURES - SOUTH FARMS SURVEY AREA

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
178	5	4	44%	0	0	0%	5	4	44%
179	13	8	38	0	1	100	13	9	41
180	2	6	75	0	1	100	2	7	78
181	8	5	38	2	1	33	10	6	38
184	5	4	45	3	1	25	8	5	38
185	14	7	33	2	3	60	16	10	39
188	3	10	77	7	3	30	10	13	57
189	6	3	33	1	0	0	7	3	30
190	21	10	32	3	0	0	24	10	29
Total	77	57	43%	18	10	36%	95	67	41%

TABLE 3-18

CONDITION OF HOUSING (1960 CENSUS)

Entire South Farms Study District
(includes CRP Survey Area)

Sound with all facilities	75%
Plumbing deficiencies only	4%
Deteriorating	16%
Dilapidated	5%

(Total number units - 1033)

Table 3-17 reveals a substantial incidence of structural deficiencies in the survey area, particularly in Blocks 180 and 188. Generally blighted conditions exist over this relatively extensive area of several blocks. In terms of structural condition alone, this area is of high priority for urban renewal treatment.

Generalized surveys in the remainder of the center section indicate a higher degree of structural soundness. The blocks west of Main Street Extension are, for the most part, in relatively good condition. The same is true for the blocks east of Walnut Street and Wall Street.

The same breakdown generally holds for environmental factors as well; that is, numerous environmental problems exist in the survey area whereas conditions in the remainder of the section are more satisfactory. In the survey area residential uses exist near incompatible mixed land uses such as auto body shops, junk yards, and miscellaneous small industries. There are also a number of small retail outlets, generally compatible with the residential district. Flooding has occurred along Maple Street and Maple Place, affecting parts of Blocks 178, 179, and 180. Traffic problems in the area exist primarily on Main Street Extension, East Main Street and Silver Street. Other streets are generally adequate for their limited function of serving a residential area. This entire section is served by an obsolete combined storm and sanitary sewer system.

The primary public use in the section is Hubbard School on Silver Street. The building is over 50 years old. The Plan of Development Interim Report recommends that it be replaced with a modern building on a better site. Park and playground space in the area is limited to that available on the school grounds.

Certain localized areas in the South Farms District have a comparatively high incidence of social, health and welfare problems according to reports from the City Department of Welfare, the District Nurse Association, and the Catholic Charities*. This is particularly true of Blocks 180, 181, 188 and 189.

In citizen participation meetings, interviews and questionnaires, a number of persons have designated the general area around Hubbard School for renewal attention. Improvement of housing in the area was often discussed in conjunction with modernization or replacement of the school.

*As indicated in Map "Social, Health and Welfare Problems" on page 116.

Plan of Development and Renewal Proposals

The City Plan Commission Plan of Development Interim Report makes proposals that would have far reaching effect on the South Farms Study District. Foremost among these is the proposed construction of a new, expressway-standard, Route 6A through the district, to cross the river a short distance east of Eastern Drive. This highway might require from 100 to 400 feet of right-of-way at various locations, and even larger areas for interchanges. Connections are proposed to the inner loop road serving the downtown area, and to Route 9. The latter interchange would be located largely in the northerly section of the South Farms District. The highway, plus proposed land use changes could completely change the character of this section.

The Plan of Development Interim Report proposes that the rest of the northerly section be retained as, or changed to, residential. It designates this area as a potentially good site for high rise apartments. The proposal has merit because the site has drainage and topographical problems that would make other types of development more difficult. High rise development would take advantage of the site's fine setting and would permit preservation of a larger natural area.

The interim plan of development proposes the river-front be used as park and open space, taking advantage of the dramatic scenic setting, and also enhancing the desirability of the proposed high-rise housing site. Reconstruction of River Road in this area is also proposed.

These various proposals imply the relocation of the existing industries to outlying sites. The Plan of Development Interim Report states, "The center of Middletown contains a number of old industrial plants, many of which are greatly hampered by lack of space and by obsolete structures. In order to compete in the future many of these establishments will be forced to seek larger sites and modern structures. Therefore, the plan provides for the eventual elimination of industrial uses within and adjacent to the central district."

The central section of the South Farms District is also affected by the proposed highway. The new Route 6A would go directly across the Hubbard School area, primarily through the poorer blocks. This proposal, if carried out, would have major implications for renewal in the area. The suggested alignment would leave intact the sounder residential area east of Wall and Walnut Streets. Much of the more deteriorated portion would be cleared for highway right of way. Certain adjustments in land use along the highway would be required so that the resulting relationship between highway and neighborhood will be satisfactory. The interim plan report designates the predominantly residential land use in this section to remain. It suggests that the area may be suitable for the development of multiple housing.

The Plan also recommends that Hubbard School be replaced with a modern building on a better site in the same general neighborhood. The site should contain about 10 acres so that a proposed neighborhood playground could be developed in conjunction with the school. The Plan suggests that some land along the highway right of way might also be developed as a recreation area as part of the highway improvements. It designates the areas of present mixed land use along East Main Street and Main Street Extension for industrial use, presumably light industry.

The section south of Saybrook Road would be affected by the highway only indirectly. The existing industrial area in this section is proposed by the Plan to be expanded, with a buffer zone created to separate it from residential uses further south. Most of the remainder of the area is proposed for residential development, predominantly at suburban density. The Plan suggests that some of it might be used for garden apartment development.

Renewal Priority and Timing in the South Farms Study District

If the state adopts this proposed highway alignment, striking changes will be brought about in the central and northerly sections of the South Farms District. Whether these changes will be good for the neighborhood and for Middletown is, to a large degree, within the power of the City to determine.

Urban renewal could play a vitally important role in guiding the effectuation of these changes to the maximum benefit to Middletown. It would engage the City in a cooperative detailed planning venture with the state, a situation in which both parties would profit. It would help in the selection of the detailed alignment most satisfactory to Middletown. It could give the City a stronger voice in the determination of the location and pattern of interchanges and approach roads.

City-state planning cooperation could help bring about carefully ordered changes in land use closely related to the local street-highway system proposals. The City could, at the same time, bring about other needed neighborhood improvements. The building at that time of a new school to replace Hubbard School, as part of a renewal-highway program would provide the maximum financial advantages to the City. It would provide the maximum relocation benefits for families displaced by the highway. The renewal relocation staff could be used for this purpose. (See "Administrative Organization", Chapter 6 for more details.)

Portions of the district not affected by the highway or by proposed changes in land use could probably be most effectively handled through rehabilitation techniques. The district in general has undoubted long-term basic strength as a residential area.

The timing of renewal in this area should, for all the reasons suggested above, be closely related to the timing of the state highway planning and construction. For maximum utilization of renewal tools, opportunities, and financial credits, we strongly recommend the undertaking of renewal activity in this district in conjunction with the contemplated highway development. Renewal planning should be done far enough in advance to be able to affect, and contribute to the detailed highway planning. It will enable the City to consider, and prepare itself for, the highway's impact. It will make possible the provision of adequate relocation housing made necessary by highway displacement. And as important as any other factor, it will make possible the replanning of this neighborhood in a comprehensive way to insure its satisfactory adjustment to the coming changes.

Because this is an important area for future renewal activity, and because the timing of renewal is closely bound up with the timing of proposed highway improvements, the major portion of the South Farms District is delineated as a

second priority area. See "Proposed Community Renewal Program Map" in back cover pocket.

The other areas of incipient blight in this district, primarily along East Main Street south of Hillside Avenue and two smaller areas in the section north of Route 9 have been designated as third priority areas.

Central Study District

Virtually all of the Central Study District was included in the high priority area, and is discussed in detail in the Report on High Priority Study Area. Two relatively minor (in terms of CRP programming) sections which were not included in that report are discussed here. They are the North westerly section, (Section XII), from the Wesleyan campus out to West Street, and several small blocks north of Bretton Road (Section VIII). (See maps on pages 43 and 52).

Central Study District - Northwesterly Section

The northwesterly section is located generally west of High Street and north of Cross Street and extends to West Street. It is composed of a variety of uses, some of which occupy considerable land areas. These include Wesleyan University, a large cemetery, some residential areas, and highway oriented commercial uses on Washington Street. The area has been only generally surveyed.

Housing for the most part, appears to be in adequate condition, and merits only routine code enforcement procedures. The primary need in the section is attention to the appearance of the commercial development on Washington Street. In this case the problem does not seem to lend itself to improvement through renewal tools. This objective may be sought more appropriately through zoning, sign controls, and other local code enforcement.

The Plan of Development Interim Report foresees continuation in the future of generally the present land use pattern. Although very localized areas might lend themselves to renewal treatment, the section generally is given no priority for future renewal programming and only spot code enforcement is recommended as a formal activity for the foreseeable future.

Bretton Road Area

These few blocks, 86-89, are occupied by generally expensive housing in excellent condition. No renewal need is indicated.

Farm Hill Study District

The Farm Hill Study District, although not one of the City's inner districts, is nevertheless largely built-up. It contains few areas still open and undeveloped, and these are small compared to the large undeveloped areas found in other more outlying, study districts. Even though it is not far from downtown it is mostly suburban in character. In comparison with the inner districts, North End, Central and the center section of South Farms, Farm Hill District's lots are larger and its development more spread out. And in keeping with usual suburban development, it is relatively homogeneous in character, exhibiting little of the diversity of the inner districts. Farm Hill District has gently rolling topography and contains a few high spots which afford scenic views of the surrounding areas.

Residence is by far the predominant land use in the district. Mixed residential and commercial strip development occurs along the boundary roads, South Main Street and East Main Street. Woodrow Wilson Junior and Senior High Schools, near the center of the district, form the largest concentration of public uses.

The district's residential development ranges from modest, pre-war houses on relatively small lots to brand new ranch houses on large lots. On the whole, the residential areas are attractive in appearance. In keeping with a rural-suburban atmosphere its streets tend to lack sidewalks and curbs. The larger proportion of new houses in the district is south of Russell Street. They have been developed in the usual subdivision pattern with detached single family houses. The structures are almost uniformly in excellent condition. The greater proportion of pre-war houses in the district is located north of Russell Street. This is not one of the oldest portions of the City, but neither is it a newly developed area. These buildings tend to have some structural deficiencies, but basically they are in sound condition.

The City Plan Commission's Plan of Development Interim Report designates continuation of the predominantly residential land use, with the suggestion that a part of the area may be developed with multi-family housing. The Plan also shows the continuation of the strip commercial uses along South Main Street. It recommends abandonment of the Eckersley-Hall School, with the land to be retained for a neighborhood playground. The Eckersley-Hall School, which was built in 1928, is located on a small site without expansion possibilities. Farm Hill School, on Ridge Road, would continue to serve this area; the Plan recommends that its site be expanded. It also recommends expansion of the site of the Wilson Schools complex.

A part of this district would be affected by the proposed construction of a new Highway 6-A as proposed in the Plan of Development. Apparently the only area to be directly affected would be the northwesterly corner of the district, across South Main Street and Woodside Circle. The entire South Main Street frontage would be at least indirectly affected.

Most of the South Farms District was surveyed only generally, but in one localized area individual structure inspections were carried out. This was the South Main Street-Pameacha Avenue area, including Blocks 107, 108, 121, and 124. The first two of the blocks are actually in the Long Hill Study District (for statistical reasons) but are included in this survey area because physically they are a part of it. Structural conditions in the area are shown in Table 3-19:

TABLE 3-19

CONDITION OF STRUCTURES
SOUTH MAIN STREET-PAMEACHA AVENUE AREA

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
107	3	5	63%	3	1	25%	6	6	50%
108	6	4	40	0	0	--	6	4	40
121	13	8	38	3	3	50	16	11	41
124	10	6	37	0	0	--	10	6	37
Total	32	23	42%	6	4	40%	38	27	42%

The Condition of Housing in the over-all Study District according to the U.S. Census of Housing, 1960, is shown in Table 3-20:

TABLE 3-20

CONDITION OF HOUSING (1960 CENSUS)

	Total	Westerly Section	Northerly Section	Southerly Section
Sound with all facilities	90 %	93%	76%	96%
Plumbing deficiencies only	1	--	1	2
Deteriorating	7	6	16	2
Dilapidated	2	1	7	2

(Total number of units - 1,130)

Table 3-19 indicates a relatively high incidence of structural deficiency in the survey area. Visual inspection reveals physical problems along the whole South Main Street frontage to Highland Road. There is a generally unsatisfactory mixture of residential and commercial uses. The latter are highway oriented and many present a poor appearance. The Wilcox-Crittenden industrial plant (included in the high priority study area), on both sides of South Main Street, is the largest single property in the general area. Its buildings are mostly old multi-story types on relatively cramped sites. South Main Street is narrow and heavily traveled. On-street parking and numerous curb cuts impede traffic flow. Considering both structural and environmental factors, the need for renewal treatment in this area is indicated.

The proposed Highway 6-A would pass directly through this survey area. Eckersely-Hall School, recommended for abandonment, is immediately adjacent to the proposed right-of-way. Demolition of the school, installation of a playground on the site, and other needed renewal actions might well be undertaken in conjunction with highway construction in the area. Therefore, the timing of future highway development seems to be the key factor in determining the renewal priority of this area and the type of treatment which would be most appropriate in the individual circumstances. We recommend that detailed renewal planning in this area be undertaken in conjunction with highway planning so that the two programs can be properly integrated. On this basis we have designated the area as a third priority renewal area. The possible inclusion of a portion of the northwesterly corner of this area in a first priority program is discussed in the chapter "Action Proposals" of the Report on High Priority Study Area.

As indicated in the discussion of the South Farms Study District, physical deficiencies exist along East Main Street, the Study District Boundary. The third priority designation in that area includes parts of both South Farms and Farm Hill Study Districts. In general the remainder of the Study District is in sound condition. No additional renewal need is indicated at this time.

Staddle Hill Study District

The Staddle Hill Study District, which occupies a portion of Middletown's central narrow neck, is a somewhat mixed area. It is divided into northerly and southerly sections by Butternut Street and the roughly parallel Coginchaug River and New Haven Railroad tracks. Route 6-A, Washington Street, also crosses it in an east-west direction. The district contains residential, commercial, industrial and public land uses, and even has a small semi-rural area near the Middlefield town line. Staddle Hill is not one of the City's inner districts, but neither is it outlying. Although it is readily accessible from downtown, it still contains open spaces and undeveloped areas. One of the large open spaces is provided by the grounds of the Long Lane State School.

Washington Street in this district is lined with strip commercial and highway-oriented shopping center development. Although some structural deficiencies exist, based on the CRP generalized survey, the need for renewal in structural terms does not seem to be pressing. The highway frontage is generally not attractive largely due to unrelated development, inadequate sign control, lack of proper landscaping and so on. Improvement of these features may be accomplished with tools other than renewal. Future study for attention to possible commercial renewal in localized areas does seem indicated, but compared to other areas of the City, the priority at present is not high.

Residential uses throughout the Staddle Hill District range from quite old to brand new, and from scattered semi-rural to suburban style subdivisions. The Barbara Road-Old Mill Road area in the vicinity of Veterans Memorial Park is an established built-up area, apparently a pre-war development. It is very attractive and well maintained. The Batt Street-Spencer Drive area is a post war development of modest houses. It is fairly well maintained but should receive routine code enforcement procedures. In other parts of the district there are scattered examples of dwellings with deficiencies. Based on the CRP general survey, however, there are not any exclusively residential sections where structural and environmental deficiencies are concentrated to form a blighted area needing renewal treatment.

An area of mixed industrial and residential land uses exists on Middlefield Street, related to the Coginchaug River and the railroad. The plants tend to be small. Some are quite old; others are new and up to date, with off-street parking and loading. The housing density in this area is low and the dwellings are not crowded up close to the industrial plants. The open space buffer appears to minimize any significant adverse effect on the housing, which is in generally sound condition. Industrial traffic appears to be light. The railroad track does not intrude visually and also appears to have little or no blighting effect. Under

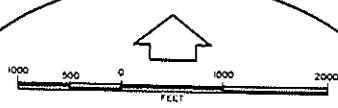
these conditions the industrial and residential uses seem to be entirely compatible. To avoid new development which might cause a future adverse relationship, careful attention to zoning and development controls is recommended for this area.

At least some of the industries appear to have long term economic viability. Others are housed in old buildings which may be obsolete. On Beverly Heights Road a fairly large old plant appears to be abandoned. Some incidence of residential structural deficiency also exists in the same general area. Therefore, although the apparent renewal needs for the area are not of a high priority nature, future study for possible spot urban renewal action is indicated.

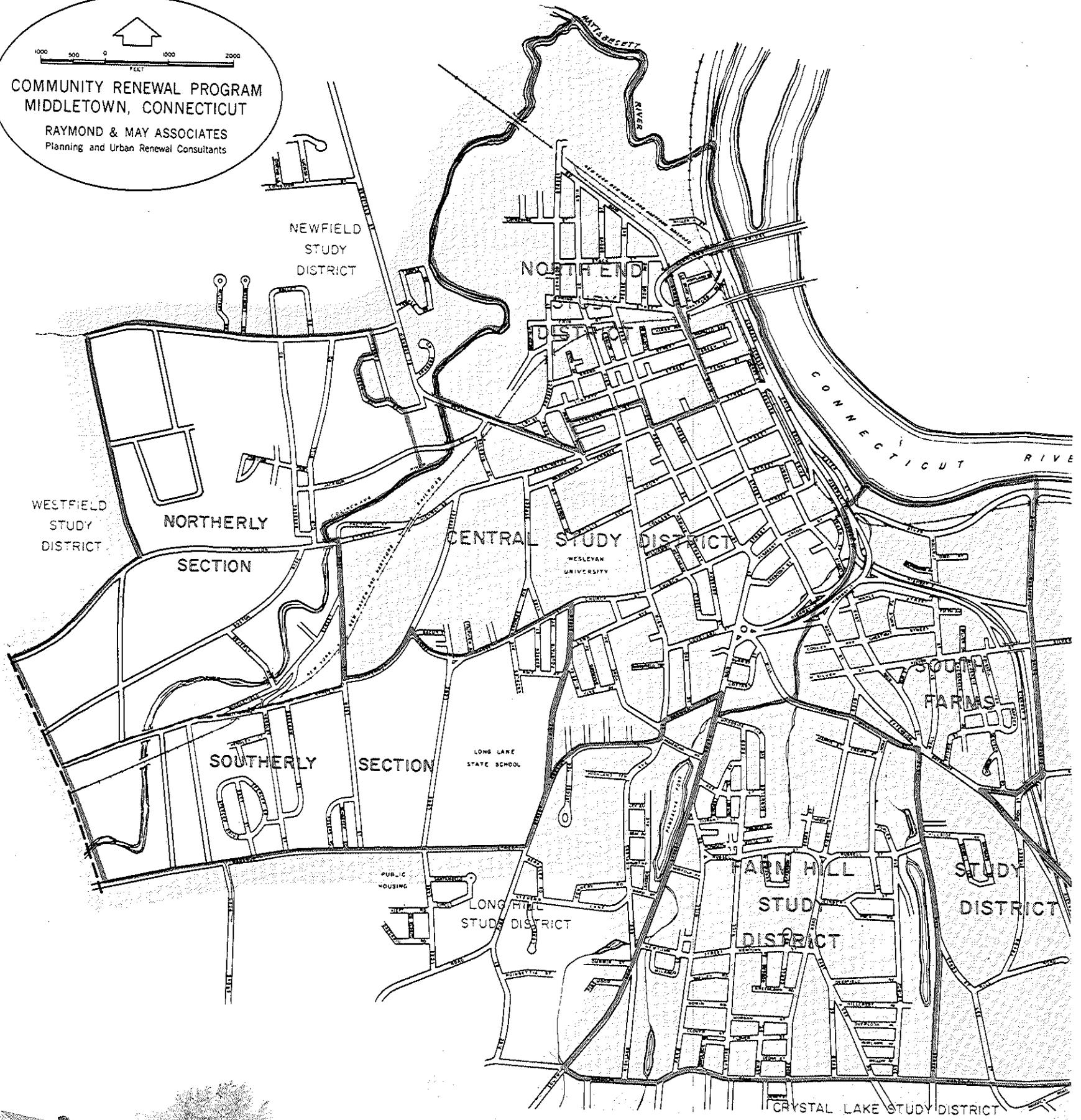
TABLE 3-21

CONDITION OF HOUSING (1960 CENSUS)

	Total	Northerly Section	Southerly Section
Sound with all facilities	92%	88%	96%
Plumbing deficiencies only	1	--	1
Deteriorating	6	9	3
Dilapidated	1	3	--
(Total number of units - 918)			

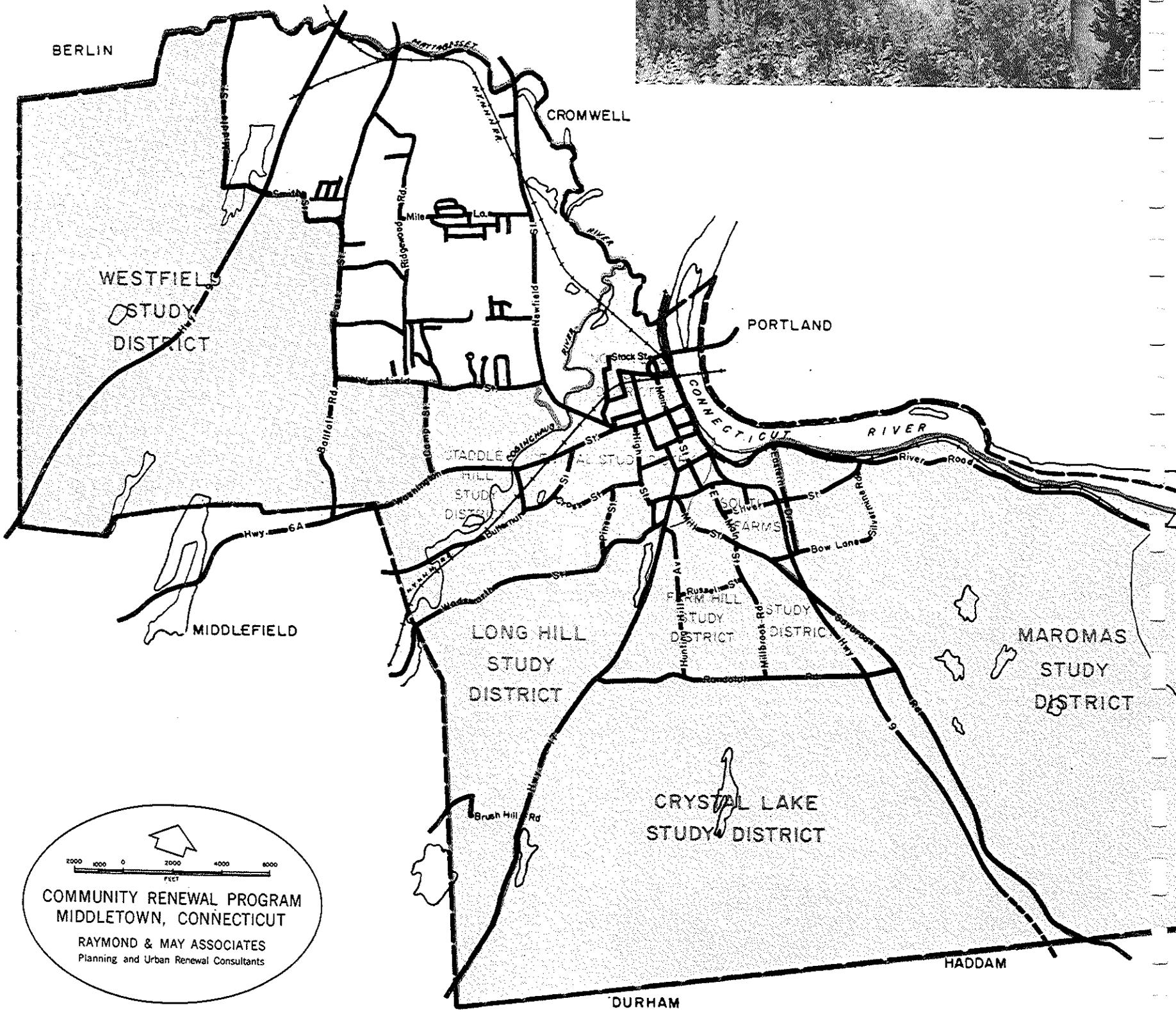
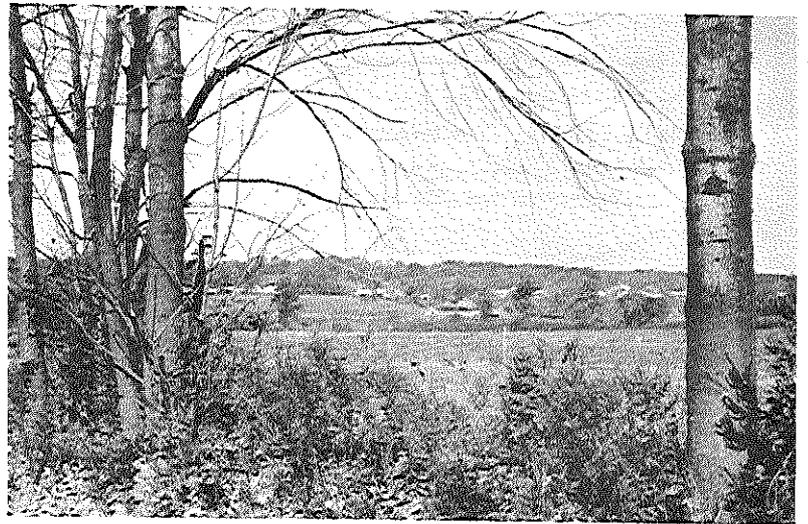


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Staddle Hill Study District

Newfield Study District




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Newfield Study District

Newfield Study District is located between the Westfield and North End Study Districts, in the northwest part of Middletown. It is a largely undeveloped area that is currently undergoing fairly rapid development, almost entirely residential in character. Much of the new housing is in the form of subdivision developments with new streets. The remainder is simply scattered out along existing roads in a haphazard fashion. The Newfield District also contains some scattered older housing, mostly old farm houses and a few "do-it-yourself" dwellings, a type of housing often seen in the rural-urban fringe of American communities.

Based on the CRP generalized survey, there appear to be a few scattered deficient dwellings in this district, but no example of a concentration of deficient units. In terms of structural condition it does not appear that urban renewal treatment would be appropriate for this district. Code enforcement tools should be utilized to take care of any individual deficiencies that may exist.

The district does have need for public facilities, such as the installation of sanitary sewerage and the construction of a connector to I-91, but apparently these must be provided without urban renewal assistance. One possible exception to this evaluation would be an open land project for industrial development. This possibility is discussed in detail in Chapter 5.

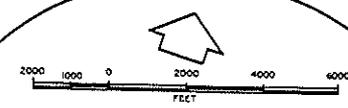
Housing Conditions in the Newfield District, according to the 1960 U.S. Census of Housing is shown in Table 3-22.

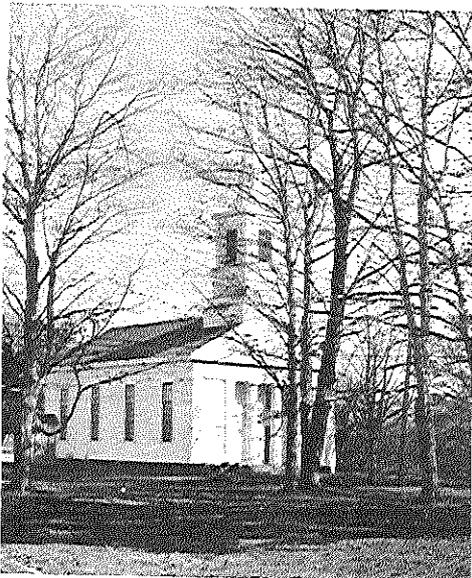
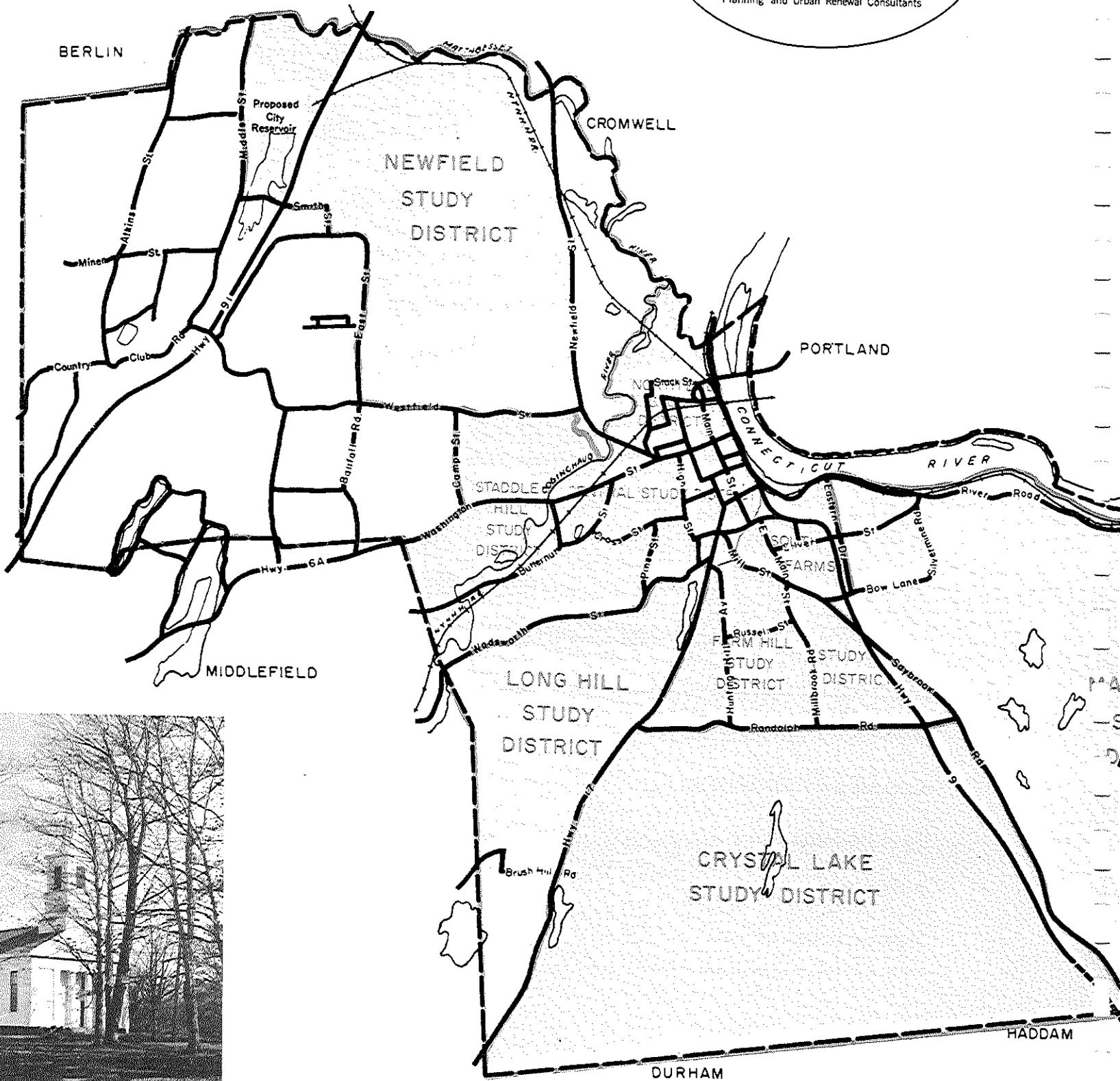
TABLE 3-22

CONDITION OF HOUSING (1960 CENSUS)

Sound with all facilities	87%
Plumbing deficiencies only	1
Deteriorating	6
Dilapidated	6
(Total number of units - 561)	

Westfield Study District


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Westfield Study District

The Westfield Study District occupies the extreme westerly end of Middletown. It is an almost totally undeveloped area. A large part of it is not suitable for large scale residential development, having steep slopes in excess of 15 percent. Such development as does exist in the district consists primarily of dwellings scattered out along "country" roads in a semi-rural atmosphere. Some of the units are old farm houses. There is a very attractive and well maintained old colonial area around Miner Street and East Street. There are also a few scattered rural "do-it-yourself" structures, some with deficiencies. Some housing construction is presently going on in the district, but not nearly as much as in the adjoining, but closer-in, Newfield District.

Based on the CRP generalized survey, there are no areas within the district in need of renewal treatment in the foreseeable future. There are a few scattered housing units that appear to be deficient structurally, but nowhere in the district is there a group of deficient buildings that might constitute a significant blighted area. It is suggested that code enforcement procedures be instituted to deal with deficient units.

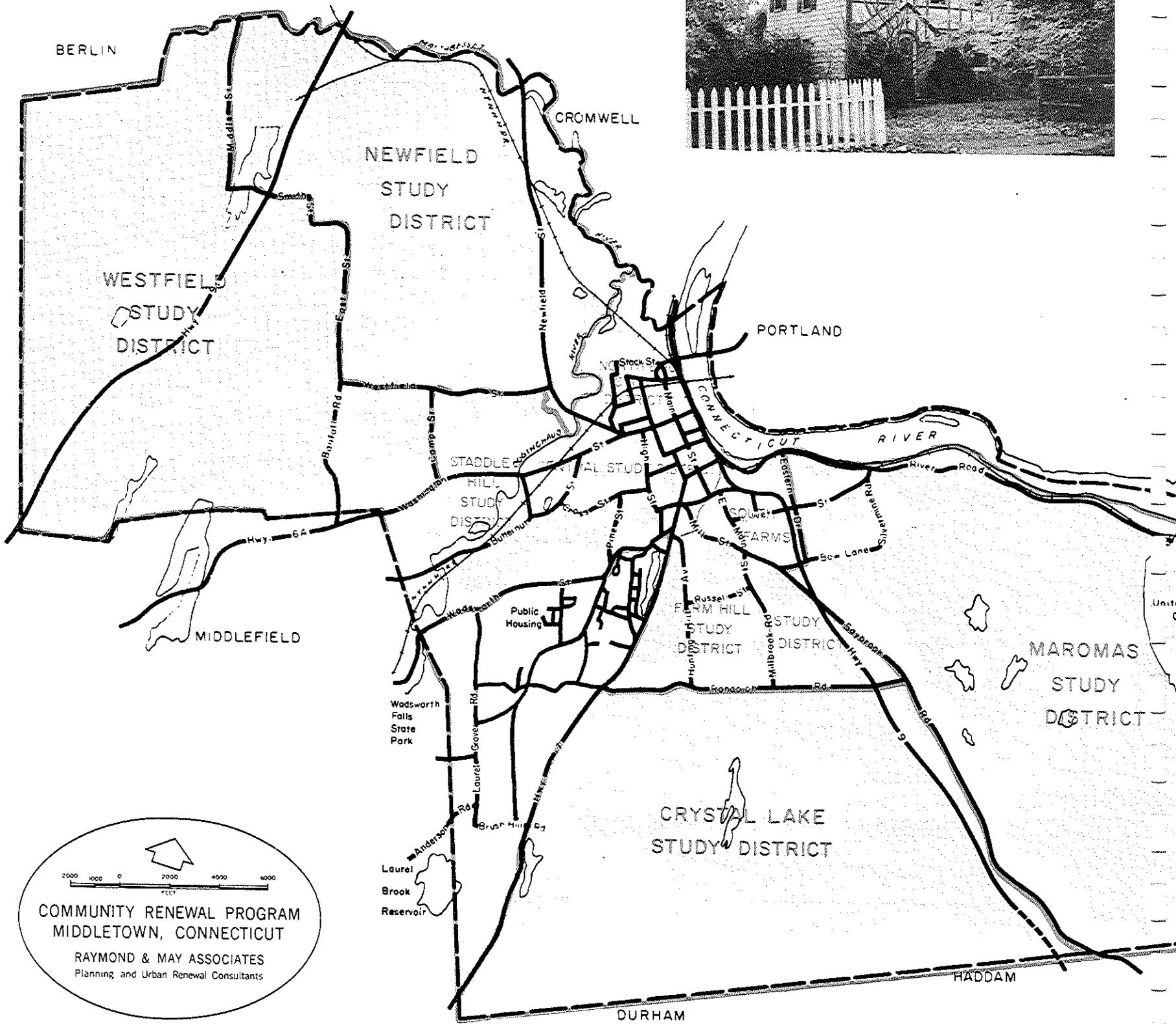
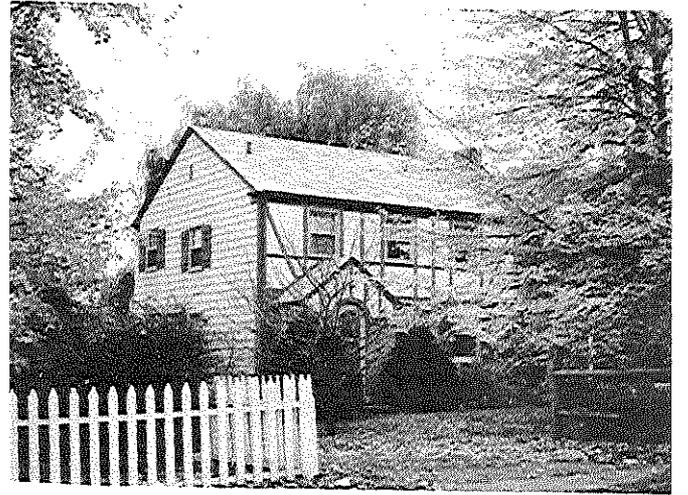
Interstate Highway 91, now under construction, will pass through this and the Newfield Study Districts. These two districts also share the I-91 industrially zoned district. As in the Newfield District, an open land industrial project may be possible for the area. See Chapter 5.

TABLE 3-23

CONDITION OF HOUSING (1960 CENSUS)

Sound with all facilities	81%
Plumbing deficiencies only	1
Deteriorating	7
Dilapidated	11
(Total number of units 342)	

Long Hill Study District




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Long Hill Study District

Long Hill Study District occupies the southwesterly corner of Middletown. It is largely undeveloped, in fact, most of the district is semi-rural. It contains a portion of the Wadsworth Falls State Park, the Vinal Regional Trade High School, the site for a new parochial high school, and the Cenacle, which is a Roman Catholic Convent and retreat center in a wooded setting.

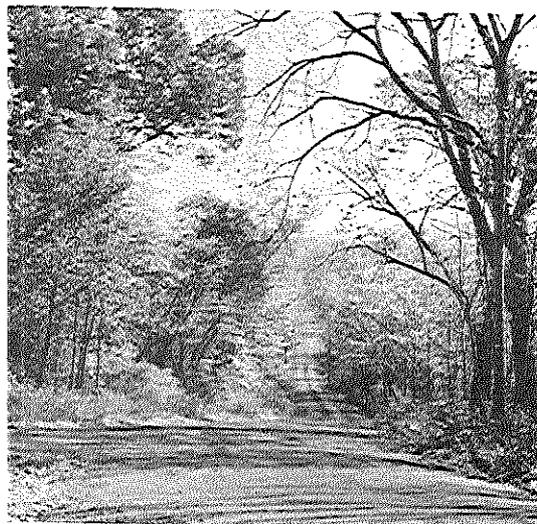
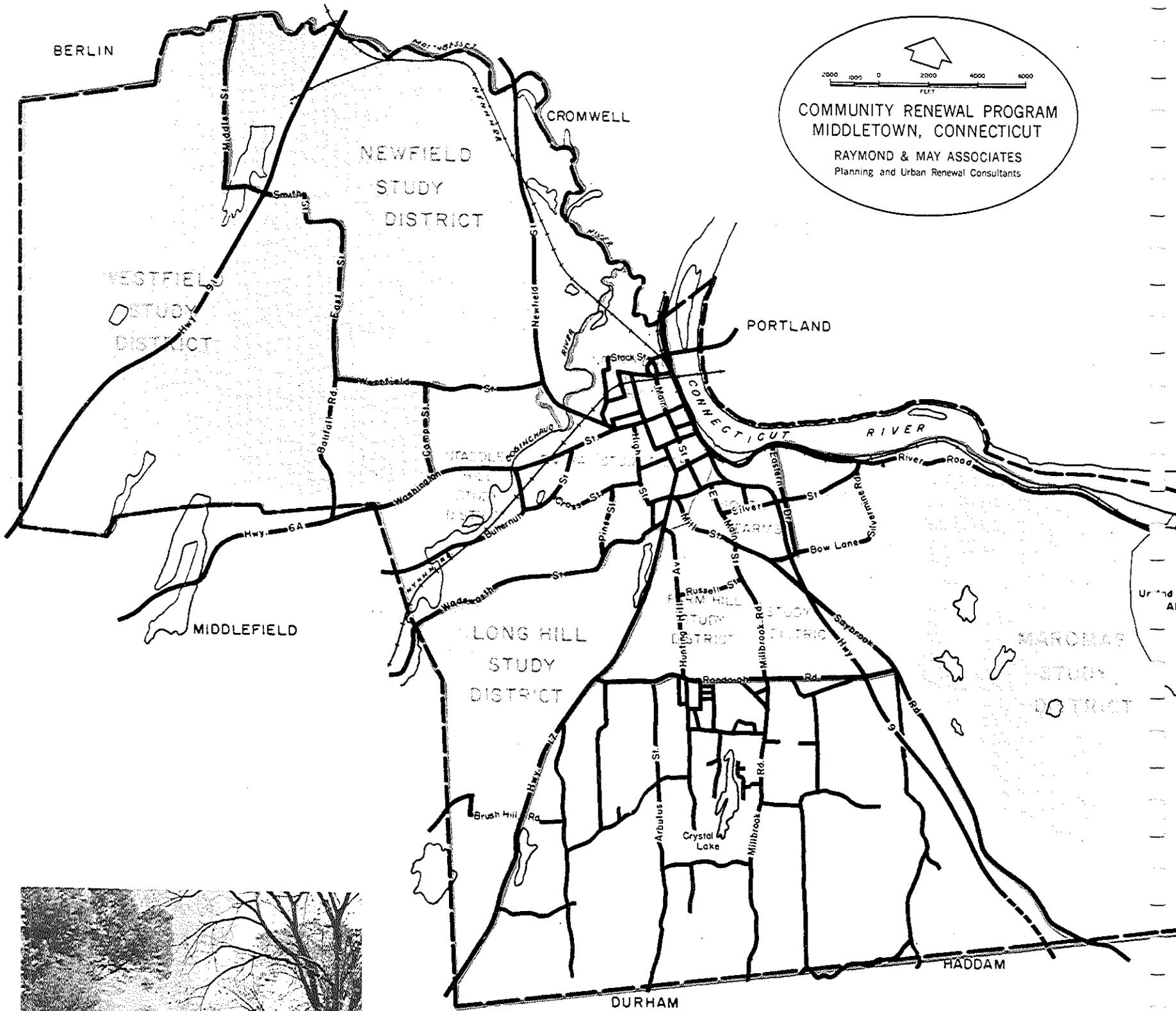
The Laurel Brook Industrial Park is located in the southerly end of the district, along the Middlefield line. The Park, which is owned by a private real estate corporation, has water and power, but lacks sewerage facilities adequate for industrial development. The Jarvis Co. has recently built a modern one-story plant on Anderson Road in the Laurel Brook Park.

Two of Middletown's state-aided public housing projects are located in the Long Hill District, and the third is just across Wadsworth Street in the Staddle Hill District. The three projects contain a total of about 300 units in a sub-urban setting. Except for a few small subdivisions, most other housing in the district is scattered along the outlying roads. Generally the units are in sound condition, some are very attractive. There are no areas of blight requiring urban renewal attention.

TABLE 3-24

CONDITION OF HOUSING (1960 CENSUS)

Sound with all facilities	95%
Plumbing deficiencies only	1
Deteriorating	4
Dilapidated	--
(Total number of units - 595)	



Crystal Lake Study District

Crystal Lake Study District

Crystal Lake Study District, south of Randolph Road between South Main Street and Saybrook Road, is another largely undeveloped area. Some sections are heavily wooded with little or no settlement at all. Throughout most of the district a few older dwellings and a larger number of new houses are scattered out along outlying roads. Except for the parochial Xavier High School, there is virtually no non-residential land use in the district.

Some of the new houses are substantial and expensive, on large sites. The rapidly developing suburban area north of Randolph Road in the Farm Hill District is now spreading south of Randolph Road into the Crystal Lake District. A considerable amount of concentrated residential development is taking place near Randolph Road in the vicinity of Victoria Road, Margarite Road, Murry Street, Prout Hill Road and Millbrook Road.

The only other section of the district with a significant amount of residential development is the area surrounding Crystal Lake itself. The buildings in this area are not predominantly new. They tend to be very modest in size and many are probably occupied only during the summer months. Structural deficiencies do exist in this section, but it is not considered a blighted area, particularly if it is mostly summer use. Routine code enforcement checks are advisable to determine whether some dwellings around the lake are occupied the year around and whether they meet the housing standards for such use.

There are examples of structural deficiencies in residences widely scattered throughout the district, but there is no apparent need for urban renewal activity. Code enforcement on a selective basis is recommended.

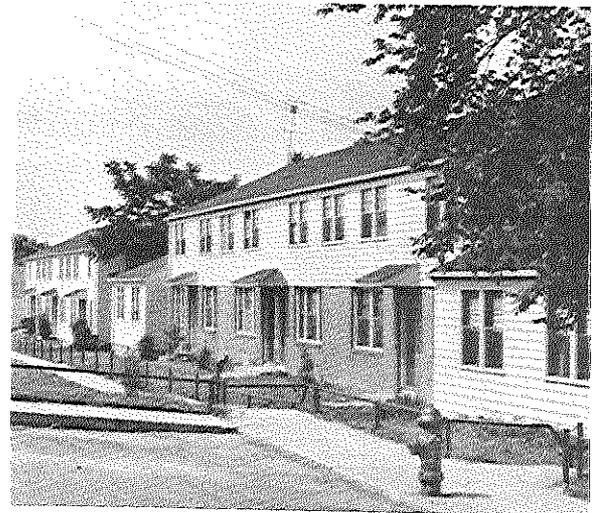
TABLE 3-25

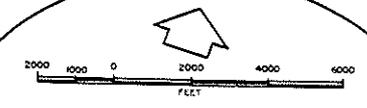
CONDITION OF HOUSING (1960 CENSUS)

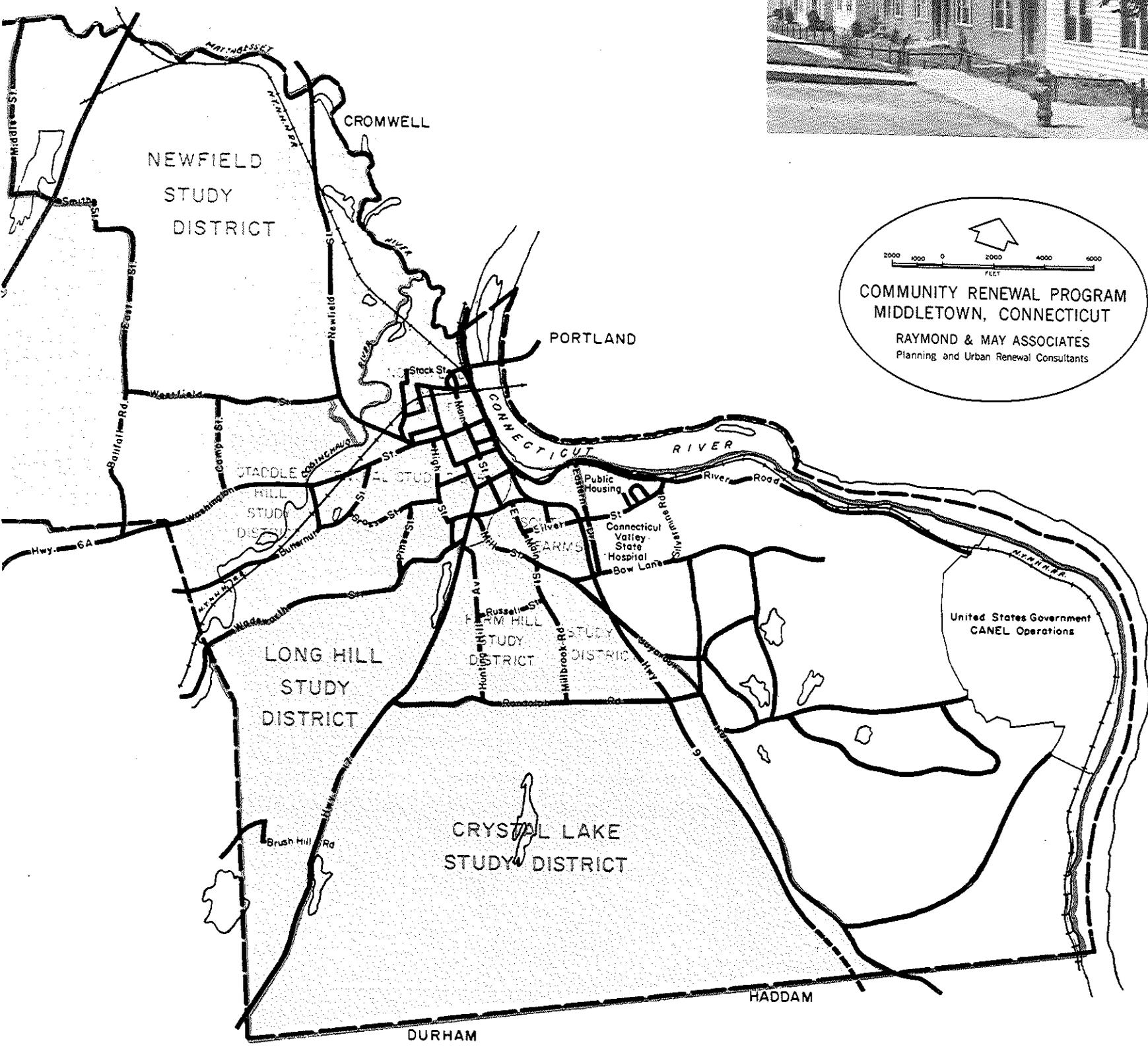
Sound with all facilities	74%
Plumbing deficiencies only	3
Deteriorating	13
Dilapidated	10

(Total number of units - 523)

Maromas Study District




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Maromas Study District

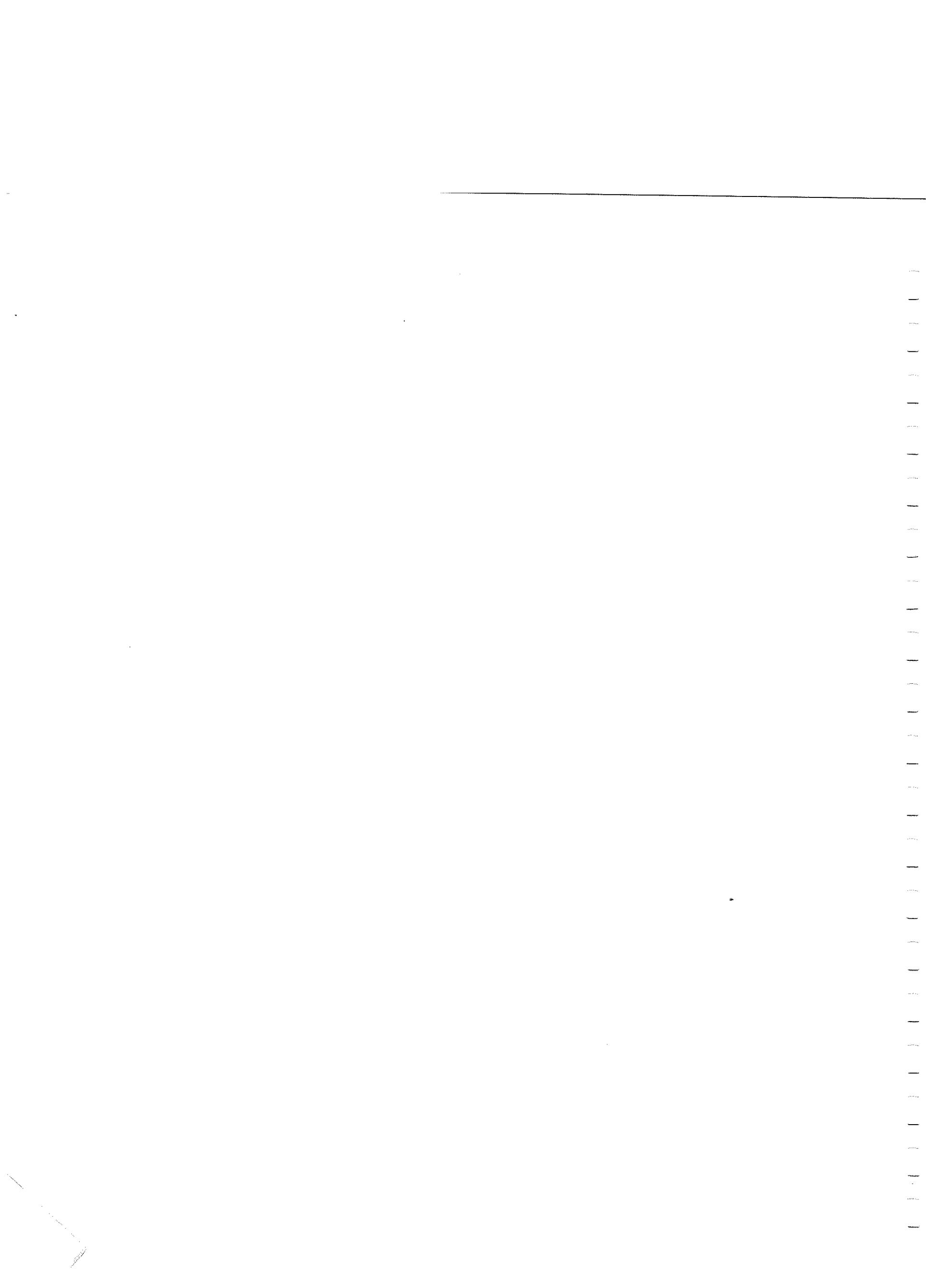
Maromas Study District makes up the entire easterly end of Middletown. Its rugged terrain is heavily wooded. Maromas is the least developed and least settled part of the City. It contains some very large land reservations. The U.S. government CANEL laboratories occupy extensive acreage on the riverfront at the easterly end of the district. The Connecticut Valley State Hospital, on Eastern Drive, owns a number of reservoirs with large watershed areas in the district. Public access is prohibited to both the CANEL operations and the watershed lands. The rest of the district possesses areas of spectacular scenery and natural beauty. The drive on River Road along the Connecticut River is particularly noteworthy, and there are several other scenic areas in the district.

Middletown's federally-aided low rent public housing project, Long River Village, is located in the Maromas District between Silver Street and River Road. Its 190 units are the only substantial concentration of housing in the district. There is a small amount of new housing development going on, mostly in the Bartholemew Road-Saybrook Road section. Otherwise the district contains only very widely scattered houses, several of which appear to have some structural deficiencies. There is no area of blighted conditions requiring urban renewal attention.

TABLE 3-26

CONDITION OF HOUSING (1960 CENSUS)

Sound with all facilities	89%
Plumbing deficiencies only	6
Deteriorating	3
Dilapidated	2
(Total number of units - 453)	



Chapter 4

Proposed Community Renewal Program

The CRP analysis has identified a number of future renewal study areas as shown on Map "Proposed Community Renewal Program", in back cover pocket. These areas, which may be considered potential renewal areas, have been given a priority in terms of future urban renewal programming. The priorities are essentially current judgments regarding the order in which renewal should be undertaken. In other words, they are concerned with the timing of renewal but in comparative, rather than absolute terms.

The proposed community renewal program distinguishes between at least four levels of priority. These are first priority area, second priority area, third priority area, and the remainder of the City. These priorities were not determined by a single factor, but are based on an evaluation of the entire complex of factors which affect the need for and feasibility of urban renewal activity.

Of most obvious importance is the consideration of physical conditions, both structural and environmental. Deficient condition of individual buildings is the most direct indicator of physical blight. Environmental factors, such as the overcrowding of buildings on the land, poor traffic conditions, or inadequate public facilities, are of equal importance in determining renewal priority.

The location of each area in terms of overall City development was considered. Certain areas seem to be ripe for renewal activity whereas other areas seem to remain more in the background. In the CRP analyses this difference emerged from the widespread interest shown by people for the renewal of certain areas and the apparent comparative lack of concern for other areas. This difference appeared in many of the citizen participation contacts of the CRP. It is natural in this regard that the central portion of the City will involve personally the largest number of people. It is the area with which most people have direct contact. In an important sense it represents the City to its residents and its visitors.

Pressure for redevelopment as illustrated by favorable marketability indicators is an important priority consideration. Locations that are desirable for early redevelopment or rehabilitation will tend to have high renewal action priority. Particular sites are natural locations for certain kinds of development that may be about to take place. The City, by directing this development, could enable it to fit in most satisfactorily with long-range City objectives.

The desire to achieve certain Plan of Development objectives can critically affect renewal priority determination. Recommended changes in land use often can be achieved only through the renewal process. The need for new or expanded public and semi-public facilities must also be considered. In some cases old or obsolete facilities must be replaced anyway; by combining the necessary improvement with a renewal project, the City's buying power can be greatly increased by State and Federal matching funds. In other cases certain Plan of Development objectives that might be too expensive to achieve through the ordinary capital budget program might be worked into the renewal program and thereby made economically feasible. The timing as to when these facilities are needed can affect the programming of renewal activity. Conversely renewal programming should also very definitely affect the timing of capital budget expenditures.

Of particular consequence for Middletown are the provisions of Section 112 of the U.S. housing Act, which provides for cooperation between universities and/or hospitals and the City in the undertaking of renewal. Because the application of this provision can result in important financial and planning advantages for the City, it has been a major factor in the determination of renewal priority.

Action Priority and Future Study Priorities

There is an important difference between the first priority area and the other three categories. The first priority area is the only one oriented toward an immediate action program. The other areas are not proposed to be a part of any action program; their inclusion in such a program is put off for an indefinite period of time. For this reason, the first priority area might be designated as an action priority and the others future study priorities.

Proposed Renewal Programming

The first priority area is an area for which an immediate renewal program is proposed (in the Report on High Priority Study Area). This area received the most concentrated and detailed of the CRP analyses, which, in turn, resulted in the most specific recommended delineation for renewal action. Appropriate types of treatment, renewal objectives, relocation estimates and cost estimates were all developed for this area in enough detail to permit effective programming.

We have delineated as the first priority area a single, relatively large, but physically cohesive, area in the center of the City. We have outlined a program for the renewal of this area, within the limits of City needs and resources. Because the first priority area is large, its renewal would undoubtedly be carried out in several stages, but we have viewed it as a single area for planning purposes, to assure proper relationship of all the parts to the whole. Because the program proposed for the first priority area is ambitious, we judge that it will take a number of years, perhaps ten, to complete.

The nature and scope of the action program for the first priority area, and the length of time contemplated for its completion, necessitate a quite different status for the second priority renewal areas. Existing conditions and problems are carefully evaluated for these areas, but not in as much detail as for the first priority area. The second priority areas are not delineated in detail, nor are any specific action programs recommended for them.

Two areas in Middletown are placed in this second category, an area in the North End and an area in South Farms. The North End Second Priority Area generally includes the Rapallo-Ferry Street and the St. John's Sections of the Central Business Study District, and the Miller Street Section and the easterly portion of the North End Study District. The South Farms Second Priority Study Area generally centers around Hubbard School on Silver Street. These two areas are similar to the first priority area in that they are relatively large and physically cohesive areas that should be considered in their totality for planning purposes.

The delineations of these areas are purposely not made clear cut, and proposed treatments for each area are purposely left quite flexible. There are important reasons for this approach. These general areas can definitely be identified at this time as priority areas for renewal programming consideration. They contain

significant structural and environmental deficiencies. They are areas in which important City development objectives can be accomplished through renewal. However, the CRP analysis has established that they are of lesser priority than the first priority area. And contemplated activities in the first priority area are of such a magnitude that it will be an indefinite number of years before the City could move into these second priority areas in any major way.

Many changes, not only in these areas, but in the City as a whole could take place during this time. Needs, resources, and opportunities may change. The intention, therefore, is to retain the maximum amount of flexibility in a situation in which the decisions of commitment of necessity must be far in the future. Before these decisions are made we would urge that new surveys be made and evaluated in terms of the long-range recommendations made in this report. In other words, these areas are identified as having high priority for future renewal study, but they are not recommended for urban renewal treatment as is the first priority area. Because no official delineation or designation is made, they are not in any sense "renewal areas". The public information program should emphasize this fact. The City should adopt no special policy with regard to private development or redevelopment within the areas. The only factor of official status that should be announced is that the area has been identified as having high priority for future renewal consideration and any definite future plans will be dependent on updated documentation to be made at that time. Residents should be dissuaded from moving out of these areas; they should be encouraged to rehabilitate. Code enforcement and perhaps extra municipal housekeeping measures should be undertaken as part of a "holding operation" in these areas.

The third priority areas are smaller and are generally of lesser overall importance than the second priority areas. They tend to present more localized problems and have been identified so that they could be reevaluated from time to time in terms of the current situation as it develops.

No other areas are specifically identified on the Map "Proposed Community Renewal Program," (inside back cover pocket). However, an analysis and evaluation have been made for each of the eleven study districts. In these analyses incipient trouble spots are identified and special code enforcement attention is recommended for certain areas. These areas generally are sound but for various reasons warrant somewhat closer than normal observation.

Chapter 5

Industrial Development in the Community Renewal Program

Industry in Middletown is sometimes disadvantaged by old structures, inefficient locations, and cramped sites. Because industry is a vital sector of the local economy, the modernization of the City's industrial plant facilities could be a vital aspect of future renewal plans. Virtually all of the CRP study areas contain industrial uses; their future development will affect surrounding uses as well as the industries themselves.

The City Plan Commissions' Plan of Development Interim Report states, "The center of Middletown contains a number of old industrial plants, many of which are greatly hampered by lack of space and obsolete structures. In order to compete in the future many of these establishments will be forced to seek larger sites and modern structures. Therefore, the plan provides for the eventual elimination of industrial uses within and adjacent to the central district." It seems unlikely that any great proportion of industrial relocation will take place naturally as part of the normal course of events. However, because high priority areas do contain industrial uses, urban renewal tools and assistance may be applicable to meeting both the City's objectives and local industrial needs.

The Interim Report of the Plan of Development (cited above) implies that the proposed industrial relocation will be to outlying sites in Middletown. Detailed renewal project planning might call for acquisition of industrial property in the central area of the City, with relocation of the operations to outlying sites to be carried out with indirect federal aids. This could be done, however, only if properly located sites with all necessary utilities and facilities exist at the time of acquisition and relocation. No such sites are presently in existence. If the City wishes to effectuate these objectives regarding industry, it will have to take the initiative in seeing that proper and adequate sites are made available by the time they are needed. Such preparation might, therefore, be considered adjunct to, and a necessary part of, the overall community renewal program.

The idea of providing outlying industrial sites is not a new one in Middletown. Industrial park development has been discussed in general terms for several years. The factors that have led to the need for such a development have been detailed many times. Over two years ago the chairman of the Chamber of Commerce Industrial Committee stated that three, and perhaps four local industrialists are planning to leave the City because there is no room for plant expansion. He declared that these businessmen are desperate for more space; they are expanding, but nothing is now available in the City for the expansion. He warned that unless something is done to remedy the situation the City could lose the industries.*

Part of the difficulty of making industrial land available has been the cost of installation of utilities to outlying sites. The issue has revolved around the question of whether utilities should precede industry or vice versa. The City has hesitated to appropriate large sums of money for public facilities until it was sure that specific industrial developments were to come about. On the other hand, it has been reported locally that several prospective industrial developments have been lost to Middletown because the necessary utilities and other site requirements were not available when needed.

This experience seems to indicate that the City cannot afford to wait for industry to appear, but must itself assume the initiative. And if it undertakes this action as part of a community renewal action program, it need not expend money without some assurance that the contemplated development will take place, because industrial relocation would provide a built-in demand for land. The overall renewal program would then be taking two directions, renewal of inner City areas and provision of outlying sites for industrial relocation. This twofold approach would permit both City and industrial officials to make their decisions in the light of what the other is willing and able to do. The detailed coordination between them would be an integral part of the project planning and execution phases of the renewal process. From the City's point of view, assistance to industrial development in conjunction with the community renewal program is a necessary investment in its own future economic well being.

This is not a theoretical, untried, proposal. The New Britain Industrial Park Project and the New Haven Long Wharf Project are examples of how predominately vacant land areas with utilities deficiencies and soil problems can be transformed into sound viable industrial areas which become integral elements in the industrial relocation program.

At least three organizations concerned with industrial park development now exist in Middletown, the Chamber of Commerce Industrial Council, the Middletown Industrial Development Corporation, (MIDC) and the Laurel Brook Industrial Park Corporation. MIDC, which was organized in 1957, is a non-profit corporation with the aims of providing assistance to locally established industries

*Middletown Press, Feb. 28, 1962.

experiencing growth and obsolescence as well as working to bring new industries into Middletown*. It has close links with the Chamber of Commerce, and has expressed hopes of working in cooperation with the City government in achieving its objectives. The Laural Brook group is a private enterprise corporation promoting the development of land abutting Route 17 (South Main Street) in the southerly tip of the Long Hill Study District. (See Map "Potential Industrial Development areas" on page .) The knowledge and experience of these organizations should be utilized by City officials to the fullest possible extent in the development of a program for industrial development. A cooperation program between the City administration and one or more of these groups may be adequate to provide the necessary assistance for the provision of suitable industrial land.

However, the possibility of an open-land renewal project should also be given serious consideration. State of Connecticut urban renewal law states that "redevelopment area means an area within the state which is deteriorated, deteriorating, substandard or detrimental to the safety, health, morals, or welfare of the community. An area may consist partly or wholly of vacant or unimproved land or of land with structures and improvements thereon..." (underlining added). The Federal Urban Renewal Manual makes provisions for open land projects, which may receive loans and advances, but not capital grants.** The local renewal agency must show that such a project is "an adjunct to or necessary part of an overall program of the community for the elimination and prevention of the spread of slums and blight." For industrial reuse the local governing body must determine that "development for predominantly non-residential uses is necessary and appropriate to:

1. Facilitate the proper growth and development of the community in accordance with sound planning standards and local community objectives; and
2. Afford maximum opportunity for development of the project by private enterprise."

It is not immediately clear whether any potential industrial sites in Middletown would be eligible for development as predominantly open land or an open land renewal project. There have not been a great many such projects in the country and the Urban Renewal Administration tends to review each one rather carefully on an individual basis.

There are at least five major areas, either presently zoned for industrial use or designated by the Plan of Development Interim Report as industrial areas, that

*Middletown Press, October 30, 1963.

**Predominantly open land projects may receive capital grants but, it is not clear whether any areas discussed herein would so qualify.

should be considered. These are the Laural Brook, Maromas, Route 9, I-91, and Newfield Street industrial areas.*

As discussed above, the Laural Brook industrial area, which abuts South Main Street near Brush Hill Road, is being promoted by the Laural Brook Industrial Park Corporation, a profit-making group. This area is zoned for industry, but the Plan of Development does not designate it for industrial use. It is located on a State route, but is several miles from the State expressway system. It would, however, be quite close to the Plan of Development proposed realignment of Route 6A. The Laural Brook tract is served by municipal water supply, but not by storm and sanitary sewerage. The municipality could greatly enhance its industrial development potential by extending sewer lines to it. A proposal of this nature would have to be reconciled with the Plan of Development concept of its future use. Because it is being promoted as a private development it would not qualify as an open land project.

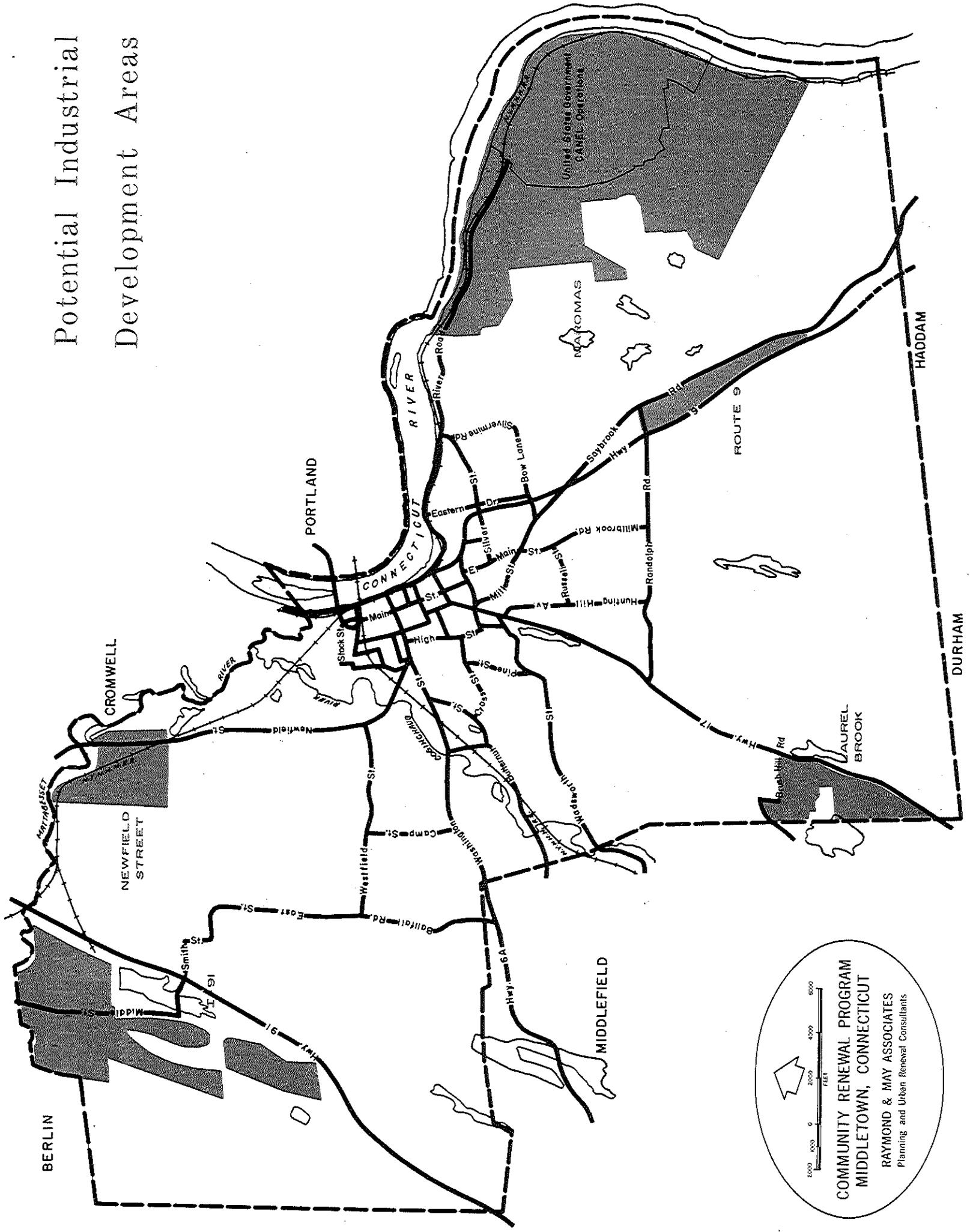
The Maromas industrial district, located in the extreme easterly end of Middletown, is presently zoned for industry. It is an almost entirely undeveloped area with rugged topography. However, two large industrial operations presently occupy large acreage sites in the area, the U.S. Government CANAL laboratories and the Hartford Electric Light Company. According to the Plan of Development Interim Report, "The latter is occupied in part by a power plant, but the greater part is still underdeveloped. Another plot of similar size has been considered as the site for another large scale operation. Therefore, the Plan designates this area for specialized development of this type." Because the rugged topography permits only this specialized kind of development, the district would not be suitable for a general purpose industrial park.

The Plan of Development Interim Report designates a long, relatively narrow, strip of land between old Route 9 and the new Route 9 expressway as a low-density business and industry zone. The proposed future use is not explained further, but the intention may be for highway oriented warehouse and distributive operations. The area is not presently served by municipal water supply, and its southerly two-thirds is shown as being beyond the topographic limits of present service.** Neither is the area served by municipal storm or sanitary sewerage, but it is, for the most part, within the topographical limits for these services. The Plan of Development designation for this area implies that it is not particularly suitable for industrial park development, and we, therefore, would not give it a high priority of consideration for this use. However, its highway connections are excellent, and the utilities problems may not be insuperable. It could be given further detailed consideration.

*See Map on page 107.

**See Maps on pages 108, 110, and 112.

Potential Industrial Development Areas



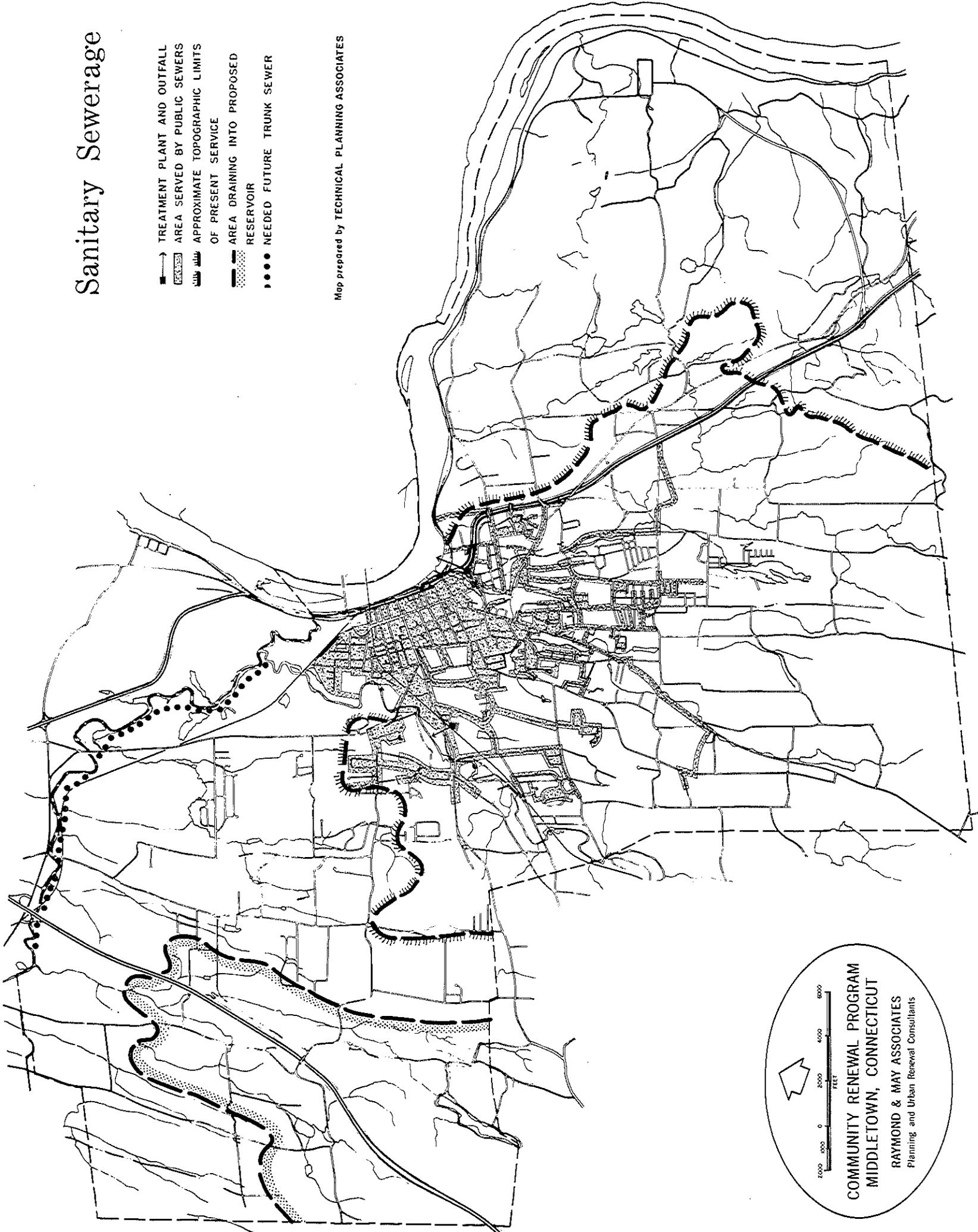
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Sanitary Sewerage

- TREATMENT PLANT AND OUTFALL
- ▭ AREA SERVED BY PUBLIC SEWERS
- APPROXIMATE TOPOGRAPHIC LIMITS
- OF PRESENT SERVICE
- ▨ AREA DRAINING INTO PROPOSED RESERVOIR
- NEEDED FUTURE TRUNK SEWER

Map prepared by TECHNICAL PLANNING ASSOCIATES





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Only the latter two of the five industrial areas, the I-91 and the Newfield Street districts, have been designated for industrial park development by the Plan of Development. These areas have also been analyzed in a detailed report prepared for the CRP by the Planning Commission staff. The analysis here is based partly on the information contained in that report.

The I-91 zone, along Interstate Highway 91 in the Westfield and Newfield study districts, is proposed for low-density industrial park development. In the words of the Plan of Development, "Along the line of Interstate Route 91, chiefly on its west side, there is a substantial area suitable mainly for large scale industrial development, where concerns will want very substantial sites and can take advantage of the rolling land. Here they will enjoy the publicity value of a site along a major highway which has attracted so many establishments to comparable locations, such as Route 128 in the Boston area."

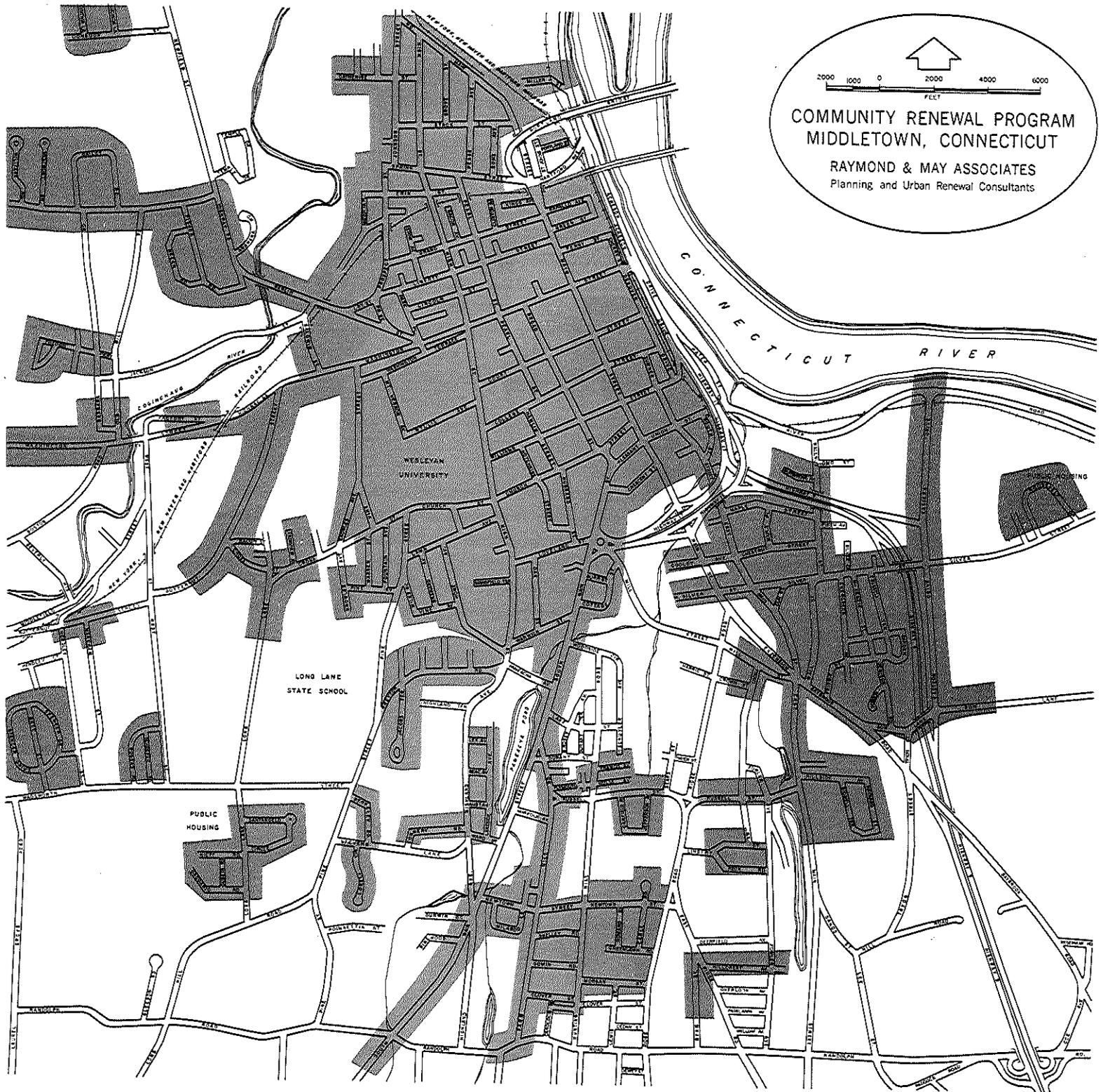
The problem of installing utilities is perhaps the most pressing City problem with regard to the I-91 district. It is not served by either municipal water supply or storm and sanitary sewerage. It is within the topographical limits of present water service. Its drainage, however, is toward the Mattabesset River rather than toward the existing City system which drains toward the Connecticut River.

The district's location adjacent to Interstate Route 91 gives it potentially excellent highway access. However, the internal road circulation pattern is seriously inadequate.

I-91 does have some topographical difficulties, depending on the kind of development that might be undertaken. It might require considerable grading in the preparation of building sites. The zone is in multiple ownership, with the size and shape of parcels not at all related to possible industrial use.

Coordinated and pre-planned industrial park development does not seem feasible under these conditions. An industrial firm which wanted large acreage for its own use might encounter serious problems of land assembly in dealing with a number of comparatively small individual property owners. Problems would exist for the developers of small sites as well. Uncoordinated land development would result in poor development standards, inadequate planning controls, and inefficient use of land, utilities and access roads. Even land acquisition could be a problem for small firms. The president of MIDC has declared that an industrial park organization could control the division of the parcel and could put a fixed price on the land so that each industry could depend on a fair deal. He said that most industries want about two to four acres of land, and that sometimes it is difficult to get a private owner to sell off just that much at one time at a reasonable price.*

*Middletown Press, November 5, 1963.




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Area Served by Storm Drains

The Newfield Street district has similar advantages and problems. It is well located, lying on both sides of the northerly end of Newfield Street, and it will have excellent access to Interstate Route 91 via an interchange just over the City line in Cromwell. The district is designated for industrial park development by the Plan of Development. It already contains some industrial development, particularly on the easterly side of Newfield Street. Much of the undeveloped land east of Newfield Street has drainage and flooding problems. However, the land lying west of Newfield Street seems particularly well suited for industrial park development.

The Newfield Street industrial area is presently served by municipal water supply but not by municipal storm or sanitary sewerage. Like the I-91 district, it drains toward the Mattabesset River. The Plan of Development discusses its sewerage problems as follows:

"The Land Use Plan designates large areas in this drainage basin for industrial development. The portion along the outer part of Newfield Street is presently the most accessible. It is needed at once as a location for the community's promotional efforts in securing new or relocated industries. Sewer service for this area must therefore have a high priority.

"In order to provide for sewerage of this area it will be necessary to install a trunk sewer near that (Mattabesset) river and either to construct an additional treatment plant near the mouth or to pump the sewage to the existing treatment plant and to enlarge the latter as necessary.

"However, we understand that a regional Mattabesset Sewer Authority will serve New Britain and other towns of this valley. It will probably be much more efficient and economical for Middletown to apply for service from this regional authority than to operate its own separate system. The Mattabesset regional sewer system will presumably include a treatment plant near the river's confluence with the Connecticut River.

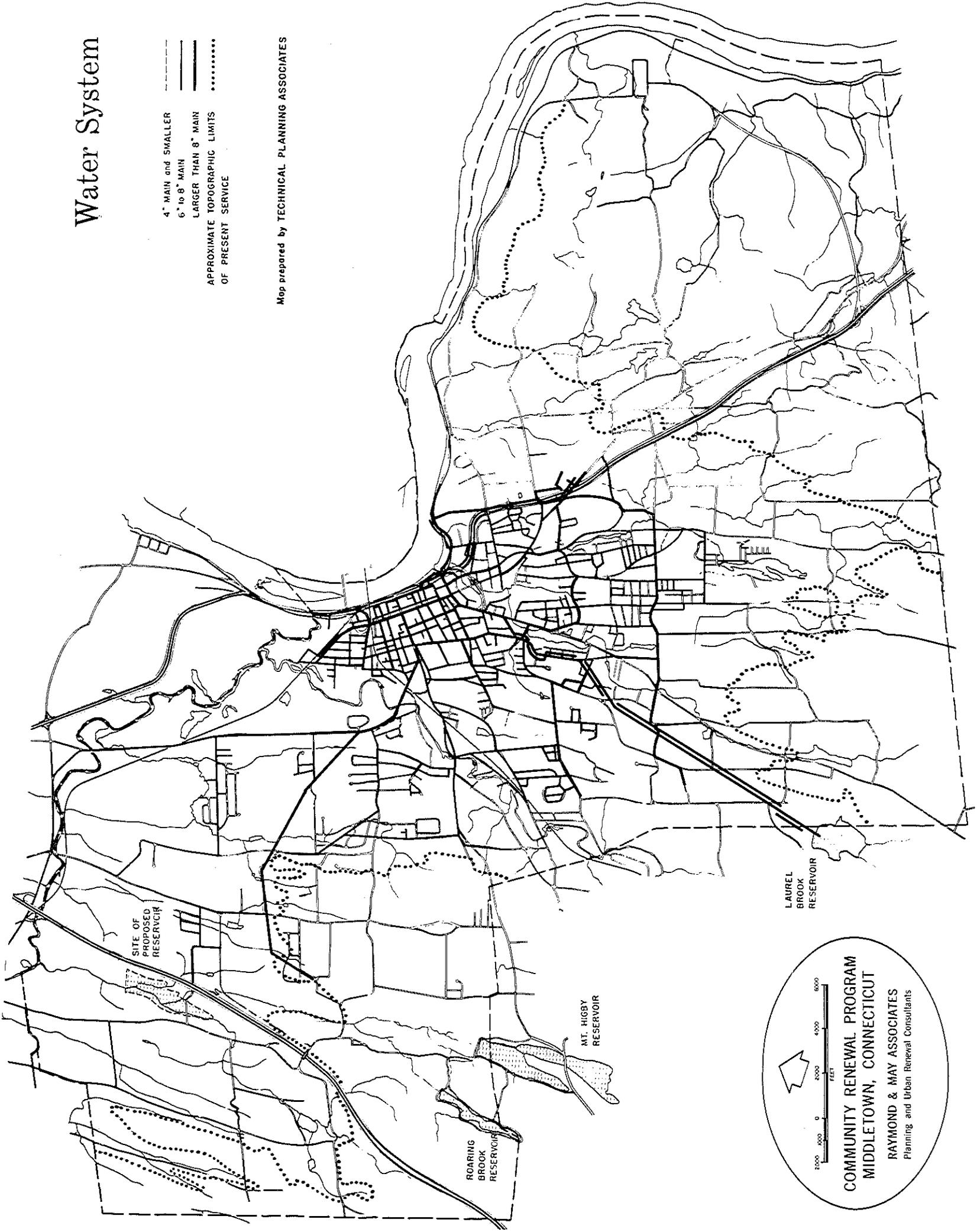
"We, therefore, recommend that the City officials take immediate steps to investigate the feasibility of joining the regional sewer authority and the terms under which its service can be obtained."

The Newfield Street industrial district is relatively level and is generally well drained. It contains a railroad track although the line has been abandoned. Perhaps it could be reactivated if industrial needs warranted. The district abuts Newfield Street, which gives it good access, but there is no provision for internal circulation within the area itself. The parcels west of the railroad track appear to be landlocked. The area is in multiple ownership, and like the I-91 zone, the size and shape of parcels are not related to potential industrial park development. Land assembly and coordinated pre-planning would be necessary for the creation of an efficient and well designed industrial park.

Water System

- 4" MAIN and SMALLER
- ==== 6" to 8" MAIN
- ===== LARGER THAN 8" MAIN
- APPROXIMATE TOPOGRAPHIC LIMITS OF PRESENT SERVICE

Map prepared by TECHNICAL PLANNING ASSOCIATES



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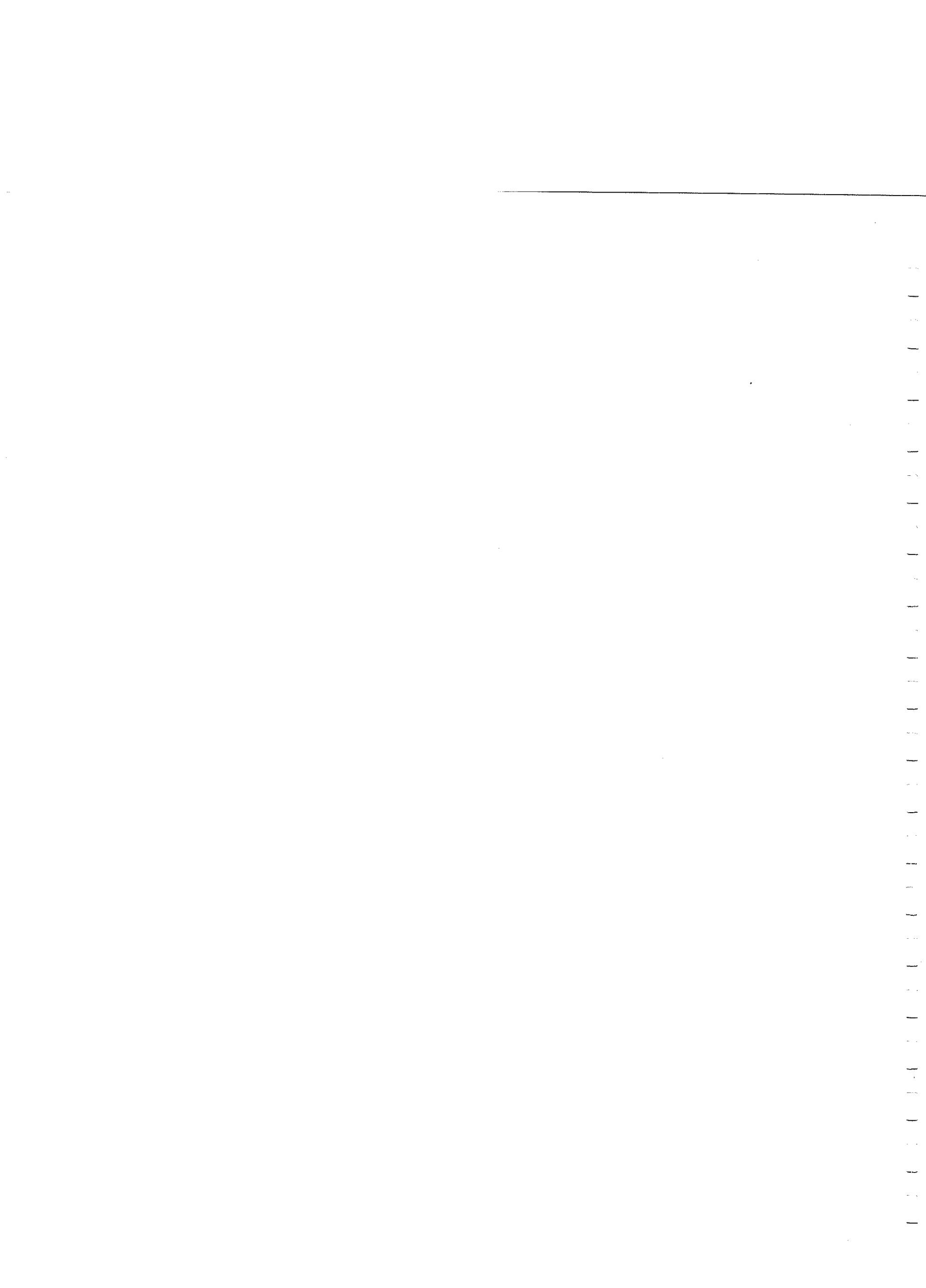
These latter two industrial districts, I-91 and Newfield Street, appear to warrant additional detailed consideration for an open land project with the purpose of creating an industrial park for industrial relocation. Because it is integrally related to the successful renewal of the inner districts, the development of an industrial park could definitely be considered as a necessary part of overall community renewal, thus meeting this State and Federal requirement.

The two districts, in their present form, may be judged detrimental to the welfare of the community in that they inhibit satisfactory industrial development, which is vitally necessary. Evaluation of the sites has indicated that they have serious problems which make their constructive utilization through private initiative highly unlikely. These negative factors include lack of proper utilities, improper size and shape of lots, inadequate street patterns, complexities of ownership, and serious topographical difficulties.

As pointed out previously, an open land project is not eligible for Federal financial grants; it may receive only loans and advances. This means that whether the work is undertaken through renewal or not, the major costs will be a City responsibility. The advantage of utilizing renewal would be the power of land assembly and the ability to do comprehensive planning of the site, activities that would not otherwise be possible. And, as this chapter has tried to emphasize, the responsibility, either to develop an industrial park or to assist in the private development of such a park, is not one that Middletown can afford to evade any longer. The continuing costs of failing to provide for industrial needs would be much greater in the long run. The overall local costs resulting from the loss of even one major industry could not be measured. An industrial park that made possible industrial expansion would eventually pay back its development costs through increased tax revenues.

As the next step, therefore, we strongly recommend that a comprehensive and detailed engineering planning and real estate evaluation be undertaken to determine which of the possibilities discussed in this chapter would be most feasible for the City to undertake. The feasibility study might well include discussion with owners of the properties under consideration. It certainly should include estimates of all the costs necessary to put an industrial park into operation, including possible early temporary operation.

The study would provide the facts necessary for the municipality to decide on a specific plan. Once this determination has been made, effectuation of the selected plan should be pressed. As pointed out before, this work should be carefully coordinated with other aspects of the CRP and as such might logically be initiated by the Redevelopment Agency, if other pertinent City agencies and the City council so agree. If use of Federal renewal aids is contemplated then the proposed project should be carefully checked out with the Regional Office of the Urban Renewal Administration prior to the preparation of any Applications.



Chapter 6

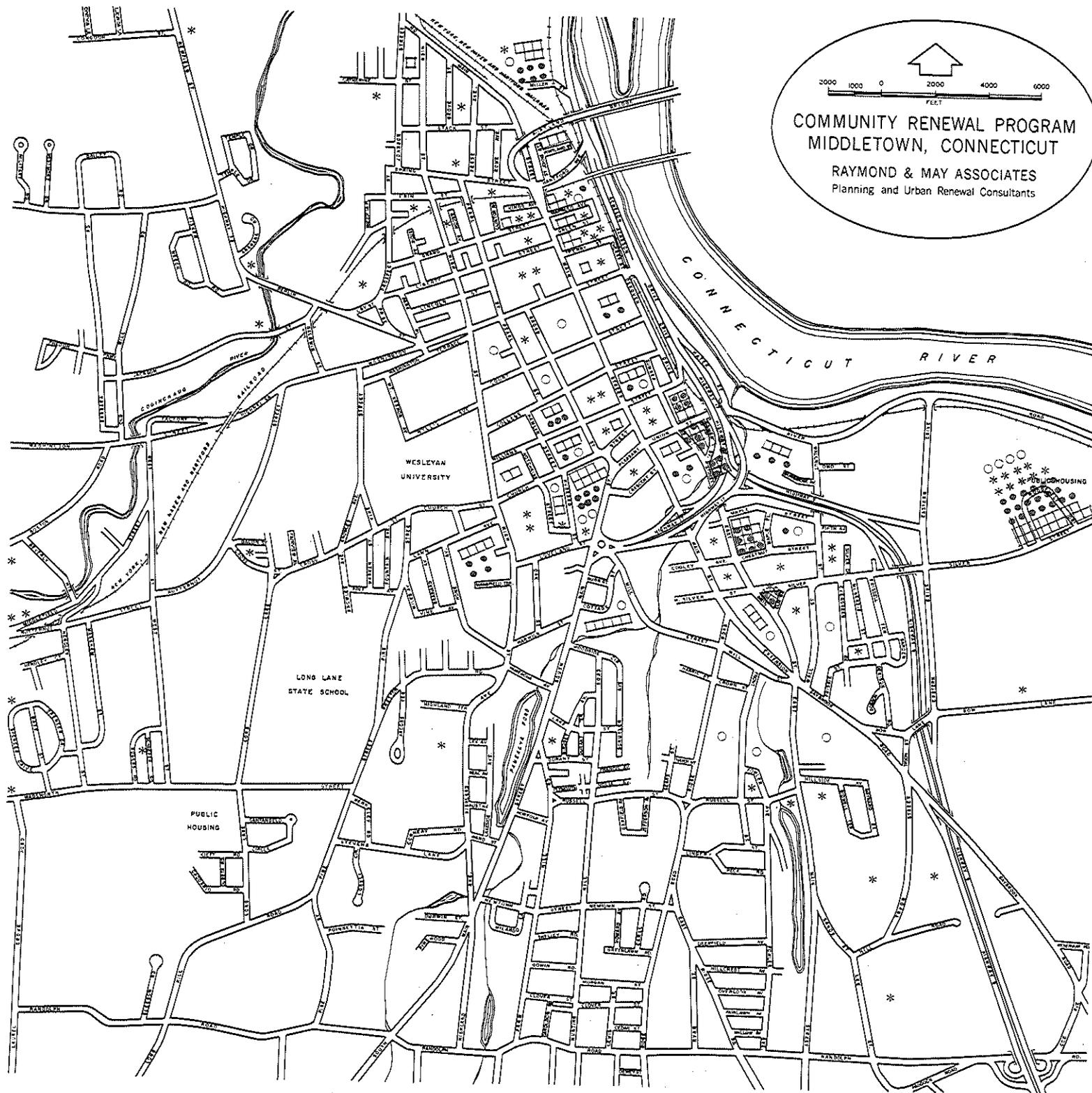
Social Services and the Community Renewal Program

"Merely putting families with problems into decent housing does not necessarily change their behavior. Some are still hampered by lack of education and of experience in society. They need human help." This statement by Housing and Home Finance Agency Administrator Robert C. Weaver points out the basis for a consideration of the relationship between renewal and social services, both public and private.

The CRP studies have been directly concerned with social problems to the degree that these are closely associated with poor housing and/or with poor neighborhood and environmental conditions. We have included family attitude surveys in the CRP analysis, and in evaluation of the surveys, we have taken into account social needs as voluntarily expressed in family interviews. However, no special attempt has been made through this direct contact with families to uncover unusual health, social or welfare problems. The family surveys, as such, therefore, do not reveal particular problems of this nature that are not already known to local welfare agencies.

However, as expressed by Dr. Weaver's statement quoted above, social needs must be taken into consideration as part of over-all renewal objectives and operations. Experience with renewal activities in other cities indicates that as projects move into the execution stage, detailed contact with families will bring to light social problems not readily noticeable in the original interview.

Therefore, in order to develop a rough estimate of social and welfare needs that may be present in contemplated renewal areas, we have worked with the public and private officials and agencies active in this field in Middletown. These include the City Health Officer, City Welfare Director, The District Nurse Association, the Catholic Charities, and the Family Service Association. The Welfare Director provided contact with the state welfare program staff working in Middletown. Areas of concentration of social and welfare problems, as located by these officials and agencies, are illustrated by maps on pages 116 and 118.




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- SOCIAL PROBLEM
- HEALTH PROBLEM
- TUBERCULOSIS
- * CATHOLIC CHARITIES CASE

Social, Health and Welfare Problems (by block)

SOURCE: Case Load reported by District Nurse Association of Middletown and Catholic Charities

Heaviest concentrations are found within the high priority study area, with significant, but lesser, amounts in secondary priority areas, both in the North End and the South Farms Study Districts.

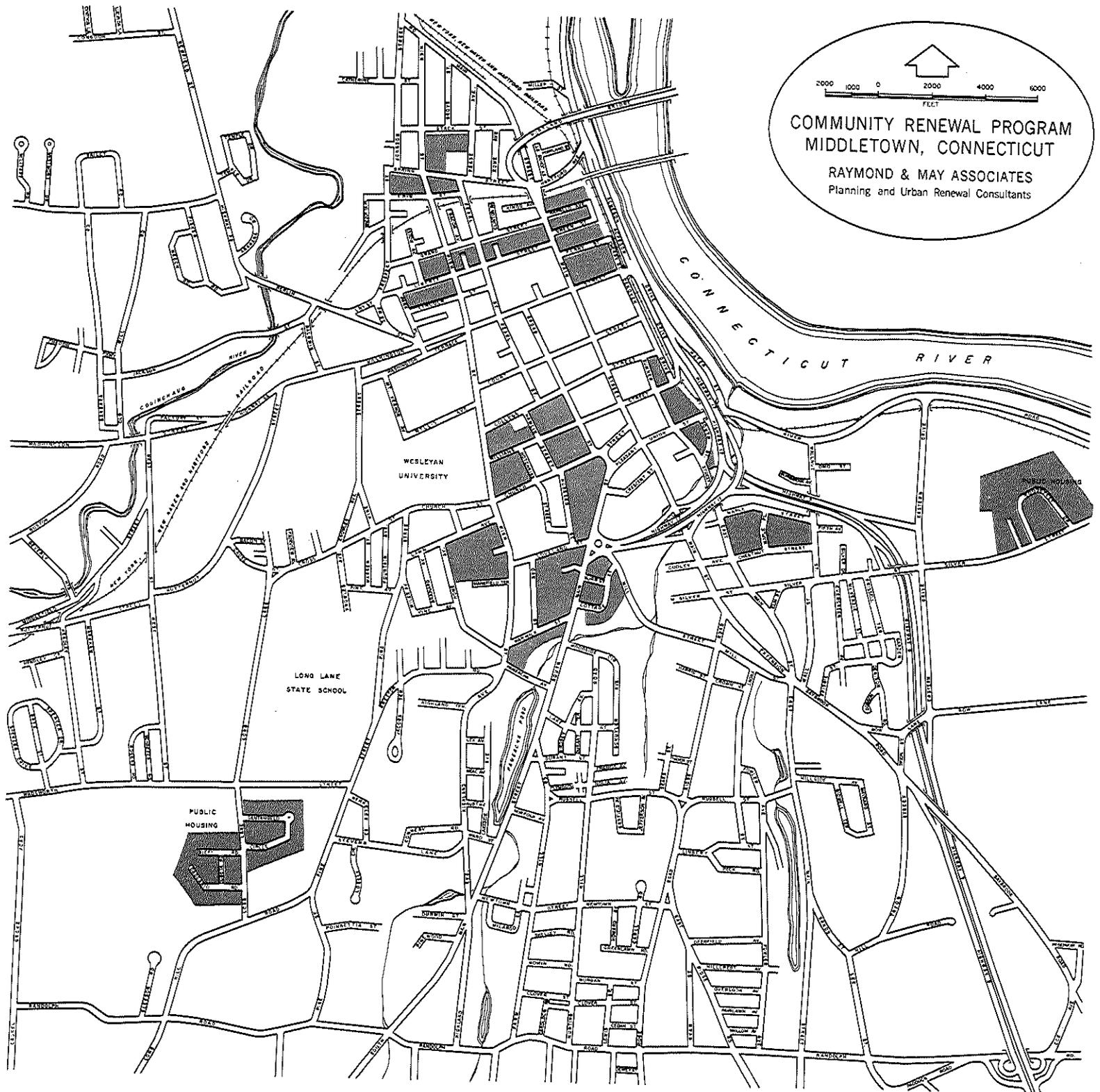
Although Middletown is not a large City, it is a long established urban settlement, with a relatively densely built up inner core. Neighborhood patterns in the community's inner districts have much in common with social patterns found in other central cities throughout the United States. These include a growing proportion of elderly persons, racial and ethnic concentrations, and some concentration of welfare problems generally found in (but not restricted to) areas with low-income families. In the high priority study area, which includes a major segment of the inner core, all of these characteristics are represented.

Certain of these social characteristics, such as a large number of elderly persons, or ethnic and racial concentrations, are not welfare problems as such. However, these groups generally have some special needs or desires which must be considered if renewal plans are to be successful in human terms. Individual families with specific difficulties present a different kind of social situation. Their problems may be economic, medical, social, or a combination of these and other factors. Provision of adequate housing will meet a genuine need for many of these problem families, but generally they will require additional assistance, sometimes long term. It seems clear, then, that to meet the requirements, both of individual problem families and groups of families with particular social characteristics, preparation for dealing with social and welfare needs must be made prior to the commencement of renewal activities.

Among renewal professionals there has been a growing acceptance of social planning--or planning for social needs--although a clear definition of this term has not yet been made and relatively little has been done to translate it into practice.* Even though definitive social programs of a comprehensive nature are still in the developmental stage, consideration of social problems should be a concern of the community in the execution of its long-range renewal program.

The background to Federal concern for the welfare problem of cities was contained in a message made by the late President Kennedy to the Congress in February, 1963. He said that "merely responding with a 'relief check' to complicated social or personal problems...is not likely to provide a lasting solution. Such a check must be supplemented, or in some cases made unnecessary, by positive services and solutions, offering the total resources of the

*George Grier, Housing and Renewal Consultant, affiliated with the Washington Center for Metropolitan Studies, Washington, D.C.; "Social Planning Defined" printed in the Journal of Housing, No. 2, 1963.




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 CONCENTRATIONS OF FAMILIES IN
 NEED OF WELFARE ASSISTANCE.

Welfare Areas

SOURCE: Middletown Department of Welfare

community to meet the total needs of the family to help our less fortunate citizens help themselves".* This emphasis on self-help has been an integral part of various approaches made to welfare problems since that time.

Emphasizing the self-help theme, the State of Connecticut Welfare Commission has recently announced a new family rehabilitation program for persons receiving welfare aid in Middletown. Governor Dempsey explained "that this program is based on our conviction that the best way to help people is to make it possible for them to help themselves. We know that people want public assistance only as a last resort. They prefer to be self supporting. Therefore, to help meet unfortunate situations that face many people, we must do more than hand out funds sufficient to meet the necessities of food, clothing, shelter, and medical care. We must identify the conditions that create the need for assistance and eliminate them. That, basically, is the purpose of the Family Rehabilitation Program."

The program is based on a two-year pilot study made in the Middletown area by the State Commission. It analyzed the problems which led to the need for welfare assistance, taking into consideration age, housing, schooling, ethnic groups, family problems, employability, and vulnerability to new disorders. It also evaluated the potential for family rehabilitation and found that in 90 percent of the problems, there is a reasonable expectation that they will be improved or at least kept from deteriorating further.**

Virtually all ventures to date combining housing, renewal, social needs and welfare, have been connected in some way with the public housing program, probably because it is older and better established than the renewal program, and because it deals exclusively with low-income families. A notable exception to this rule is the demonstration program being sponsored by the Ford Foundation in several American cities, including New Haven, Oakland, Boston, and Philadelphia.*** Because it is nearby, the program now underway in New Haven should be of special interest to Middletown citizens. An official of the New Haven program explained "that the problems of the City could not be solved through redevelopment or an industrial and business expansion program alone; somehow the City had to come to grips with those social-human problems which grow out of conditions of poverty in the inner City and which in themselves feed that very process of decay which redevelopment attempts to reverse."

*Journal of Housing, March-April, 1962, p. 122.

**Middletown Press, March 18, 1964.

***David B. Carlson, Urban Renewal for People, Architectural Forum, January, 1964, pages 86-89.

New Haven's social program is concentrating on schools and education, particularly in older areas of the City and among disadvantaged and minority group families. Reports indicate that one result of the strong link between renewal and the schools has been the formulation of the community-school idea for the City's inner neighborhoods. The community school serves as the center for most neighborhood services, particularly for health, recreation, and welfare. Each is staffed with a neighborhood service worker, a recreation supervisor, and a special assistant principal for the school itself. These persons have the responsibility for coordination of all programs on the neighborhood level.

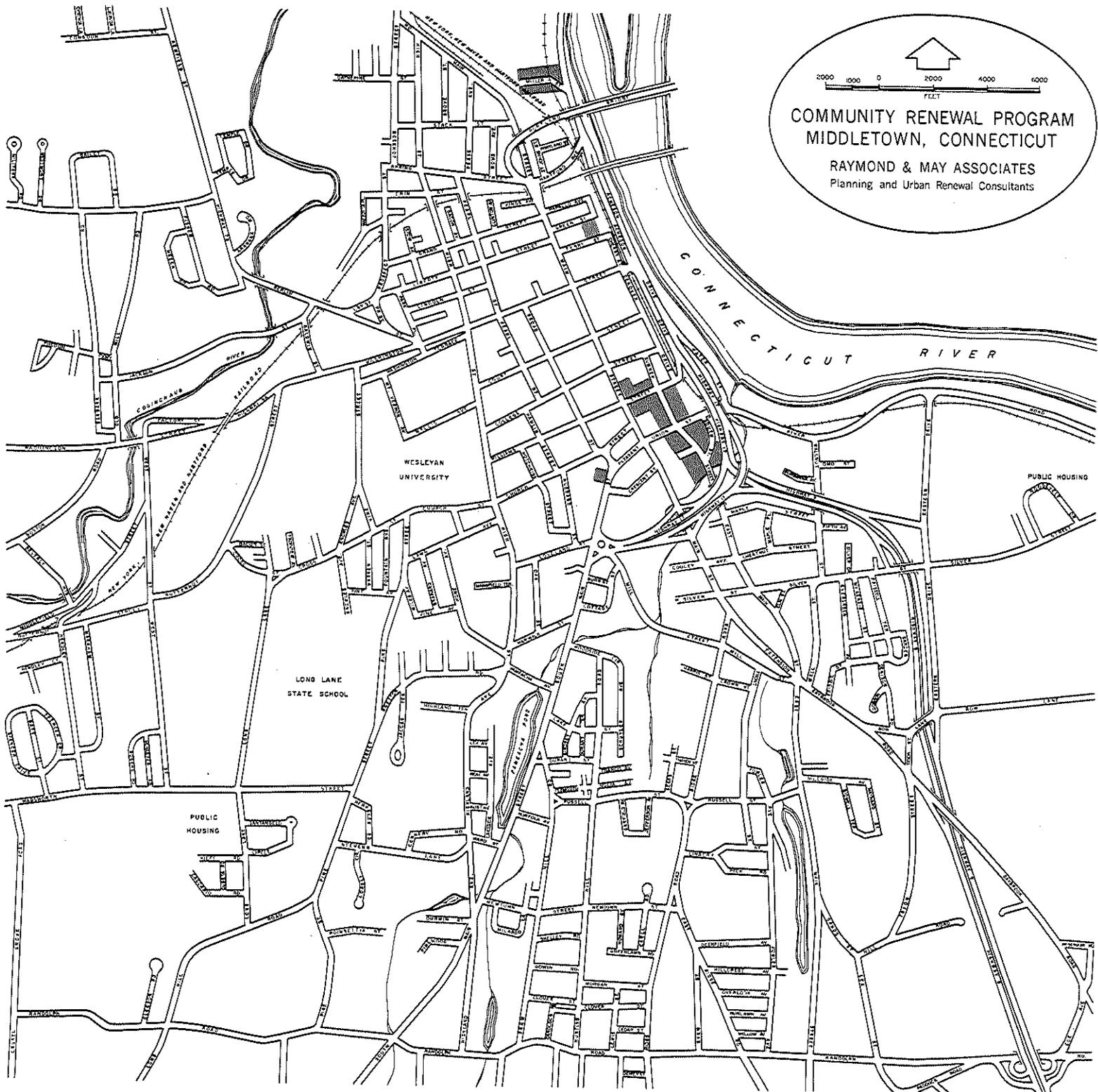
Another emphasis in the New Haven program has been job training for unemployed persons and high school dropouts. The training program is reported to be so well established that many local employers take its recommendations almost without question. Yale University has employed a number of the program's graduates, and participates in the training program by providing student tutors for school children. We recommend first hand investigation of the New Haven program by interested Middletown citizens and officials concerned with housing, welfare, education and community development. Certainly, this is one potential area where the talents of many Wesleyan University personnel can be used to great advantage.

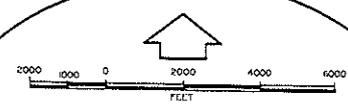
Programs that combine community social services with public housing are more widespread, and cover a wide variety of urban interests and activities. (These are in addition to the State and local welfare programs which administer such items as emergency financial assistance, aid to dependent children, aid to the blind, aid to the disabled, old age assistance, and State programs of medical aid to the aged.) Examples of specific specialized housing and social welfare programs are discussed from time to time in the Journal of Housing, the professional journal of housing and renewal officials.

For example, in Cincinnati a one-story house has been turned into a school where neighborhood homemakers can learn the basics of housekeeping. This is a joint undertaking by the adult education division of the public school system, the housing authority, and the county welfare department.* In San Francisco work with high school dropouts has been sponsored by the housing authority. The Middletown housing authority has been mentioned and given praise for its program of providing study space for high school students in its Long River Village housing development. It also provides, if requested, tutorial help given by Wesleyan University students. This program is reported to have contributed to the prevention of school dropouts.**

*Journal of Housing, No. 1, 1963, p. 44-45.

**Journal of Housing, No. 4, 1963, p. 204.




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AREAS CONTAINING HOUSING UNITS
 HAVING SERIOUS HEALTH, SANITARY
 AND STRUCTURAL DEFICIENCIES, AS
 DELINEATED BY MIDDLETOWN HEALTH
 DIRECTOR.

Housing Deficiencies

In Seattle a demonstration grant from the U.S. Public Health Service has been used to develop a medical social work program for elderly public housing tenants. In Cleveland close collaboration between voluntary and governmental agencies has resulted in the provision of a variety of services and facilities which might otherwise not have been possible. These include day nurseries, clinics, settlement houses, boys clubs, a hearing and speech center, scouting activities, and golden age clubs.*

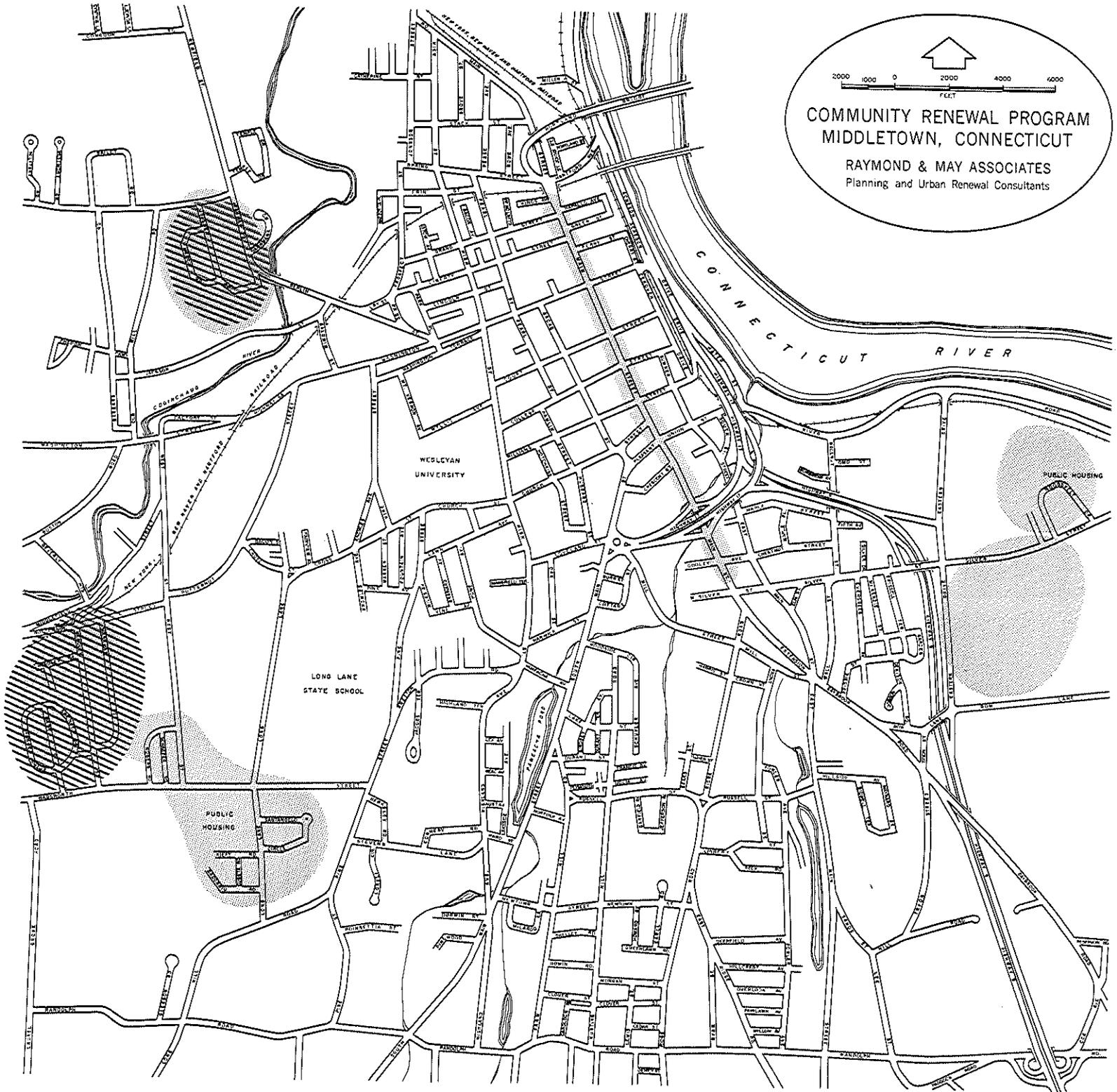
Because the renewal program will be acting to alleviate physical conditions that may cause, or at least intensify, social ills, this is an ideal time to expand the direct efforts being made toward the solution of social problems. The combination of significant physical improvements and carefully correlated social assistance should do far more for the over-all health and welfare of local citizens than either program could do by itself.

In the case of clearance activities the need for human contact and individual aid, where necessary, is relatively obvious. Because fairly major readjustments may be necessary, counseling, education and information programs, and direct assistance when needed, can help make the transition for affected families one of hope and opportunity rather than fear and resignation. It presents the social worker a rare chance to help bring about positive improvements in the long range outlooks of problem families regarding their individual living conditions and their participation in community life.

The opportunity in rehabilitation areas is less obvious because the changes, readjustments, and opportunities are less dramatic. But the same factor of improving physical surroundings creates a situation favorable to a more generalized improvement of living conditions.

Some of the ideas that have been used in other cities would seem to be worthy of consideration in Middletown in developing a cooperative program of renewal and social work. For example, the community-school concept being tried in New Haven might be applicable here. We suggest that it be investigated and discussed by the school board, planning commission, PTA's and other citizen's groups. We suggest investigation of the possibility of creating a council (formal or informal) of social agencies in Middletown. This group might include both official City departments and quasi-public or private agencies concerned with the social aspects of renewal. The council's purpose could be to coordinate the operations of the several organizations for maximum impact on the social problems brought to light through renewal activity. The council might also undertake studies and develop plans for needed social programs not now

*Journal of Housing, No. 4, 1963, p. 204.




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 FEET
COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT
 RAYMOND & MAY ASSOCIATES
 Planning and Urban Renewal Consultants

AREAS HAVING HIGH INCIDENCE OF DELINQUENCY
 IN PAYMENT OF:
 WATER AND SEWER CHARGES
 PERSONAL PROPERTY TAXES

Tax Delinquency

SOURCE: City Tax Collector

in existence locally. It is highly desirable that the State Welfare Commission be included, to take advantage of the knowledge and experience gained in its recent intensive pilot-study.

In the chapter on Administrative Organization specific suggestions are made as to how the Redevelopment Agency staff might help to coordinate the Agency's activities with other on-going local social programs.

The suggestions made in this chapter do not, by any means, exhaust the possibilities of constructive action in the field of social relationship and social problems. They should not be taken to exclude any other studies or programs which may be suggested locally. They are intended only as ideas to stimulate thinking, discussion, and possible activities in this area of proven need.

Chapter 7

Administrative Organization

Redevelopment Agency Staff and Administrative Structure

In considering future staff needs for this Agency the following factors must be taken into account:

- (a) No renewal program can move expeditiously without a proper staff in terms of numbers and experience.

The Center Street Project was miniscale in comparison with the action program suggested in the Report on High Priority Study Area. A large renewal program is administratively feasible if the Agency staff is bolstered and ready to do the job at the time that the workload occurs.

- (b) Any administrative staff table of organization must be reviewed periodically and adjusted to correspond with updated forecasts of workload and current evaluation of the specific talents and output potential of the staff.

It is impossible in renewal programs to predict accurately long in advance the exact status of a project at a particular point in time, especially when that project is not yet in the execution stage. Further, the addition to the staff of personnel with specific combinations of abilities and experience may make it desirable to rearrange the division of staff functions.

- (c) Trained renewal personnel are relatively scarce.

The implications of this fact to Middletown are that a salary structure will have to be established in line with the law of supply and demand in the renewal field in the region rather than at current municipal salary levels. A feasible alternative in some instances may be to hire local persons who have a satisfactory background in related fields and to give them an "in service" training period. This approach would require a policy of early hiring to allow time for the training period. In any event recruiting will have to be undertaken well in advance of need, particularly in the case of

top staff personnel who would be in a position to train the people they will supervise.

- (d) Renewal workloads fluctuate significantly.

It would not be feasible, in Middletown, to assemble a staff capable of performing every function at all times. This is so, because of scarcity of top level renewal trained personnel, particularly in such specialities as real estate appraising, planning, and engineering, and the fact that demand for such services may be full-time for a several month period and then practically disappear at other stages. This means that such services would best be supplied through use of consultants who would in effect only be utilized at the time that they are needed. It would be desirable to have on the staff personnel who have some experience or knowledge in the fields in which consultants are being utilized so that they could properly administer the various consultant contacts. Certain services, particularly those involving administrative and community relations functions, should be handled only by permanent staff personnel.

- (e) Maximum use should be made of the talents and experience of personnel in other City departments and agencies.

Many of the personnel of other City agencies who participated in the preparation of the CRP expressed a willingness to participate in future renewal programs. Certainly because of their knowledge of the City and their particular work experience they should, at a minimum, be consulted (through proper chain of command) during those stages of the renewal process at which they can most directly contribute. Further, where their own workload permits, they might be utilized to perform specific renewal work items.

- (f) The staff should be fully operational, at least in terms of initial project execution activities, as early as possible in the Survey and Planning stage. In a large project such as is suggested in the Report on High Priority Study Area there is a tendency for many difficult problems to arise which must be resolved in the period between the submission of a Part I and the holding of public hearings and subsequent final approval actions. These may be in the nature of early land acquisition arrangements, cooperation agreements with special redevelopers or other public agencies, arrangements and scheduling of relocation staging for major industries, businesses or institutions, etc. The staff must be capable of handling many of these negotiations and have full background on them so that they can follow through in the execution stage. It will not do in many of these cases to adopt a position that "this will be investigated when we get into execution". In some instances it may be impossible for legal reasons to reach final resolution of problems, but tentative arrangements based on the best possible information will have to be made.

Proposed Organizational Structure - Planning Stage

The proposed organizational structure for the stage between the approval of the Survey and Planning Application and the start of the execution stage is shown on page

The basic functions of the staff at this stage are (a) to provide the full administrative and technical services (supplemented by outside specialists) needed to prepare a detailed project plan and program and to conduct an effective public information program, (b) to form the nucleus of the supervisory staff for the execution of the project so that the project can become fully operational as soon as it goes into execution, and (c) to carry out any "early land acquisition" activities that might be undertaken.

The suggested basic functions of the various staff members is as follows:

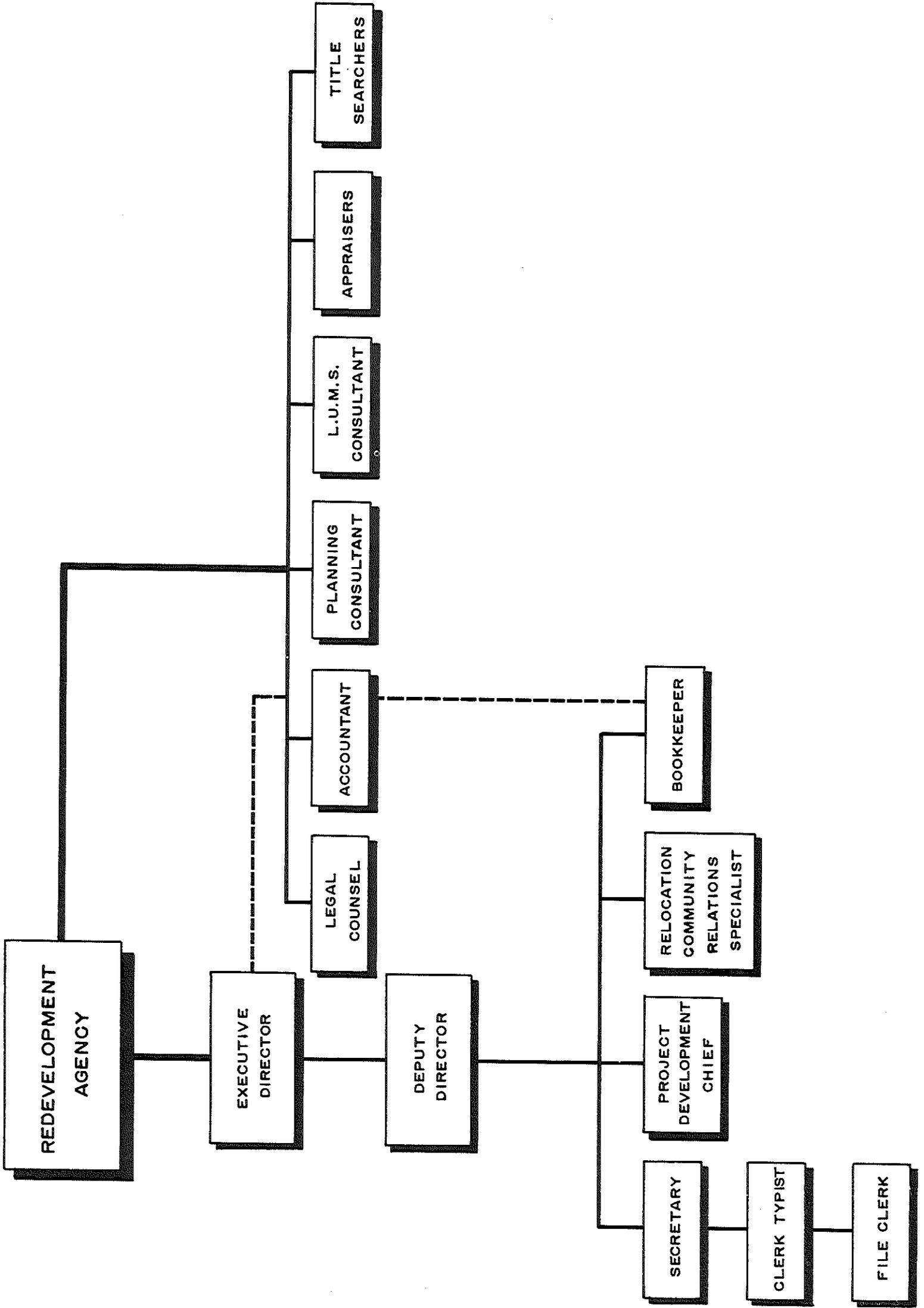
Executive Director will supervise the staff and make final staff level decisions on all administrative matters. He will be responsible for coordinating with other City agencies, Stage agencies, HHFA, etc. (If, as suggested as a possibility in the following section, the City establishes a Development Coordinator, then the Executive Director will work through him in all matters involving coordination with other local agencies. Coordination on urban renewal matters with HHFA and State Agencies would remain a function of the Executive Director.) In addition, a supervision of the public information program would be the function of the Executive Director. He would likely be personally involved to a considerable degree in this work.

Deputy Director will assist the Executive Director in carrying out his functions and would act in his place during any periods of absence from the office. The emphasis of the Deputy Director's function should be to free the Executive Director from much of the "paperwork" and detailed administration which is an inherent part of the Renewal process.

Secretary, Clerk Typist and File Clerk will constitute a secretarial pool for the entire office.

Project Development Chief will be responsible for land acquisition, disposition, title search and engineering functions. During the planning stage he will administer the work of the various outside consultants who will be developing related data, coordinate on day to day aspects of these items with other City agencies, help to solve any individual local problems relating to these items, and answer questions of area families and businesses in regard to these items. He will also be responsible for developing a record keeping and file system so that the project can move quickly once it gets into the execution stage.

Redevelopment Agency Staff and Administrative Structure
Planning Stage



Relocation-Community Relations Specialist will be mainly responsible for assuring that a sound workable relocation plan is developed. He will supervise the work of the consultants who will be performing surveys and developing the technical data which will form the basis for the Relocation Plan. He will also be responsible for inter-group relations as it relates to renewal, coordination with all other agencies who will later be involved in the relocation process, and, particularly with coordination with the minority group housing subcommittee set up under the City's workable program. An important aspect of his job during the planning stage will be to develop a mechanism for marshalling all of the local existing social services (perhaps under a "council of social agencies" as suggested later in this chapter) to be made available to project area residents.

Bookkeeper will be responsible for keeping all Agency fiscal and payroll records. The development of the record keeping system and periodic audits of the records would be carried out by an outside accountant under contract to the Agency. The bookkeeper would also be expected to assist the secretarial section when the workload permits.

Outside services contemplated under this organizational structure would be provided for the legal, accounting, real estate appraisal, title search, planning and engineering aspects. These services would be of a specialist nature and it is not likely that the Agency could procure fully qualified individuals in these fields within the probable salary structure or budgetary limitations. Other problems which would be encountered if these were to be staff positions would be the difficulty of recruiting for jobs which would be of limited duration and the likelihood that during many portions of the planning stage there will not be enough full-time work to keep these specialists busy.

Citywide Organizations for Renewal and the Workable Program

Almost every city department or board is at one time or another involved with activities relating to urban renewal or the Workable Program. In the past these activities have been satisfactorily coordinated by the Mayor, the Chairman of the Redevelopment Agency and the executive director of the Redevelopment Agency. As the city moves into a program of broader scope it may become necessary to develop a more formal method of coordination of operating functions, information dissemination, and preliminary policy decision making.

It should be emphasized that any proposals along these lines are intended only to improve the liason between various city agencies and boards and to speed the renewal process. They would not in any way change the legal status or operating role of any existing department board, or Agency. The basic proposals for such city-wide organization are as follows:

- (1) Creation of a Community Development Policy Board. The major function of this Board would be to mold and coordinate over-all policy decisions affecting physical, economic and social change within the City.

The Board should be composed of those officials and citizens (elected or appointed) most involved with development policy. Its membership should be named by the Mayor and ought to include as a nucleus the Chairmen of the Redevelopment Agency, Planning Commission, Housing Authority, Mayor's Redevelopment Advisory Committee, the Comptroller and Corporation Counsel, majority and minority leaders of the City Council and such other city officials as may be requested to attend on an ad hoc basis from time to time. All members should be ex-officio. The Mayor or his designated representative should act as chairman of the Board.

The meetings of the board should be informal, but, perhaps regularly scheduled to insure periodic reviews of the status of all development activities. The informality is deemed desirable in order to create a climate of frank and comprehensive review of the implications of development policy alternatives.

The Board would not have any legal status. However, because of its prestigious and representative nature, the Board could be expected to have considerable persuasive power over the operating agencies of the City.

In order to function effectively the Board should confine itself to broad policy questions and not get involved in the detailed day-to-day problems which are the province of the operating agency. Any decisions by the Board could not be legally binding on the Council or the various other city agencies, but it stands to reason that the future approval process would be expedited as a result of prior consultation with the Board.

The staff arm of the Board would be the Development Coordinator if one is appointed. As an alternative an administrative assistant to the Mayor, or the Executive Director of the Renewal Agency could act as the staff of the Board.

- (2) Development Coordinator

This would be a staff person responsible to the Mayor and Council. The responsibilities of this position would include: coordination of renewal activities involving different city departments, acting as staff arm of the Community Development Policy Board; coordination of city code enforcement activities currently being carried out by various separate city agencies; and liason between the Redevelopment Agency and the City Council and/or its renewal subcommittee. The Development Coordinator would also act as Workable Program Coordinator.

As the renewal program becomes more complex, it becomes necessary to formalize the coordination mechanism and have one individual responsible for assuring that proper coordination and information dissemination does take place. The level of activity contemplated is such that it is probable that no Mayor no matter how devoted would have the time to give to this necessary function on a day to day basis. The speed-up in the development process which the proper execution of this coordinative function could bring about could save the city many times the salary required to the extent that he devotes his time to activities relating to federally assisted urban renewal projects. A portion of the salary of the Development Coordinator can in effect be paid for out of federal and state funds.

(3) City Council Renewal Sub-Committee

One of the most difficult tasks any city faces in its urban renewal program is keeping its legislators continually informed of the problems and progress of its various projects. The renewal process is so dynamic and complex that the most well intentioned Redevelopment Agency can fall short of the mark on this. As a result the legislators find it difficult to come to a quick decision when issues are brought before them.

To alleviate this problem it is suggested that a small subcommittee of the Council be formed which would deal exclusively with urban renewal and housing problems. They would be invited to attend all Redevelopment Agency meetings and executive sessions and would in addition be given periodic briefings by the Chairman and Executive Director of the Redevelopment Agency. The sub-committee would thus be in a position to make firm recommendations for actions at such times as items were brought before the entire Council for approval. Also, of course, the sub-committee would be able to keep the entire Council fully informed on such renewal details as might be of interest to it.

(4) Council of Social Agencies

Chapter 6 stressed the need for coordination between renewal activities and social welfare activities. The creation of a Council of Social Agencies is recommended to provide for this coordination at the working staff level.

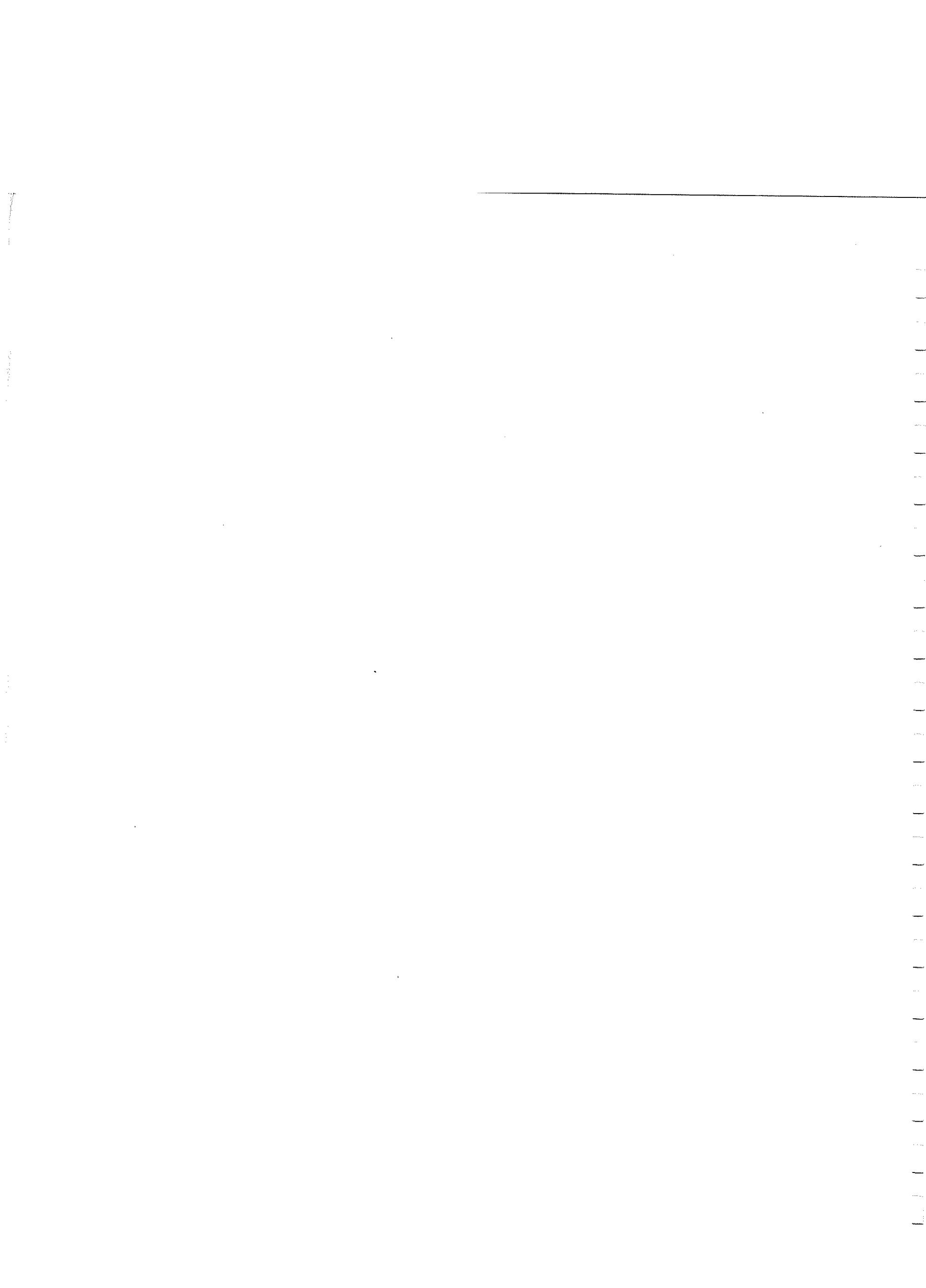
This Council could be composed of staff representatives of a combination of City departments and semi-public voluntary associations. These would include the Welfare Department, Health Department, the Board of Education, the Housing Authority, the Redevelopment Agency, the Catholic Charities, District Nurse Association, Family Service Association, and perhaps others.

It would be the Council's responsibility to keep itself apprised of the staff functions and services of the various social, health, education and welfare programs available in the City and the region. When the Relocation Officer of the Redevelopment Agency finds in his workload a family with problems that cannot be resolved

through routine procedures he would refer the matter to the Council. After formal or informal consideration, the Council could decide what program or programs would be applicable in the situation.

The staff arm of the proposed Council could be either the Relocation-Community Relations specialist, or the Development Coordinator.

Appendices



Appendix 1

Citizen Participation: Public Meeting Series

As one of the elements of citizen participation in the CRP the Redevelopment Agency arranged a series of public meetings with a cross-section of local organizations. Following is a brief summary of each of the meetings:

Citizens' Advisory Committee, (Mayor's Redevelopment Advisory Committee),
Reorganization meeting.

March 12, 1963.

Attending: members of citizens' committee originally formed in March, 1961.

Mayor Roth

Mr. Haze, Redevelopment Agency

Messrs. Pine and Sagadencky, Raymond & May Associates,
Planning Consultants

Besides the usual functions of the CRP public meetings, citizen education and open forum on renewal needs, this meeting served to initiate the reactivation of the Citizens' Advisory Committee. The consultants described the objectives of the Community Renewal Program, and emphasized the function of the CAC in its formulation and implementation. Following this introduction, the remainder of the evening was spent in criticism from the floor of the inactivity of the original citizen's group, an attempt to assess the blame for its failure, and an agreement to reorganize and reactivate the group as an integral part of the planning and renewal process.

Everett Patterson, speaking from the floor, stated that at one time there were a great many interested people who wanted to participate, but that they were not given a real opportunity to do so because of lack of direction. He complained

that when the citizen's group sought to inform itself about the local renewal program, no information or maps were made available for its use. Before involving himself again, he asked for assurance from the administration that the City would welcome activity by the committee and would support its efforts.

Other persons confirmed the judgement that the committee lacked direction, and didn't know how to get back into an active participation in the program. Mr. Howard Matthews, of Wesleyan, agreed that strong leadership from the top was necessary. He expressed the feeling that the committee wanted to be guided in a manner which would result in its accomplishing effective work.

A partial dissent from the prevailing expression arose when members of the Housing for Displaced Persons Sub-Committee asserted that this had definitely been an actively working committee. This group worked in tracking down relocation housing, assisted in cases of alleged discrimination, and even undertook a court case. They admitted, however, that now that relocation in the Center Street project has been completed, they were somewhat at a loss as to what they might do next.

The result of the extended discussion was that Mayor Roth decided to reorganize the committee, largely using former members, and indicated that he would exert leadership to insure cooperation from all City departments. The various activities of the new committees will be coordinated by the direction of the Redevelopment Agency.

Rotary Club

March 19, 1963

Attending: members of the Middletown Rotary Club

Mr. Haze, Redevelopment Agency

Mr. Pine, Raymond & May Associates, Planning Consultants

The Community Renewal Program was the program subject at a regular meeting of the Rotary Club. The planning consultant discussed the scope of the program, and explained the kinds of renewal tools available for use by the City. Citizen understanding of, and citizen participation in, the program were emphasized.

The meeting was then opened to questions from the floor. These were primarily concerned with the meaning and implications of Section 112 credits on future renewal programming. The need for Wesleyan-City cooperation in the renewal program was also considered.

Joint Meeting of PTA Groups

April 9, 1963

Attending: PTA members from various schools; all PTA groups in the City were invited to attend.

Mayor Roth

Mr. Haze, Redevelopment Agency

Messrs. Pine and Sagadencky, Raymond & May Associates,
Planning Consultants

The Planning consultants outlined the purposes and general procedures of the Community Renewal Program, and discussed the various kinds of renewal action available, i.e., clearance, rehabilitation, and conservation. The meeting was then opened to the assembled groups to let them express their ideas on what parts of the City are in need of renewal treatment, and what kind of action should be undertaken.

A considerable number of local problems were discussed, some of which might be met through renewal, and others for which the renewal tools would not be appropriate. Included among the suggestions and questions raised from the floor were the following:

Facilities should be provided at the High School for a community-wide youth center.

The Long Hill School, built in 1917, was reported to be in need of improvements. However, the housing in the area is generally good, so the improvements could not be put in through renewal.

Hubbard School, (in the South Farms Study District) was reported to be overcrowded and antiquated. A complaint was that parents in the Long River Village housing project had little interest in the PTA. The Eastern Drive and River Road section, also in South Farms, was pointed out as having serious deficiencies. The majority of residences were reported to be in poor condition, with some condemned. The condemned dwellings and a slaughter house in the vicinity were said to draw rats, which then infested dwellings. The odor from the slaughter house was said to be a problem. The intersection of Eastern Drive and River Road is poor because of a narrow railroad overpass at this point. The area is also subject to flooding during periods of high water on the river.

The Bielefield School district, which has a new school, is a partly undeveloped area. It is partially in the South Farms Study District. The complaints

most often raised concerning the area were poor streets , inadequately maintained, and lack of sidewalks . One PTA member noted that Bielefield School is presently operating at capacity: therefore, the attempt to locate new apartments in the area would work a hardship on the school. (This is the area that had been proposed by the inter-faith housing group for a housing site.) The point was raised that there exists in the area some industrial concentration. The suggestion was made that coordinated planning be used to create buffer zones between large industrial and residential areas .

In the same regard the problem of the Goodyear plant with housing in the Church Street area was mentioned .

The areas served by Spencer School and Snow School (parts of Newfield , Staddle Hill and Long Hill Study Districts) were pointed out as lacking adequate sidewalks for school children. The intersections of Washington Street and Old Mill Road and Newfield and Westfield Streets were termed hazardous to pedestrians due to the lack of traffic signals , a State responsibility , in these locations .

The new Fowler Road area near Russell Street (Farm Hill Study District) was said to have some flooding problems due to construction of new housing in the area .

Mayor's Redevelopment Advisory Committee, as reorganized

April 11, 1963

Attending:

Mayor Roth, presiding

Rev. Edward J. McKenna, General Chairman

Rev. Russell Peery, Housing and Relocation

Everett Patterson, Code Review

Robert Camp, General Plan

Howard Matthews, Finance

E. I. Schwartz

Charles Bacon

(absent were Mr. German of the Downtown Sub-Committee, and Mr. Carlson of the Industrial Sub-Committee. A Chairman for the Liaison and Public Relations Sub-Committee had not yet been selected.)

Mr. Haze, Redevelopment Agency

Messrs. Pine and Sagadencky, Raymond & May Associates,
Planning Consultants

The workings of the Community Renewal Program were discussed at this meeting in considerably more detail than they had been at the earlier CAC meeting. The various elements included in the consultant's work program were discussed and the procedures being used to carry out the study were explained. A question was raised as to the difference between the CRP studies and the studies to be undertaken in the general plan. The relationship between the two studies was described by the consultants, who assured the group that they are working closely with the consultants working for the Plan Commission.

The potential duties and responsibilities of the various sub-committees were discussed. The consultants stressed the importance of the advisory group as a sounding board on ideas and proposals, and later as leaders of public support for the renewal program. In agreeing, members of the committee indicated they did not consider their role to be a rubber-stamp for any proposal that might be made, but rather to work constructively for the development of a program they would back.

Several fairly specific issues were raised for discussion, among them the potential role of Wesleyan University in a Section 112 program. An explanation was given of the way in which some university expenditures could be credited toward the local share of renewal costs.

NAACP

May 16, 1963

Attending: Local representatives of the NAACP, including the president of the local chapter, Mr. Charles Ghent

Mr. Glinski, Manager, Chamber of Commerce

Mr. Haze, Redevelopment Agency

Messrs. Pine and Sagadencky, Raymond & May Associates,
Planning Consultants

The meeting was chaired by Mr. Haze, who introduced the planning consultants. They briefly explained the CRP approach to renewal planning, with particular emphasis on its applications to Middletown. Following the introductory explanations, the remainder of the evening was spent in informal discussion resulting from questions asked of the planning consultants about various aspects of the program, particularly relocation.

Mr. Ghent felt that some overcrowding in the Sumner Street area had indirectly resulted from the Center Street project. This was not because the LPA did not do their work properly; in fact, the relocation staff was generally commended for its handling of the operation. The problem resulted from families getting panicked when they heard about an impending renewal project, and moving before they had a chance to get LPA assistance. It was suggested that the LPA institute a public relations program well in advance of any displacement. This program would explain the rights of families, and encourage them to take advantage of assistance and financial aid available to them. Such a program would undoubtedly reduce the incidence of panic moves with resultant overcrowding.

The NAACP representatives felt there is a great need for additional housing in the City, particularly an increase in the number of units available to Negroes. They felt that a significant number of families now living in the Sumner Street area could afford and would move to housing better than they now occupy if such were to be made available. They felt that the work of the inter-faith housing group was worthwhile and should be renewed.

The matter of public housing was discussed at some length. The NAACP group felt that the local project was an asset in that it did enable some families to leave the Sumner Street area. However, they noted the possibility that the housing project itself could become largely non-white, and that efforts should be made to prevent this. NAACP officials felt that scattered site public housing would be better in these terms than a large project. They favored the idea that

the Redevelopment Agency buy and rehabilitate substandard housing and then offer such units for resale. They would tend to oppose anything that would create new homogeneous ethnic groupings, but in general terms, they would definitely support additional public housing if a need were shown to exist. They felt that additional social work with families was necessary during and after relocation. This work would include family education and where necessary family rehabilitation.

The present attitude of residents in the Sumner Street area was discussed. The NAACP group felt that the area did hold some attractions for the families living there, but that they had no long-standing emotional ties to the area. They would quickly leave if they could get better housing in other locations. The officials expressed the feeling that renewal action in the Sumner Street area is a clear need and that it would be a logical step for the City to undertake such activity. The feeling is that such a move would not be opposed as long as it was made clear that relocation needs of displaced families would be adequately met.

Real Estate Board

September 25, 1963

Attending: Members of Real Estate Board

Mr. Haze, Redevelopment Agency

Mr. Pine, Raymond & May Associates, Planning Consultants

A relatively small group of about six to eight members attended the meeting, which began with a brief explanation of the CRP, its scope, and its objectives.

The meeting was then opened for general discussion. Board members expressed pleasure at the prospects for new residential and commercial development, but did not register enthusiasm for the program as a whole.

Middletown Central Labor Union

October 21, 1963

Attending: Members of Central Labor Union

Mr. Haze, Redevelopment Agency

Mr. Pine, Raymond & May Associates, Planning Consultants

The planning consultant made a brief explanation of the scope and purpose of the current CRP work. Its relationship to the existing Center Street project was discussed.

Questions from the group were primarily concerned with the amount of actual construction that the CRP would generate, and the amount of work thereby created for the construction unions. They were interested both in new construction and in rehabilitation prospects. Upon learning that the construction work likely to be generated not only could be considerable, but also could be relatively continuous, the members expressed considerable enthusiasm. The members present indicated they would discuss the matter further with other members of the Central Labor Union, and promised support for the program.

League of Women Voters

October 30, 1964

Attending: Members of the League of Women Voters

Mr. Haze, Redevelopment Agency

Mr. Pine, Raymond & May Associates, Planning Consultants

The League Study Unit on Redevelopment prepared its own report on the meeting. Since it covers the material very well, it is reproduced here in full.

Gentlemen:

The Middletown League of Women Voters has been greatly interested in all aspects of redevelopment in our city from the very start of the projects. We worked very hard in the past to inform ourselves and the electorate about the plans and proposals and to insure public support of them at the time of the referendums. We have as our local item at present the study of redevelopment in Middletown. We were, therefore, very pleased when Mr. Haze arranged a meeting of our study group with Mr. Pine. We appreciated the generous amount of time these gentlemen gave up to us, and we found the meeting extremely informative and stimulating.

Formerly we have been in the position of being asked for help at the time all plans were set and when our small but active group could be used to aid in getting the information to the public and to assist in getting out the vote. As we care very deeply about our city and are at once aware of its problems and its potentiality to overcome many of these, we particularly welcome an opportunity to express our desires and concerns at a time when your organization is drawing up an over-all plan of renewal to supplement the city's master plan. Let us say here that we endorse most heartily the fact that a study of such scope is being done in which the economic and social bases of the community are thoroughly explored. It is of the greatest importance, for only with this to work with can intelligent long-range planning be accomplished.

Our study group decided to gather after the meeting with Mr. Haze and Mr. Pine in order to draw together our thoughts upon the subject. We are, therefore, sending them on now to you.

First of all, we are concerned about the major approaches to the city and feel that, though all should be watched carefully, Washington Street Extension, the north end of Main Street near St. John's Church, and South Main Street need attention now. We would like to see some regulation of billboards in these areas (as well as in any other area) and some pressuring of property owners

along these routes to maintain their property well and attractively. We wonder if the Chamber of Commerce, for example, or some business men couldn't draw up a set of guide lines to govern the appearance of the shops and other businesses. Such a code would include abolishment of projecting signs, window stickers, merchandise on the sidewalk, littered lawns or yards in front and uncut grass. As women shoppers as well as women voters, we feel merchants do not do their stores justice when they cheapen their appearance.

We feel that the committee in charge of planting trees on Main Street should be encouraged. We hope they can continue toward the north end of Main Street where a flower bed used to exist in a triangle in front of the St. John's Church. This is now "green-topped", but trees in tubs or flowers in boxes or ivy in boxes could grace barren areas. Perhaps this committee could stir the concerns in the Washington Street shopping center and the area around the Grand Union and Stop and Shop to do some landscaping there if, again, only in tubs and boxes. We were led to expect landscaping in the Washington Street shopping center, but none has developed.

We cannot conceal disappointment over the plans as we at present know of them for the use of the Center Street area. We enjoy the present view of the river. The river is, after all, our great natural asset and one to capitalize on. However, we do realize that this project had complications which the next, we hope, can avoid and that we are at least replacing a group of unlovely buildings. We do hope fervently that this area will be landscaped from the beginning in such a way that trees and shrubs are planned as part of the whole effect.

The areas of town we feel particularly need renewal action are the areas around Cooley Avenue and the south end of town around the YMCA. We feel that tract housing should be watched carefully as areas in various housing tracts in the city are getting soft. We deeply feel that zoning should be enforced, that variances should not be so easily granted and that housing ordinances should be abided by.

The area from the YMCA to the river and north on Main Street needs redeveloping. Around the green and near the YMCA there are some attractive houses, and we feel these should be kept wherever possible. Renewal, perhaps, could make a few other homes attractive once more. As the YMCA is a center for much activity in town, we strongly urge that when the area near it is considered for re-development that a real effort be made to make it a center for public activities. A new outdoor pool, much needed to relieve existing overcrowded summer swimming facilities, could be located in this area, perhaps in back of the YMCA, where it would serve many residents of this area of the city. We would like to have a community center considered for this area. If it is not feasible financially to build this in the immediate future, we still feel space should be allocated for it on any long-range plan, for as the city grows there will be increasing need for such a center to house many activities which are now scattered

about the city and housed temporarily at the schools or at Wesleyan in space which will not always be available as these schools themselves grow. Specifically, we have in mind a center with meeting rooms for art and craft groups, clubs, senior citizens, a teenage meeting area--possibly a snack bar--rooms which could have ping pong tables or be converted for cards, a place for the community Circle Theatre group to meet with perhaps a small, 100 seat, auditorium for the use of it and other groups.

Also in this area which we hope will be redeveloped we would like to have a view down to the river with the river front property fixed up as a recreational site, including the tearing down of the old yacht club and, if possible, of the building housing Bradley Express. A marina in this section should be considered. A mall with a center view of the river, here or elsewhere, is very appealing. There are many small stores and businesses on Main Street which could be housed on each side of such a mall in shops with a prevailing, over-all inviting architectural unity. There is need in the city for low-rent housing. Possibly an apartment house to answer part of this need could go into this section if planned so that some openness of view prevailed. We favor the encouragement of private developers but oppose anything but integrated housing. In so far as it is possible to foresee the tenants who will be attracted by a projected housing unit, we feel planners should stringently avoid what may become future ghettos for minority groups.

As for other recreation needs of the city, we feel one of the most crying needs is for small recreational parks for little children to play in near the neighborhoods in which they live. There should also be better planning on a long-range basis for playground facilities for Stillman and Central Schools. Presumably Middletown High School's problem in this regard will be solved when a new school is built. We would like to see Pameacha Pond developed for a recreation area for fishing and boating. We favor some control over billboards in this area. If the city could acquire Zoar's Pond, this would make an excellent skating place for that end of the city.

We feel new developments should be required to meet certain requirements and not allowed to deviate from them. We feel there should be an enforcement of the sidewalk requirement, that a recreation area for small children should be set aside, and that telephone and utility wires should be required to be buried. We understand this last is not unduly expensive when one is initiating the services.

Finally, we endorse efforts to develop an industrial park with utilities provided and whatever tax considerations are needed to attract new industries. We feel this is vital to the future welfare of Middletown.

Sincerely,

/s/ Jane K. Parker, Chairman
Study Unit on Redevelopment

Appendix 2

Citizen Participation: CRP Questionnaire

(A copy of the questionnaire form used may be found in Appendix 8, Exhibit 8.)

A CRP questionnaire was handed out to each person attending any of the series of public meetings discussed in Appendix 1. Not everyone wished to speak at the meetings, nor was there time for everybody to speak. The CRP questionnaire, therefore, gave the opportunity for each person to express in detail his feelings about the program, whether he spoke up at the meeting or not. It also permitted him to be more detailed and to put down more information than he could during the meeting itself. Not all persons returned questionnaires, but those that were returned gave evidence of considerable thought on the part of the respondent. Each returned questionnaire was carefully read as part of the CRP analysis. Following is a compilation and summary of the replies.

Reaction to Existing Center Street Renewal Project

(Replies to Question 2)

In giving a reaction to the Center Street Project approximately 75 percent of those responding gave favorable replies. The remaining 25 percent were about equally divided between unfavorable replies and neutral or ambiguous replies. Over one third of those favoring the program felt that it was moving too slowly. Nearly a fourth of them felt that the project is too small. Other typical replies were that the area needed clearance because it was outmoded, or because the buildings were unsafe. One complained that the Elks Building should not have been razed. Some respondents favorable to the program felt that it represented a good start, and seemed headed for success. One reply specifically commented on the importance of keeping Sears downtown and reducing the demand for outlying strip commercial development.

The neutral respondents were not sure the program was going to do any good and were waiting to be shown.

Those persons who gave unfavorable opinions about the program generally agreed on the reasons for their displeasure. The primary reason was the failure to replace demolished housing with new housing. The second is that the land is standing idle and this rankles.

Neighborhood Evaluation

1. Districts in Need of Renewal Action

(Replies to Question 3, and, in some cases, 6 and 7.)

Respondents were asked what districts or neighborhoods in the City are most in need of renewal action, and what are the specific needs or problems of their own neighborhood? In certain instances the respondents felt their own neighborhood was the one most in need of renewal. In other cases the respondent described his own neighborhood in glowing terms while prescribing renewal treatment for other areas. Both residents and non-residents agreed, however, that the area most in need of immediate renewal treatment is the area designated as Section I of the high priority study area. This section includes blocks 15, 18, 19, 20, 21 and 95. Of those respondents naming any neighborhood that they felt were in need of renewal, approximately 85 percent mentioned Section I, either in its entirety or in part. Almost half of these respondents also mentioned other areas they felt were in need of renewal treatment of some kind. Non-residents tended to describe Section I in such general terms as below acceptable standards. Residents of the area were much more specific. One person replied that, "This area is in need of everything that it takes to make living in it healthy and safe." Another, in answer to the question on favorable qualities of the resident's own neighborhood, replied that there are none. Still another Section I resident felt strongly enough about the situation to reply that this should be the next area to be demolished even if nothing is built in its place.

The next most often mentioned areas for renewal action were Section III of the high priority renewal study area (included are blocks 16, 17, 76, 77, 78, 79, and 80) and the waterfront. The area east of Main Street and north of Washington Street was mentioned a number of times. Other areas named by one or more respondents were the area around Hubbard School, Hillside Avenue, the area around Wesleyan, and roadsides along entrances to the City.

2. Neighborhood Strong Points and Problems Seen by Residents

(Replies to Questions 6 and 7.)

Where residents felt their neighborhoods were in need of renewal, this evaluation was included in paragraph 1 above. These were primarily concerned with sections of the high priority study area. The major "inner"

neighborhood not included in the high priority study area is the North End Study District. In this questionnaire, very little comment was received regarding this neighborhood. Persons living in outlying areas tended to rate their environments highly. The South Farms, Farm Hill, Crystal Lake, Long Hill, and Westfield Study Districts came in for particular praise by their own residents. Both Long Hill and Crystal Lake Districts were said to contain primeval woods, characterized by privacy, uncrowdedness, and quietness. In the Farm Hill Study District residents were pleased that schools are in walking distance, that residents maintain their homes well and that there is evidence of neighborhood pride. South Farms Study District residents had both praise and complaints. It was described by one person as a country area with nice views across the valley, and yet close enough to the City for schools, shopping and other activities. He continued by noting that the area has seen little "mushroom" growth and probably wouldn't for some time due to high development costs and poor drainage. Complaints made regarding the district included poor roads in the Bielefield School area, school filled to capacity, and some housing not well maintained. Westfield District also came in for both praise and complaints. The enjoyment of rural surroundings was mentioned, but so was the need for sewers and other services. Whether the two aims are compatible is somewhat questionable. Maromas, Newfield, and Staddle Hill Study Districts were not specifically represented by returned questionnaires.

Specific Actions to be Taken in Areas Needing Renewal

(Replies to Questions 1 and 4, and, in some cases, 8.)

A number of persons suggested over-all renewal objectives. One respondent recommended using rehabilitation techniques in renewal areas whenever possible, and resorting to large scale clearance only when necessary. Other persons proposed that redevelopment not be limited to the street pattern now existing, but that the next program be large enough to permit the incorporation of new street and traffic plans. Some replies asked for additional parks and recreational facilities. Development of the waterfront as a recreation site was specifically mentioned.

Over-all improvement of general conditions of the downtown area was suggested. Specific proposals to achieve this objective included improved access, additional off-street parking, open space on the east side of Main Street, and more attention to esthetics, especially tree planting, new street light standards, and underground wiring on Main Street. Well planned medium income apartment facilities were suggested for downtown. One respondent felt that the YMCA should be enlarged.

A considerable number of recommendations were made for renewal treatment in Section I of the high priority study area. Virtually 100 percent of these considered housing of primary importance. Some of these comments came from

families now residing in that area. Numerous people suggested apartments. Some were more specific, calling for low cost housing for both white and Negro families, and for low rent housing for the elderly. One reply suggested reducing the amount of through traffic in the Section I residential area. Another proposed the cleaning up of Sumner Creek.

Regarding other areas of the City, one respondent proposed that the City install public utilities where they are needed to attract industry. Another suggested the rebuilding of Hubbard School, and the rehabilitation of housing in that vicinity. One reply advised the cleaning up of businesses, dwellings and yards along the main highways leading into the City.

Other Comments

(Replies to Questions 1 and 8.)

A number of very interesting miscellaneous comments regarding the renewal program were received as a result of the CRP questionnaire. For example, one perceptive gentleman made the following comments, "Adopt a sensible, enforceable Master Plan--enforce it. Tie in development of industrial areas--provision of basic utilities, sewers--with renewal projects. Attractive communities attract industries, industries provide jobs, jobs provide people with incentive and pride to maintain rehabilitated areas... Many of the objectives of renewal could be met if the laws on the books were enforced. This is especially important for areas not likely to be eligible for renewal projects." Several persons felt a more comprehensive program of public education should be initiated to obtain greater citizen participation and support. One man felt that fraternal organizations, e.g., should be given opportunity to take greater part. Several people were concerned about Long River Village, feeling that it was poorly designed and presents an unsatisfactory appearance. Their comments were that a much more attractive type of public housing is needed. Other replies mentioned the possibility of cooperation with Wesleyan, suggesting that the City capitalize on the opportunities presented. In one carefully prepared questionnaire the following comment was made, "Renewal is a must if our City is to survive and progress in the years ahead." This statement seemed to summarize the feelings of many participating in this questionnaire.

Appendix 3

Citizen Participation: Commercial Questionnaire

Still another aspect of citizen participation in the Community Renewal Program was the questionnaire sent to the commercial and business members of the Middletown Chamber of Commerce. The questionnaire was set up to give businessmen an opportunity to comment on the renewal program in as much detail as they wished. One respondent attached four type written pages of carefully thought out comments and suggestions. The questionnaire format included general questions about Middletown renewal and questions geared toward the needs of the business community. The latter questions were meant to be of assistance in both CRP planning and in the land utilization and marketability study undertaken concurrently as part of the CRP. A copy of the questionnaire form may be found in Appendix 8, Exhibit 10. Not all the questions will be discussed here, because certain of them pertain only to the marketability study.

Comments on the Center Street Project

(Discussion is taken from replies to Questions A-2 and A-3.)

Of the questionnaires returned, almost 25 percent did not reply to these questions. Of those replying, approximately 55 percent gave specific approval to the project, using such terms as "an asset to business", "the best thing that has ever been done for the Middletown shopping area", and "only sincere commendation for what has been accomplished". Only about 25 percent indicated extensive enough disapproval to constitute general opposition to the project. Some of the comments were, "Too much Federal control", "poor location, hard for out of town traffic to get to", "poor planning", and "too secretive". One businessman replied, "Too much harm was done to local businessmen, real estate owners and families living in the area, and the chief benefit is going to one of the largest retail chains in the world...Also it appears that total employment in town will be lowered by redevelopment and total taxation accruing from business inventories will be lower from this area when completed." One of the respondents felt that the major problem was "Inducing the people of Middletown to accept and get behind an idea they originally rejected." Some of these persons, who

apparently opposed the Center Street Project indicated that they were not opposed to renewal in general, only to this particular project. The remaining 20 percent could not be considered either favoring or disapproving of the project based on their replies. These respondents, as well as many who gave favorable evaluations, did criticize certain aspects of the project. Most often mentioned was the slow progress, plagued by delays. "It is too small" was the second ranking complaint. Others felt there has not been enough design emphasis.

Neighborhood Evaluation

(Discussion is taken from replies to Question A-4.)

Question A-4 asked, "What districts or neighborhoods in the City do you feel are most in need of renewal action?" A number of specific replies were made to this question. Virtually all of them gave primary attention to the central area of the City. Of those respondents replying to this question, approximately 80 percent mentioned the area east of Main Street and south of the existing Center Street project. This area is designated Section I of the high priority study area. Approximately 35 percent of the respondents to this question mentioned the area east of Main Street and north of Washington Street. Some replies included the Miller Street area in this designation and some did not. Approximately 15 percent of the replies mentioned the area west of Main Street, generally between Church and College Streets, but some were not as specific as this. These replies centered on the area designated as Section III of the high priority study area, but also took in parts of Sections II and IV of the priority area. Several persons simply mentioned expanding the present renewal area without making specific indication as to which direction the expansion should take.

Factors Adversely Affecting Business District

(Discussion is taken from replies to Question B-11)

Question B-11 asked, "What do you think are the major factors which are adversely affecting your business district? Indicate in order of importance." Because answers were indicated in order of importance, weighted tabulations could be made, showing the relative importance of factors cited. The replies have been placed on a scale of 100, as follows:

Inadequate parking - 100

Fear of parking violation - 94

Not attractive enough - 55

Many businesses do not have aggressive enough merchandising policy - 32

Streets in district are congested - 29
Lack of public transportation - 27
Inadequate customer conveniences - 25
Lack of space for off-street loading - 19
Poor access from residential areas - 12
Many businesses do not advertise enough - 9
Litter - 9
Competition - 8
Poor traffic flow - 3
Complacency by administration - 2
Lack of variety of price lines - 1
Rents too high - 1
Lack of cooperation among merchants - 1

It is clear that the first two items, both related to parking, when added together, far overshadow all other factors. However, other considerations should be noted. The relatively high importance placed upon attractiveness of the central area encourages the giving of greater attention to this matter. Visual attractiveness, or civic design, as it might also be termed, is discussed in some detail in Chapter 7 of the Report on High Priority Study Area. Other often mentioned factors that may be amenable to improvement through renewal tools were traffic and off-street loading.

Proposed Renewal Actions

(Discussion is taken from replies to Questions A-1 and A-5.)

Respondents to the commercial questionnaire were largely concerned with the condition of the City's business district. It is not surprising, therefore, that proposals for renewal action contained in these replies were confined, almost entirely, to the downtown and immediately adjacent areas. It is also not surprising that proposed renewal objectives are closely related to the problems of the business district, as seen by businessmen and discussed in the paragraph above. Improved parking, traffic circulation, off-street loading and more

attractive design were all considered important. The desire to see new or modernized commercial buildings in Middletown is a major local objective, as measured by this particular survey. The response that could not be anticipated by the review of downtown problems was the importance to the businessmen-respondents of new apartment housing in the central area. In terms of the number of times the matter was brought up in the responses, this objective is as important as any other, with the exception of improved parking. Some respondents discussed downtown multi-family housing in terms of a new market for downtown business enterprises; others felt that the demand exists, that the City needs this kind of housing, and that the central area is an appropriate place for it. Other items that received significant mention were the desire for a more compact shopping area, for better eating facilities, for a central area motel, and for improvement and enlargement of Riverside Park.

Commercial Modernization

Question 12-B asked whether businessmen had made recent substantial improvements to their establishments. Approximately 60 percent of those who returned questionnaires reported that they had undertaken substantial modernization within the past ten years. These improvements included such items as expanded parking, enlarged building, completely refurbished interior, and new front. The cost of this work ranged from \$4,000 to over \$100,000. Most respondents indicated that the existence of the Center Street project had not influenced their decision to make improvements.

Question 14-B asked, "As part of a renewal program which would be geared to eliminating some of the problems which you listed...would you be willing to spend money to bring about physical improvements (such as remodeling store front, modernizing interior layout and decor, installing rear windows and entrance on parking lot, share cost of arcade with others on block, install new signs in conformity with over-all design, etc.) to your establishment?" Of those respondents who replied to this question, about 90 percent answered affirmatively. However, about half the returned forms left this item blank. These replies in general indicate a probable favorable reception to a downtown renewal project which would include a program of cooperative modernization.

Appendix 4

Citizen Participation: Industrial Questionnaire

The counterpart for industrial firms of the Commercial Questionnaire was the CRP Industrial Questionnaire. The objectives and format of the two surveys were similar. A copy of the Industrial Questionnaire Form may be found in Appendix 8, Exhibit 11.

Industrial executives and managers were somewhat less articulate than businessmen in discussing renewal needs and objectives. This is undoubtedly due to the fact that they would seem to be less directly affected. Very few replies, for example, proposed specific renewal actions to be taken. Many respondents simply failed to comment on the program, claiming lack of knowledge or unfamiliarity with details. The replies regarding specific industrial needs were considerably more informative. This material has been useful primarily in the analysis of economic and marketability aspects. Following is a brief resume of the renewal aspects of this survey. As was the case with the Commercial Questionnaire, not all the questions will be discussed here because certain of them pertain only to the marketability study.

Comments on the Center Street Project

(Discussion is taken from replies to Questions A 2 and A-3.)

Less than 50 percent of the questionnaires returned contained any comment at all on the Center Street Project. The comments that were made were about evenly divided between those who approved, those who were undecided, and those who opposed. The majority of respondents felt that progress has been much too slow. Many of them appear to be waiting to see buildings up and occupied before making a judgment on the project's success. The project's major problem, according to one industrialist, has been, "public apathy, including the writer. Most of us are so taken up with our own immediate problems that we are delighted to leave such projects to those elected, appointed, or hired to do the job."

Neighborhood Evaluation

Less than 50 percent of those returning questionnaires had any opinion about which areas of the City are most in need of renewal action. Of those who did reply, about 65 percent mentioned the area south of the present Center Street project, the area designated as Section I of the high priority study area. Other areas mentioned were the north end of Main Street, and the area east of Main Street. One respondent proposed development of the Laurel Brook Industrial Park (in Long Hill Study District). Another suggested that development on Washington Street extension be more adequately controlled, but did not specifically indicate renewal treatment for this area.

Proposed Renewal Actions

Not surprisingly, a number of the proposed municipal actions involved industrial facilities directly. Some of the proposed improvements probably could not be done with urban renewal tools, for example, improving roads leading to outlying industrial developments. Another proposal, industrial park development, might possibly be undertaken as open-land renewal. The proposal was made several times. One industrialist suggested, "Clearly define large tracts around Middletown as industrial, using prime land instead of marginal areas. Provide City services such as water, sewage, roads, street lighting, gas and electricity. Keep personal property taxes and real estate taxes on an attractive climate for new and present industrial firms. Make public aware of the importance of industrial needs and values, so as to result in greater commercial life of the community and a broader tax base." Another respondent advises, "Decide whether you want one or two big industries, or many smaller industries. If smaller industries are desired, they will be much easier to obtain if the space is built and available or can be quickly built without unduly affecting operating capital of the new industry."

The majority of the specific suggestions concerned the downtown area in general. Improved downtown parking, including all-day parking, and a modernized shopping area were stressed. New housing, including cooperative apartments, was suggested for the area south of Center Street. A number of respondents emphasized the need for additional recreational facilities. One urged that the Post Office be kept downtown. One imaginative respondent called for, "The erection of a community building or auditorium as a focal point for community activity." He continued, "I believe that the emphasis, in these areas of renewal, should be placed on recreational and cultural values. Commercial interests should be of secondary importance."

Several respondents, apparently unfavorably impressed with clearance activities in the Center Street project, favored a more conservative approach to renewal. One felt that the City should, "revise and enforce the building, safety, and fire codes to insure that properties now in existence are not permitted to deteriorate at the expense of tenants and citizens who pick up the tab for renewal."

He felt that even in the South Street area rehabilitation techniques should be stressed, "making it profitable for property owners now there (South Street area) to renew their holdings directly rather than by government take over." Other respondents called for removal of obsolete buildings with modern redevelopment in the area.

Industrial Needs

Several questions asked in the industrial needs portion of the questionnaire can give some general guidance regarding the relationship of industrial operations in Middletown to the community renewal program. The more detailed data needed for specific project planning must, of course, be obtained from the individual firms that may be involved.

In reply to the question, "Why did you leave your old location?", the following factors were considered influential. They are listed in order of importance, ranged on a scale of 100.

Needed more floor space - 100

Obsolete building - 60

Poor truck access - 53

Favorable rental or purchase price at new site - 33

Inadequate skilled labor supply - 20

Needed more land - 20

A similar question asked about the favorable attributes of the firms' present location. These were as follows, again listed in order of importance, on a 100 point scale.

Skilled labor supply - 100

Good truck access - 88

Adequate site - 76

Favorable rental or building cost situation - 65

Executive preference for community - 59

Satisfactory tax level - 35

Unskilled labor supply - 24

Close to raw materials - 10

Close to market - 6

About 65 percent of those replying said they were satisfied with their present locations; approximately 35 percent were not. There was a tendency for those firms located nearer the center of the City to be more unsatisfied with their present locations than firms located in more outlying areas. The breakdown was not clearcut, however. Those firms which were not satisfied listed the following reasons:

Inadequate skilled labor supply - 100

Obsolete building - 67

Site too small - 56

Inadequate unskilled labor supply - 45

Too far from market - 40

Too far from raw materials - 33

Need more floor space - 10

When asked, "would you rebuild or expand on the same site or an expansion of it on another site in Middletown if your site requirements could be met?", about 80 percent said yes, 10 percent said possibly, and 10 percent said no.

Their site requirements, in order of importance, are as follows:

Favorable highway access - 100

Relatively level site - 68

Municipal water supply - 50

Municipal sewerage - 50

Large quantities of water for industrial processing - 13

Gas - 7

Appendix 5

Census Analysis

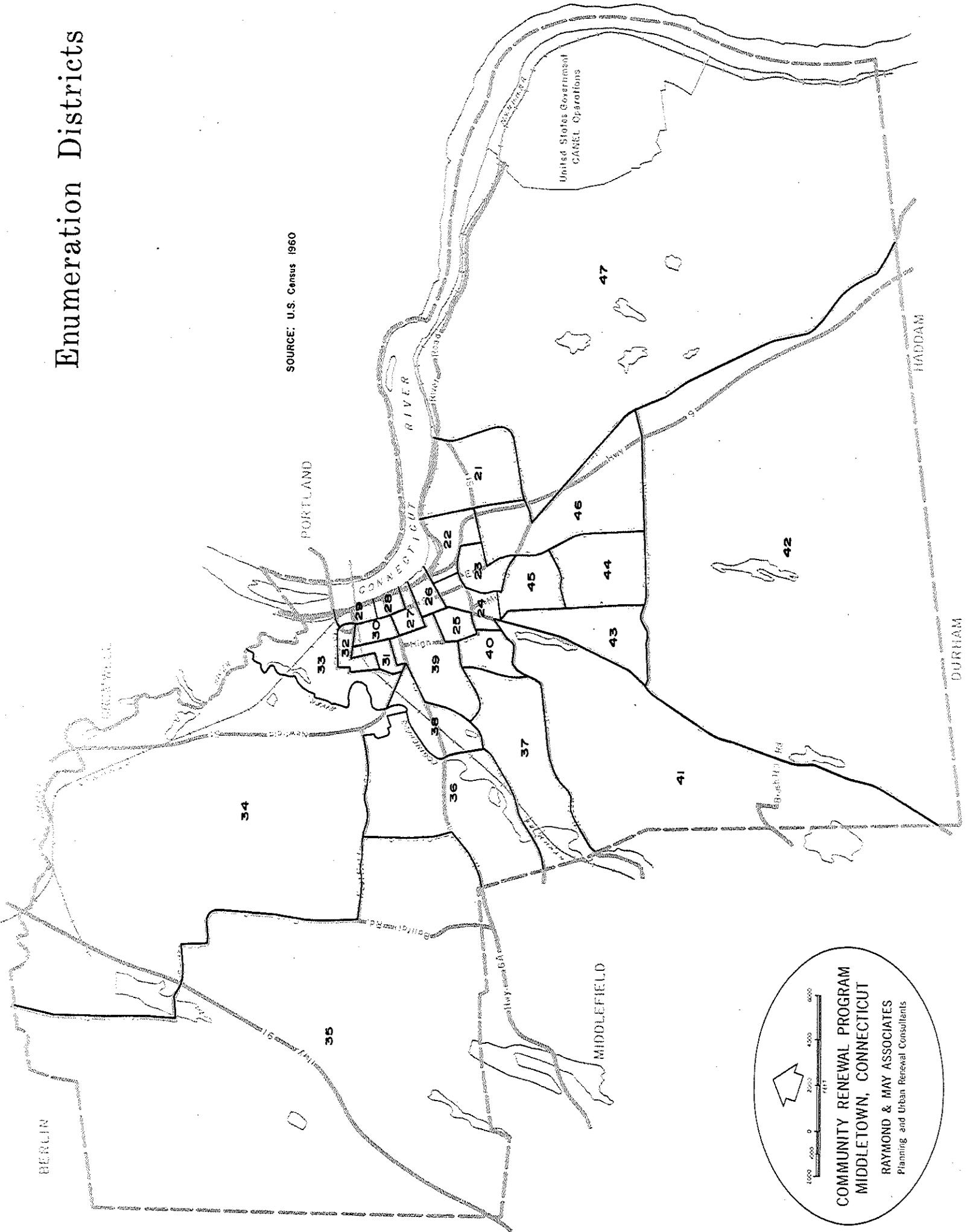
Tables A5-1 through A5-8 present the structural condition and social characteristics of Middletown's housing units as reported by the 1960 U.S. Census of Housing. The census data is shown by enumeration district (E.D.), the smallest area for which census data was available. An enumeration district is the area covered in 1960 by a single census enumerator, and in Middletown generally consists of about 10 to 20 blocks. The various enumeration districts are grouped in the following tables according to CRP study districts. On the average, a CRP study district contains three enumeration districts.

The condition of the housing units was classified as either sound or deficient. A sound housing unit is one listed in the census as being structurally sound and having all plumbing facilities. Deficient housing units included all units listed in the census as being structurally sound but which lacked some or all plumbing facilities as well as those units listed as deteriorating and dilapidated. The racial characteristics of housing occupancy and the number of housing units which were overcrowded were the social characteristics tabulated in the census.

An overcrowded unit is one which had 1.01 or more persons per room at the time of the census. The above data is presented both as absolute numbers and as percentages of the total housing units.

Enumeration Districts

SOURCE: U.S. Census 1960



COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT
RAYMOND & MAY ASSOCIATES
Planning and Urban Renewal Consultants

A scale bar showing distances from 0 to 6000 feet. A north arrow is also present.

TABLE A5-1

HOUSING STATISTICS, U.S. CENSUS 1960

NORTH END STUDY DISTRICT

Census Item	Total North End Study District		ED-30		ED-31		ED-32		ED-33	
	Number	%	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>										
All Housing Units	1,302	100%	336	100%	345	100%	285	100%	336	100%
Sound	1,078	83	262	78	342	100	216	76	258	77
Deficient	224	17	74	22	3	--	69	24	78	23
Plumbing Deficiencies										
lacking only hot water	9	--	2	--	--	--	--	--	7	--
lacking other plumbing facilities	14	--	2	--	--	--	4	--	8	--
Deteriorating with all plumbing facilities	172	13	56	17	3	--	64	22	49	14
lacking only hot water	9	--	8	--	--	--	--	--	1	--
lacking other plumbing facilities	13	--	5	--	--	--	1	--	7	--
Dilapidated	7	--	1	--	1	--	--	--	6	--
<u>Social Characteristics:</u>										
All Occupied Housing Units	1,271	100%	335	100%	345	100%	280	100%	322	100%
Occupied by whites	1,257	99	335	100	334	100	280	100	308	96
Occupied by non-whites	14	1	--	--	--	--	--	--	14	4
Units with 1.01 persons, or more per room	88	7	22	7	23	7	22	8	21	7

TABLE A5-2

HOUSING STATISTICS, U.S. CENSUS 1960

CENTRAL BUSINESS STUDY DISTRICT

Census Item	Total Central Business S.D.		ED-26		ED-27		ED-28		ED-29	
	Number	%	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics</u>										
All Housing Units	1,107	100%	233	100%	349	100%	160	100%	365	100%
Sound	488	44	114	49	148	43	119	74	107	29
Deficient	619	56	119	51	201	57	41	26	258	71
<u>Plumbing Deficiencies</u>										
lacking only hot water	32	--	25	11	3	--	2	--	2	--
lacking other plumbing facilities	70	6	9	--	13	--	31	19	17	--
<u>Deteriorating</u>										
with all plumbing facilities	219	29	44	19	78	22	8	--	89	24
lacking only hot water	51	--	20	9	25	7	--	--	6	--
lacking other plumbing facilities	143	13	19	8	46	13	--	--	79	22
Dilapidated	103	9	2	--	36	10	--	--	65	18
<u>Social Characteristics</u>										
All Occupied Housing Units	977	100%	217	100%	305	100%	143	100%	312	100%
Occupied by whites	905	93	201	93	270	88	139	98	295	95
Occupied by non-whites	72	7	16	7	35	12	4	2	17	5
Units with 1.01 persons, or more per room	80	8	16	7	35	12	7	5	22	7

TABLE A5-3

HOUSING STATISTICS, U. S. CENSUS 1960
SOUTH FARMS STUDY DISTRICT

Census Item	Total South Farms Study District		ED-22		ED-23		ED-46	
	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>								
All Housing Units	1,033	100%	211	100%	256	100%	566	100%
Sound	782	75	128	60	232	92	422	75
Deficient	251	25	83	40	24	8	144	25
Plumbing Deficiencies								
lacking only hot water	15	--	7	--	6	--	2	--
lacking other plumbing facilities	20	--	12	6	7	--	1	--
Deteriorating								
with all plumbing facilities	150	15	32	15	8	--	110	19
lacking only hot water	11	--	6	--	--	--	5	--
lacking other plumbing facilities	1	--	--	--	1	--	--	--
Dilapidated	54	5	26	12	2	--	26	5
<u>Social Characteristics:</u>								
All Occupied Housing Units	977	100%	198	100%	238	100%	541	100%
Occupied by whites	914	94	155	78	228	96	531	100
Occupied by non-whites	63	6	43	22	10	4	10	--
Units with 1.01 persons, or more per room	88	8	43	22	10	4	30	5

TABLE A5-4

HOUSING STATISTICS, U. S. CENSUS 1960
CENTRAL STUDY DISTRICT*

Census Item	Total Central Study District		ED-24		ED-25		ED-38		ED-39	
	Number	%	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>										
All Housing Units	1,535	100%	362	100%	340	100%	150	100%	366	100%
Sound	1,200	79	230	64	219	64	100	66	346	95
Deficient	335	21	132	36	121	36	50	34	20	5
Plumbing Deficiencies										
lacking only hot water	12	--	2	--	4	--	1	--	--	--
lacking other plumbing facilities	119	8	99	27	9	--	3	--	7	--
Deteriorating										
with all plumbing facilities	128	9	27	7	49	14	38	20	10	3
lacking only hot water	14	--	1	--	8	--	3	--	--	--
lacking other plumbing facilities	45	--	--	--	40	12	5	--	--	--
Dilapidated	17	--	3	--	11	--	--	--	3	--
<u>Social Characteristics:</u>										
All Occupied Housing Units	1,431	100%	319	100%	322	100%	145	100%	346	100%
Occupied by whites	1,366	96	300	94	296	92	145	100	326	94
Occupied by non-whites	65	4	19	6	26	8	--	--	20	6
Units with 1.01 persons, or more per room	84	6	20	6	26	8	12	8	14	4

*E.D. 40, in this district found on Table A5-5.

TABLE A5-5

HOUSING STATISTICS, U. S. CENSUS 1960
LONG HILL AND NEWFIELD STUDY DISTRICTS

Census Item	ED-40*		Long Hill S. D. ED-41		Newfield S. D. ED-34	
	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>						
All Housing Units	317	100%	595	100%	561	100%
Sound	305	96	567	95	487	87
Deficient	12	4	28	5	74	13
Plumbing Deficiencies						
lacking only hot water	5	--	2	--	--	--
lacking other plumbing facilities	1	--	--	--	2	--
Deteriorating						
with all plumbing facilities	4	--	25	4	34	6
lacking only hot water	2	--	--	--	--	--
lacking other plumbing facilities	--	--	1	--	3	--
Dilapidated	--	--	--	--	35	6
<u>Social Characteristics:</u>						
All Occupied Housing Units	299	100%	581	100%	513	100%
Occupied by whites	299	100	575	100	502	98
Occupied by non-whites	--	--	6	--	11	2
Units with 1.01 persons, or more per room	12	4	61	10	40	8

*E.D. 40, continued from Table A5-4

TABLE A5-6

HOUSING STATISTICS, U. S. CENSUS 1960
FARM HILL STUDY DISTRICT

Census Item	Total Farm Hill Study District		ED-43		ED-44		ED-45	
	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>								
All Housing Units	1,130	100%	359	100%	477	100%	294	100%
Sound	1,015	90	332	93	459	96	224	76
Deficient	115	10	27	7	18	4	70	24
<u>Plumbing Deficiencies</u>								
lacking only hot water	8	--	3	--	4	--	1	--
lacking other plumbing facilities	8	--	--	--	7	--	1	--
<u>Deteriorating</u>								
with all plumbing facilities	74	7	21	6	6	--	47	16
lacking only hot water	--	--	--	--	--	--	--	--
lacking other plumbing facilities	1	--	--	--	1	--	--	--
Dilapidated	24	--	3	--	--	--	21	7
<u>Social Characteristics:</u>								
All Occupied Housing Units	1,092	100%	343	100%	464	100%	285	100%
Occupied by whites	1,089	100	340	100	464	100	285	100
Occupied by non-whites	3	--	3	--	--	--	--	--
Units with 1.01 persons, or more per room	46	4	17	5	14	3	15	5

TABLE A5-7

HOUSING STATISTICS, U. S. CENSUS 1960

STADDLE HILL STUDY DISTRICT

Census Item	Total Staddle Hill Study District		ED-36		ED-37		ED-S49 (Long Lane State School)	
	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>								
All Housing Units	918	100%	413	100%	505	100%		
Sound	844	92	361	88	483	96		
Deficient	74	8	52	12	22	4		
Plumbing Deficiencies								
lacking only hot water	--	--	--	--	--	--		
lacking other plumbing facilities	3	--	--	--	3	--		
Deteriorating								
with all plumbing facilities	53	6	37	9	16	3		
lacking only hot water	5	--	5	--	--	--		
lacking other plumbing facilities	7	--	5	--	2	--		
Dilapidated	6	--	5	--	1	--		
<u>Social Characteristics:</u>								
All Occupied Housing Units	884	100%	397	100%	487	100%		
Occupied by whites	877	100	396	100	481	100		
Occupied by non-whites	7	--	1	--	6	--		
Units with 1.01 persons, or more per room	81	9	29	7	52	11		

TABLE A5-8

HOUSING STATISTICS, U. S. CENSUS 1960
WESTFIELD, CRYSTAL LAKE, AND MAROMAS STUDY DISTRICTS

	Westfield		Crystal Lake		Maromas		Maromas		ED-48	
	ED-35	ED-42	ED-47	ED-21	ED-47	ED-21	ED-47	ED-21	ED-48	ED-48
	Number	%	Number	%	Number	%	Number	%	Number	%
<u>Housing Characteristics:</u>										
All Housing Units	342	100%	523	100%	229	100%	224	100%	(Connecticut Valley Hospital)	
Sound	275	80	387	74	192	84	212	99		
Deficient	67	20	136	26	37	16	12	5		
Plumbing Deficiencies	5	1								
lacking only hot water	2	--	3	--	3	--	--	--		
lacking other plumbing facilities	3	--	10	--	21	9	2	--		
Deteriorating with all plumbing facilities	24	7								
lacking only hot water	20	--	62	12	3	--	4	--		
lacking other plumbing facilities	1	--	1	--	2	--	--	--		
Dilapidated	38	11	54	10	1	--	6	--		
<u>Social Characteristics:</u>										
All Occupied Housing Units	327	100%	472	100%	210	100%	202	100%		
Occupied by whites	326	100	471	100	209	100	159	79		
Occupied by non-whites	1	--	1	--	1	--	43	21		
Units with 1.01 persons, or more per room	36	11	16	--	25	12	52	26		

Appendix 6

Public Facilities Deficiencies

The urbanized portion of Middletown contains two primary public facilities deficiencies which affect this entire area of the City. These are an obsolete sewer system and an inadequate traffic circulation system.

A report prepared for the CRP by the Department of Public Works indicates that in the central area of the City the sewers are of a combination type in which both sanitary and storm wastes flow through the same pipes. (See map "Areas Served by Combined Storm and Sanitary Sewer System", page 45.) The Department of Public Works considers the present sewers both obsolete and inadequate. The Department reports that the present sewer pipe is of an egg-shaped brick construction which is constantly breaking. Some of the lines are over 60 years old.

The problem of the condition of the old sewers was the subject of an article in the Middletown Press (November 21, 1963) as follows:

"But (Public Works Superintendent) Rosano also mentioned some rather fearful-sounding items for the commission, such things as main sewer lines that were built in the last century and may now be near collapse... Rosano was not saying that he knew collapse was imminent, rather he was simply making the commission aware of the ignorance of what is beneath our streets... He cited instances over the last two decades when three major repairs were made to portions of sewer lines which had collapsed. And, he pointed out, since portions of those lines had collapsed, one might expect the rest of the same lines to be somewhat near the same state."

The existing lines are of inadequate size as well. In terms of capacity, the size of the present system would be considered adequate for sanitary flows if its use were restricted to this load only, according to the Department. Therefore, on the basis of inadequate size and obsolete condition the Department

of Public Works recommends installation of new sanitary and storm sewers to replace the present combined system. This applies to the entire central area of the City except for two areas in which new sewers have been installed as part of the Center Street Project activities.

These facts and recommendations, which establish the necessity for new storm and sanitary sewers in the central area of the City, portend the expenditure of a considerable amount of money. The burden of this major cost outlay could be significantly alleviated by undertaking the work as part of urban renewal activities. The importance and urgency of this need, alone, provide a powerful argument for the City's going into a major renewal program.

The second most pressing deficiency in public facilities is that of an inadequate traffic circulation system. Acheson Drive, the only high-capacity highway serving the central area, has a serious bottleneck at its intersection with Washington Street. Furthermore, the State Highway Department is contemplating the upgrading of Acheson Drive to standards that might require the elimination of the Washington Street intersection altogether. This would seriously reduce access to the business district unless alternative approaches were provided.

Other central area streets are inadequate for moving the large volumes of traffic imposed upon them. The overall pattern is a grid with numerous intersections, which produce many accidents*. On-street parking and numerous curb-cuts create additional conflicts further impeding traffic flow and reducing capacity.

These factors reduce the accessibility of commercial and other non-residential uses in the central area, thereby reducing their functional effectiveness in serving the City and the region.

At the same time, because of the inadequacy of the overall street system, streets in some predominantly residential neighborhoods in the central area are forced to carry heavy traffic loads, thereby reducing the livability qualities of these neighborhoods.

Together, these factors call for the development of a completely new traffic pattern for the entire central area of the City. It appears that the circulation pattern proposed in the City Plan Commission's Plan of Development Interim Report would bring about the necessary improvements. The magnitude of changes and expenditures required, however, to effectuate the proposed plan, make it virtually essential that the work be carried out as a part of urban renewal activities.

Here too, a vital City need produces a powerful argument for the commencement of renewal on a scale capable of bringing about the desired traffic flow objectives.

*See map "Traffic Accidents" on page 58.

Other public facilities deficiencies also exist, primarily schools and parks. These tend to be more localized problems than sewers or streets and are discussed, therefore, as part of the individual study district analyses of Chapter 3.



Appendix 7

Development Standards and Generalized Land Use Controls

Integral to the process of appropriate renewal action is the establishment of land use standards and controls. Detailed and specific land use controls can be developed only during the project planning stage for each renewal project. The establishment of controls on an individual project basis will permit the Redevelopment Agency to consider and make provisions for the special circumstances that may prevail in each project area.

However, a generalized approach to land use standards can be established in an overall way at the beginning of the long-range renewal program. The suggestions made in this Appendix are intended to fulfill this objective. These general standards will provide flexible guidelines for the later development of specific and detailed controls. The overall guidelines apply to all study areas in the CRP, but are particularly applicable to the first priority area, which makes up the renewal action program.

All Land Use Categories

The following general controls should apply to all land uses proposed for any renewal area:

- a. The site plan and exterior architectural elevations for any development should be reviewed by the Redevelopment Agency with professional assistance from either its staff or consultants, or any qualified staff members of the Planning Commission. Detailed requirements for form of submission and data to be included as part of such a submission will be established as a part of the urban renewal plan for each individual project.
- b. Any use should be prohibited which may be obnoxious or offensive by reason of emission of odor, dust, noise, smoke, gas, fumes or radiation, or which presents a hazard to public health or safety.

- c. There should be no restriction on sales, occupancy or use of any part of the area on the basis of race, creed, or national origin.

Commercial Land Use

Commercial land use controls should be established to achieve the following objectives:

- a. Central business commercial uses should be distinguished from neighborhood convenience commercial uses in terms of size and specific uses permitted. Convenience shopping areas should be limited to uses such as drug, food and hardware stores, which serve the nearby neighborhood. Uses such as department stores, men's and women's apparel, furniture, and appliance stores, which serve the entire community, should be discouraged in the neighborhood shopping areas unless they are of a small, incidental nature and be encouraged only in the central business district. Non-downtown shopping areas should not be developed in such a way as to spread the potential of the central business district to the ultimate disadvantage of all of the business areas.
- b. As long as adequate public parking is provided adjacent to commercial development in the central business district, the permitted lot coverage may be quite high, 75 percent, or more. Plazas, fountains, sitting areas, and attractive landscaping should be encouraged, however, possibly with a Floor Area Ratio bonus, i.e. higher total floor area permitted where ground level plazas are created.
- c. Permitted coverage in neighborhood convenience commercial should generally be a maximum of 50 percent, unless there are nearby public parking facilities and other public open spaces.
- d. The permitted extent of development of various uses should largely be determined by marketability prospects within, of course, the framework of feasible alternatives dictated by sound planning principles.
- e. Provision should be made of off-street loading and unloading in redevelopment areas, and to the extent possible in conservation areas. Off-street loading may take place from public parking areas, where available.
- f. The design of commercial buildings should be carefully related to parking facilities. In certain situations it may be desirable to have entrances from parking lots in addition to street entrances.
- g. Procedures should be established to encourage coordination of store front design where groups of stores are located in a common shopping area. This coordination should include design and character of signs. Size of signs

should be regulated within the framework of overall design. Flashing and/or rotating signs should be prohibited.

Parking Use Areas

Parking land use controls should be established to achieve the following objectives:

- a. Parking spaces should be well located with respect to the uses they are intended to serve. The amount of parking available is often less important than its location. Where economically feasible, underground and/or decked parking would make a larger number of spaces available close to the uses being served.
- b. Commercial areas made up of a number of small or moderate size establishments are ordinarily better served by common parking areas rather than individual lots. In such situations it may be advantageous for the municipality to undertake development of the parking facility.
- c. Parking areas should be designed to avoid the visual impression of a "sea of cars", or when not being used, of barren, unrelieved, asphalt. Shrubbery, trees, variations in grades and other design techniques should be utilized to minimize the negative esthetic effect of these areas.
- d. Parking lot entrances and exits should be carefully integrated with proposed overall traffic flow.

Residential Use Areas

Residential land use controls should be established to achieve the following objectives.

- a. It is desirable to have a diversity of housing types in Middletown. In general, higher density residential use development should be predominantly in the central area.
- b. The discreet mixture, in a general area, of apartments, town houses, and single-family detached houses should be encouraged. Properly designed, different types of housing are entirely compatible with one another.
- c. Multi-family housing with densities up to 20 dwelling units per net acre is appropriate for residential development in the first priority area, and in other inner portions of the City. Such densities may also be appropriate in certain outlying locations. This might be achieved with garden apartments, high rise (four to six story) apartments or a combination of both. If the City decides to permit a limited amount of four-six story buildings then the density might be increased to 30-40 units per acre within such sites.

- d. Single-family attached housing (also referred to as "town housing" or "row housing") might also be permitted, with densities up to 15 dwelling units per net acre. This type of development can very successfully be coordinated with garden apartments or high rise apartments. It also lends itself to cluster development with the purpose of creating usable common open space. Generally, the following types of controls should be observed for attached single family housing:
1. Minimum lot width for attached dwelling unit should be 20 feet.
 2. Minimum lot width for end dwelling unit should be 30 feet.
 3. Minimum lot depth should be 80 feet.
 4. Maximum coverage of any lot should not exceed 50 percent.
 5. No single group of attached houses should contain more than ten structures.
 6. Required open space and parking may be grouped in common locations.
- e. On site parking should be required for each development, in the range of at least one parking space for each dwelling unit. The specific amount required might vary according to the type of development, e.g. housing for the elderly would probably require less whereas luxury apartments might well require more. The amount of parking required might also vary according to the accessibility of public transportation.
- f. Usable open space in addition to parking areas should be required in all developments. Generally, the minimum open space required should be equal to the total floor space of all dwelling units. These spaces should be of such sizes and shapes that they could be developed and used for active and passive recreation.

Industrial Use Areas

Industrial land use controls should be established to achieve the following objectives:

- a. New industrial uses should not be permitted in the first priority area.
- b. Existing industrial uses to remain, if any, in the first priority area should be adequately buffered from adjoining non-industrial uses.
- c. Controls for existing industrial uses to remain, if any, in the first priority area should require, to the extent possible, that all loading and parking take place on the parcel.

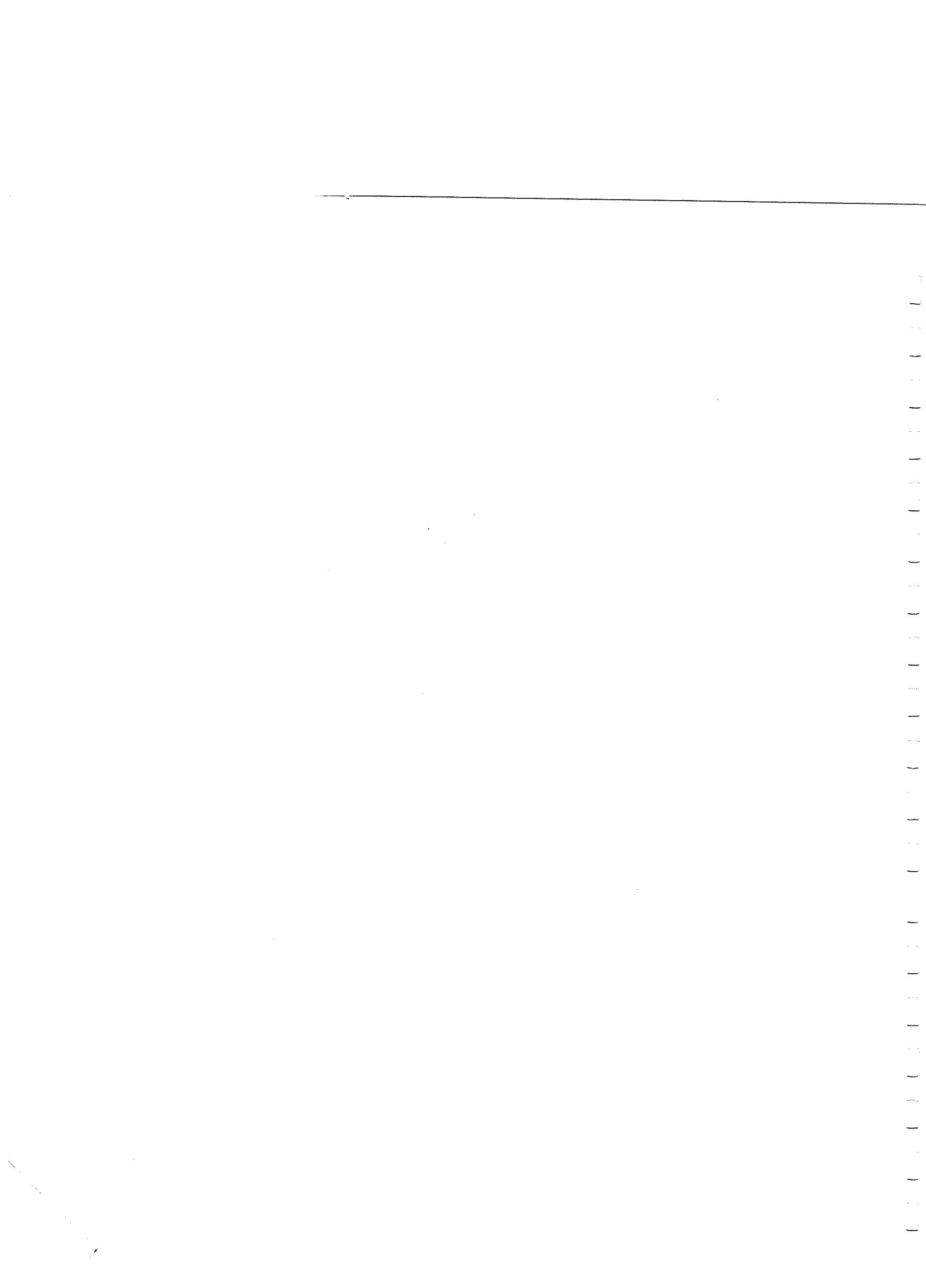
The following items refer to possible new industrial use areas outside the first priority area:

- d. Detailed controls for industrial development should depend on the individual circumstances. Generally, their purpose is to produce a visually attractive, functionally efficient development.
- e. On industrial parcels all open spaces not used for parking or loading should be appropriately landscaped.
- f. There should be enough flexibility in space requirements for off-street loading and parking to take care of widely differing development possibilities. For example, a building used primarily for storage might have greater average requirements for loading space, but limited need for off-street parking. Higher land coverage might be permitted in this case.
- g. Streets and driveways in industrial districts should be designed to handle trucking needs. Radii at intersections should be a minimum of 50 feet. Street rights-of-way should be a minimum of 60 feet.
- h. Provisions should be made in planned industrial districts for the inclusion of some personal service commercial facilities for employee convenience.

Miscellaneous Land Use Considerations

Consideration of the interrelationships of land uses indicates that it is not always necessary to separate different kinds of uses if they function well together and if the needs of each can be satisfied. Certain uses located together are complementary and therefore strengthen one another. Housing in the downtown area may be desirable because it affords convenient access to business, commercial, cultural and entertainment activities. Downtown housing, in turn, strengthens these activities by providing them a ready clientele.

Multi-family residence and office might be alternate permitted uses in a redevelopment area, depending on marketability and environmental conditions. These uses have a similar effect on surrounding uses in terms of parking requirements, traffic generation, size and scale of development, and esthetic possibilities for building design. Permitting either as alternate or coordinate uses would enhance the prospects for project success.



Appendix 8

Forms Used in the CRP

Listed below are work forms and questionnaires developed for use in the CRP studies. A brief explanation of their use is included where necessary.

<u>Exhibit Number</u>	<u>Form Title</u>
(1)	<u>CRP Time Record</u> ; used by City Department to record contributions of time and services.
(2)	<u>Explanation of Time Record Form</u>
(3)	<u>Interview with City Departments Form</u> used by Consultant to record interviews with City Departments.
(4)	<u>Consultants' Time Record of Work with City Departments</u>
(5)	<u>Structure Survey Form</u>
(6)	<u>Dwelling Unit and Family Characteristics Survey Form</u>
(7)	<u>Family Preferences Survey Form</u> Forms 5, 6, and 7 were used in various structure inspections and family interview surveys. In some cases 5 was used alone, in others both 5 and 6 were used, and in still others all three were used.
(8)	<u>CRP Questionnaire</u> Used for distribution at CRP public meeting series.
(9)	<u>Cover Letter for Industrial Questionnaire</u> Cover letter used for Commercial Questionnaire is similar.
(10)	<u>Commercial Questionnaire</u>
(11)	<u>Industrial Questionnaire</u>

Community Renewal Program
Interviews with City Agencies

Date:
Interviewer:
Person Interviewed:
Department:

Introduction: Point out that all City departments have a part to play in the CRP; that they can contribute information, services and recommendations, and that they stand to share in the program's benefits to the City. Explain City sharing of costs through services. Emphasize that this is merely an initial interview; we will likely be asking for additional data or assistance later.

I. Review of Existing Program

- (1) How successful do you feel the renewal program has been so far? Reasons.

- (2) What have been the major difficulties?

- (3) What should the general objectives of renewal be?

- (4) Are these objectives being achieved in the existing program?

- (5) What suggestions do you have for improvement of the program?

II. Operation of the Department

- (1) What are the functions of your department?

- (2) How many employees?
- (3) What are their functions? (general breakdown only)

- Any specialists? (that would be of special interest to CRP objectives)

- (4) Discuss the kinds of records that your department keeps that could be useful to the CRP?

Is there any statistical breakdown?

Yearly report, etc?

If any of this information can be broken down by location, will you plot it on a city map?

III. Future Operation

- (1) Does your department have any expansion plans that would require capital budget expenditure? (get general data, return for more specific information)

If you have been considering expansion, but haven't formulated any specific plans, would you re-evaluate these plans now so they can be included in CRP studies? We will check back on this.

IV. Interviewer's suggestions for further work with this department.

◀ EXHIBIT 3

INTERVIEW WITH CITY DEPARTMENTS FORM

▼ EXHIBIT 4

CONSULTANTS' TIME RECORD
OF WORK WITH CITY DEPARTMENTS

Date _____

TO: Joe Haze
FROM: Raymond and May Associates
RE: Community Renewal Program, City Agency Staff Time

Name of Agency:

Name of Person Seen:

Date:

Subject:

Approximate Staff Time Involved:

Notes:

SURVEY OF FAMILY PREFERENCES

City	Address
Project	U. R. Block No.
Date	U. R. Parcel No.
Interviewer	D. U. Location

- Family Name _____
- Tenure and Residency: Owners: _____
(check one) Tenants: _____
- How long have you lived in your present dwelling? _____
- How long have you lived in the City _____
- Are there any things about this house (apartment) that need improvement or repair?

- Which one of these statements best describes what needs to be done in this house?
(check one)
 - The house is in excellent condition _____
 - The house is pretty good the way it is; it needs only a few minor repairs _____
 - Basically, the house is all right, but it needs big repairs _____

If respondent is an owner and indicates 4b or 4c:

 - When are you planning to make the repairs? _____
 - Would you be willing to make these repairs if some favorable method of financing were to be made available? _____
- What terms do people from this area use to describe where they live? _____
- What streets would you say are the boundaries of your neighborhood? _____
- Where do you do the majority of your day-to-day household shopping (except for big department store purchases)? _____

- Do you have any relatives living in this neighborhood? Yes _____ No _____
(If Yes) Where do they live? _____
- Which of the following statements is most nearly correct? (check one)
 - I definitely plan to stay in this neighborhood _____
What features of the neighborhood do you find especially desirable or attractive? _____
 - I am thinking of moving _____
 - I plan to move _____
(If respondent has indicated 11b or 11c)
 - Would you say it is the house or the neighborhood you want to leave?
 - Neighborhood _____
 - House _____ Would you consider moving to another house in the same neighborhood? Yes _____ No _____
 - Why are you thinking about moving? _____
- When you first decided to move to this neighborhood was there any particular thing that made you feel you wanted to live here? _____
- Do you think this neighborhood is any different now from what it was when you first moved here? _____
- Suppose for a while that some very good friends of yours were thinking about moving into this neighborhood. First of all, would you advise them to buy a house in this neighborhood or to look elsewhere?
Buy _____ Look elsewhere _____
- Why would you tell them this? _____
- Then suppose they ask, "Do you think the area will be any different in the next five years, or do you think it will remain pretty much the same?" (Assuming there were no urban renewal program). Same _____
Different _____ In what way do you think it will be different? _____

- Just to be sure about what you've just told me, would you tell me whether you're satisfied or not satisfied about each of these things in your present neighborhood?

	Very Satisfied	Satisfied	Don't Know	Dis-satisfied	Very Dis-satisfied
(a) Location of school					
(b) Transportation service					
(c) Availability of parks and playgrounds					
(d) Adequacy of city services					
(e) Street lighting					
(f) Street conditions					
(g) Shopping facilities					
(h) Cleanliness					
(i) Quietness					
(j) Parking space					
(k) Number of trees and the appearance of yards and lawns					
(l) Size of lots					
(m) Pattern of streets					
(n) Type of people living in area					
(o) General condition of other houses in neighborhood					

- Do you belong to any local group or clubs? PTA _____ Social Club _____
Other _____
(Name and Location) _____

19. OWNERS ONLY

	Original Amount & date	Due Now	Type of Mortgage (FHA, etc.) & term	Name of Holder of Mortgage
First Mortgage				
Second Mortgage				
Other				
Home Improvement Loan				

- What is your average expense for the following housing items?

OWNERS (if item is not applicable indicate "N/A")

- Mortgage payment (first mortgage) (per month) -----
Indicate if any items below are included in this payment
- Mortgage payment (second mortgage) (per month) -----
- Repayment of home improvement loan (per month) -----
- Heating (per year) -----
- Water, Gas, Electricity (per month) -----
- Taxes (per year) -----
- Insurance (per year) -----
- Repairs (total amount since purchase of house -- list repairs and improvements below) -----
- Other (specify): -----
- Total -----

TENANTS

- Rent paid monthly -----
- Gas, Electricity and other Utilities -----
- Additional payments for furniture (furnished apartments only) -----
- Total -----

▲ EXHIBIT 7 FAMILY PREFERENCES SURVEY FORM

Exhibits 5, 6 and 7 were used in various structure inspection and family interview surveys. In some cases 5 was used alone, in others both 5 and 6 were used, and in still others all three were used.

CRP QUESTIONNAIRE

Please return to:
Joe Haze, Executive Director
Middletown Redevelopment Agency
Municipal Building
Middletown, Connecticut

Leave Blank if You Wish Name _____
Address _____
Organization _____

Glossary of Terms

CRP stands for Community Renewal Program, a study of the City's long-range renewal needs and potentialities. It is advisory and does not commit the City to any specific renewal action.

Renewal action is achieved through projects. These involve some combination of conservation, rehabilitation or clearance of structures and the provision of public facilities such as streets, playgrounds, and other facilities to eliminate environmental problems.

Conservation is the maintenance of basically satisfactory neighborhoods.

Rehabilitation means the fixing up and improvement of buildings.

Clearance means tearing down badly deteriorated buildings to provide land for new construction, which may be housing, stores, factories, etc.

1. What actions would you have the City take through renewal to make Middletown a more desirable place in which to live, work, or do business?

2. What is your reaction to the existing Center Street Renewal Project?

3. What districts or neighborhoods in the City are most in need of renewal action? Be as specific as possible.

4. What renewal actions would you recommend in order to improve these areas?

5. What is the name of the neighborhood or district in which you live?

6. What are the strong points of this neighborhood that make it a desirable place in which to live?

7. What are the specific needs or problems of this neighborhood or district? (Consider traffic, parking, schools, playgrounds, housing, commercial facilities, entertainment facilities, etc.)

8. Other comments, if any.

EXHIBIT 8

CRP QUESTIONNAIRE

Used for distribution at
CRP public meeting series

The Greater Middletown Chamber of Commerce
72 Court Street Diamond 6-BB16
Middletown, Connecticut

CHAMBER OF COMMERCE
BREAKFAST CLUB
4TH THURSDAY 8:00 A. M.

July 15, 1963

Re: Industrial Questionnaire

Dear Member and Fellow Citizen:

The City of Middletown is currently engaged in the preparation of a Community Renewal Program (CRP). This is an analysis of the City's long-range renewal needs and potentialities and the development of a suggested long-range program which will consider the needs of the entire community and will make recommendations as to future project staging and coordinated project planning. It will make suggestions for integrating renewal activities into the City's capital budget program so that maximum benefits may be realized as the least possible local cost.

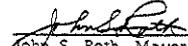
An important aspect of the CRP is the collection of information and the ascertainment of attitudes from citizens and community leaders through meetings, interviews and questionnaires. By eliciting widespread participation in the program, we hope to develop a CRP that will be truly responsive to the needs and aspirations of the City's citizens and its commercial and industrial enterprises.

Because we recognize that industrial management is an important segment of community leadership, the enclosed questionnaire is intended to encourage that leadership to active participation in the program. By this means the City will be better able to take steps to help meet the needs of its industrial community.

We personally urge that you take time to complete this questionnaire, with respect both to the general questions and those which relate specifically to industrial information. By so doing, you

can be assured that your own needs and desires will be taken into consideration in the formulation of this program. The information obtained will be used for analytical purposes only, and will be kept strictly confidential.

Sincerely,


John S. Roth, Mayor
City of Middletown


Walter H. McCullough, President
Greater Middletown Chamber of
Commerce

Serving the Portland, Cromwell, Durham, Haddam, East Hampton, Middlefield, Middletown Areas

EXHIBIT 9

COVER LETTER FOR INDUSTRIAL QUESTIONNAIRE

Cover letter for Commercial
Questionnaire is similar

Please return to:

Mr. Joe Haze, Executive Director
Middletown Redevelopment Agency
Municipal Building
Middletown, Connecticut

COMMERCIAL QUESTIONNAIRE
COMMUNITY RENEWAL PROGRAM
City of Middletown, Connecticut

This questionnaire was prepared by the Middletown Redevelopment Agency with its consultants, Raymond & May Associates, in cooperation with the Mayor and the Chamber of Commerce.

All replies will be used for analytical and planning purposes only, and will be kept confidential.

Name of Firm _____

Address _____

Name and Title of person filling out questionnaire _____

If name and address are not filled in, please indicate whether you are located in downtown business district. Yes _____ No _____

A. General questions about Middletown urban renewal program

1. What urban renewal actions or other municipal actions do you feel are needed in order to make Middletown a more desirable place in which to live, work, or do business? (This answer may be specific or general, e.g. improve access to downtown area or widen X street)
2. Do you have any comments on the existing Center Street Renewal Project?
3. What in your opinion have been the major problems, if any?

EXHIBIT 10

COMMERCIAL QUESTIONNAIRE

(continued on next page)

EXHIBIT 10 COMMERCIAL QUESTIONNAIRE (continued)

4. What districts or neighborhoods in the City do you feel are most in need of renewal action? Be as specific as possible.

5. What major objectives do you think renewal should attempt to achieve in each of the areas listed in 4 above.

B. Industrial development trends

1. Year this firm was established in Middletown. _____

2. What products are made or services are offered by the firm?

3. The present plant site represents: (check one)

- a. _____ original location of firm
- b. _____ relocation of firm from elsewhere
- c. _____ original location of branch plant
- d. _____ relocation of branch plant

4. The buildings now occupied by the firm are

- a. _____ owned by the firm
- b. _____ rented

5. Average number of employees 1950 _____ 1955 _____ 1960 _____ 1963 _____

6. Total floor area now occupied, by story.

- first _____
- second _____
- third _____
- fourth or over _____

7. Total acreage now occupied _____ acres.

8. How many off-street parking spaces? _____

9. Is the loading area off-street? _____

10. Most sales of products go to what area?

- _____ Nationwide _____ New England
- _____ Middletown Area.

11. Major source of raw materials come from:

- _____ Nationwide _____ New England
- _____ Middletown Area.

12(a). If you have relocated within the last 15 years, what was the address of your previous plant?

(b) Why did you leave your old location?

(Indicate order of importance)

- _____ inadequate skilled labor supply
- _____ inadequate unskilled labor supply
- _____ labor costs too high
- _____ poor truck access
- _____ no railroad siding
- _____ too far from raw materials
- _____ too far from market
- _____ taxes too high
- _____ obsolete building
- _____ needed more land
- _____ needed more floor space
- _____ executive preference
- _____ favorable rental or purchase price at new site
- _____ other (specify) _____

(c). At present, what are the most important attributes of your location?
(Indicate order of importance)

- _____ skilled labor supply
- _____ unskilled labor supply
- _____ favorable labor costs
- _____ satisfactory tax level
- _____ good truck access
- _____ access to railroad siding
- _____ close to raw materials
- _____ close to market
- _____ adequate site
- _____ favorable rental or building cost situation
- _____ close to Wesleyan University
- _____ executive preference for community
- _____ other (specify) _____

13. How much additional floor space _____ and/or acreage _____ have you acquired since 1950?

14. Are you on the whole satisfied with your present location?

_____ yes _____ no

If no, indicate reasons in order of importance.

- _____ inadequate skilled labor supply
- _____ inadequate unskilled labor supply
- _____ labor costs too high
- _____ taxes too high
- _____ poor truck access
- _____ no railroad siding
- _____ too far from raw materials
- _____ too far from market
- _____ obsolete building
- _____ need more floor space
- _____ other (specify) _____

If you have indicated need for additional land and/or floor space, how much need do you forecast for the next 5 years?

_____ acres of land
_____ sq. ft. of floor space

Would you rebuild or expand on the same site or an expansion of it or on another site in Middletown if your site requirements could be met?

_____ yes _____ no

Indicate site requirements in order of importance

- _____ relatively level site
- _____ favorable highway access
- _____ railroad siding
- _____ municipal water supply
- _____ large quantities of water for industrial processing
- _____ municipal sewerage
- _____ gas
- _____ other (specify) _____

15. Do you have any other comments or suggestions which might aid in the aid in the planning of a renewal program involving industrial districts?

EXHIBIT 11 INDUSTRIAL QUESTIONNAIRE

6-25-63

Please return to:

Mr. Joe Haze, Executive Director
Middletown Redevelopment Agency
Municipal Building
Middletown, Connecticut

**INDUSTRIAL QUESTIONNAIRE
COMMUNITY RENEWAL PROGRAM
City of Middletown, Connecticut**

This questionnaire was prepared by the Middletown Redevelopment Agency with its consultants, Raymond & May Associates, in cooperation with the Mayor and the Chamber of Commerce.

All replies will be used for analytical and planning purposes only, and will be kept confidential.

Name of Firm _____ (These items
Address _____ may be left
Name and Title of person filling out questionnaire _____ blank if so
_____ desired)

A. General questions about Middletown urban renewal program.

1. What urban renewal actions or other municipal actions do you feel are needed in order to make Middletown a more desirable place in which to live, work, or do business? (This answer may be specific or general, e.g. improve access to downtown area or widen X street)
2. Do you have any comments on the existing Center Street Renewal Project?
3. What in your opinion have been the major problems, if any?
4. What districts or neighborhoods in the City do you feel are most in need of renewal action? Be as specific as possible.
5. What major objectives do you think renewal should attempt to achieve in each of the areas listed in 4 above.

B. Business development trends

1. Check the type of business you are engaged in:
 - Food sales
 - Automobile sales
 - Gas station or auto repairs
 - Eating and drinking establishment
 - Furniture
 - Apparel
 - Other retail (liquor, jewelry, gifts, etc.) sporting goods
 - General merchandise (combination of two or more of the following: dry goods, hardware, housewares, furniture, home furnishings, etc.)
 - Drugs
 - Lumber or building materials, hardware
 - Other (specify type) _____
2. How long have you been in business in Middletown? _____
At present location? _____
3. If moved within Middletown, why? _____
4. Do you own the building in which your establishment is located?
Yes _____ No _____
5. What is your monthly rent or if owner occupied what is your estimated monthly rental value?

_____ under \$100	_____ \$301 - \$400
_____ 101 - 200	_____ 401 - 500
_____ 201 - 300	_____ over 500
6. How much floor area do you presently have in your establishment? (Do not include storage space)
Feet of Frontage x Feet of Depth = Total Square Feet
7. What is your estimated annual gross retail sales for 1962?

_____ under \$100,000	_____ \$600,000 to \$699,000
_____ 200,000 to 299,000	_____ 700,000 to 799,000
_____ 300,000 to 399,000	_____ 800,000 to 899,000
_____ 400,000 to 499,000	_____ 900,000 to 999,000
_____ 500,000 to 599,000	_____ 1,000,000 or over

8. Have your annual gross sales increased, decreased, or remained the same during the following periods? (specify approximate percentage)

	Increase	Decrease	Same
Last Year	_____%	_____%	_____%
1958 - 1962	_____%	_____%	_____%
1954 - 1958	_____%	_____%	_____%

9. Estimate whether your total number of customers has increased, decreased, or remained the same during the following periods? (specify approximate percentage)

	Increase	Decrease	Same
Last Year	_____%	_____%	_____%
1958 - 1962	_____%	_____%	_____%
1954 - 1958	_____%	_____%	_____%

If there has been a decrease, to what do you attribute this, and where do you think these customers are now shopping?

If there has been an increase, to what do you attribute this, and from which areas do your new customers come?

10. Roughly estimate what percentage of your annual sales comes from the following communities:

_____ % Middletown	_____ % Madison
_____ % Portland	_____ % Gullford
_____ % Cromwell	_____ % Killingworth
_____ % East Hampton	_____ % Rocky Hill
_____ % Haddam	_____ % Old Saybrook
_____ % Durham	_____ % Essex
_____ % Middlefield	_____ % Westbrook
_____ % Deep River	_____ % Other (Specify)
_____ % Chester	_____ % _____
_____ % Clinton	_____ % _____

11. What do you think are the major factors which are adversely affecting your business district? (Indicate in order of importance)

_____ None	_____ Not attractive enough
_____ Have not thought about this	_____ Inadequate customer conveniences (rest rooms, benches or sitting area, place for children etc.)
_____ Poor access from residential areas	_____ Lack of variety of price lines
_____ Streets in district are congested	_____ Many businesses do not have aggressive enough merchandising policy
_____ Lack of public transportation	_____ Many businesses do not advertise enough
_____ Inadequate parking	_____ Other (specify) _____
_____ Fear of parking violation	_____ _____
_____ Lack of space for off-street unloading	_____ _____

12. If you have made any substantial improvements to your establishment, when did you make them? _____
what are they _____
approximate cost _____

If your location is downtown, has Center Street project had any influence on your decision to make improvements? Yes _____ No _____

13. Do you feel that you need additional sales space for your establishment?
Yes _____ No _____ Don't know _____

If yes, how much? _____

14. As part of a renewal program which would be geared to eliminating some of the problems which you listed in question 11, would you be willing to spend money to bring about physical improvements (such as remodeling store front, modernizing interior layout and decor, installing rear windows and entrance on parking lot, share cost of arcade with others on block, install new signs in conformity with overall design, etc.) to your establishment?
Yes _____ No _____ Don't know _____

15. Do you have any other comments or suggestions which might aid in the planning of a renewal program involving business districts?

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Appendix 9

School Board Reports

The following material was prepared for the CRP by the administrative staff of the Board of Education. The Board report is dated January 31, 1963.

<u>FACILITY NAME</u>	<u>LOCATION</u>	<u>DATES OF CONSTRUCTION</u>
F.J. Bielefield School	Maynard Street	1954
Central School	201 College Street	1952
Eckersley-Hall School	61 Durant Terrace	1928
Farm Hill School	390 Ridge Road	1927
Hubbard School	11 Silver Street	1908
Long Hill School	Randolph Road	1926
MacDonough School	66 Spring Street	1925
Wilbert Snow School	Wadsworth Street	1955
Bertand Spencer School	Westfield Street	1951-1958
Stillman School	62 Loveland Street	1936
Westfield School	East Street	1910
Woodrow Wilson Junior High School	Hunting Hill Avenue	1931-1939-1960
Woodrow Wilson Senior High School	Hunting Hill Avenue	1956-1962
Middletown High School	251 Court Street	1894-1914-1931
City Schools Field	Hamlin Street	
Board of Education - Administration Building	310 Hunting Hill Avenue	1962

ELEMENTARY SCHOOL FACILITIES

Bielefield Central Eckersley-
Hall Farm Hill Hubbard Long Hill MacDonough Snow Spencer Westfield Westfield
Original Additional Stillman Under Const.

Building:

A. Size
1. Number of student classrooms
2. Optimum enrollment
3. Maximum capacity

B. Condition

1. Age of structure (1/1963)
2. Material and type of construction**
3. Number of stories
4. General condition

C. Special facilities included

1. Auditorium
2. Cafeteria
3. Gym-Aud.-Cafe
4. Gymnasium
5. Library
6. Multi-purpose room
7. Other special facilities
8. Gym and Auditorium

Site:

A. Grounds

1. Size of site (acres)
2. Number of parking spaces
3. Area available for playground

B. Adequacy of location

**M= Masonry
R=Fire Resistant
SR=Semi Fire Resistant
C=Combustible

Exc.=Excellent
V.G.=Very Good
Dimin.=Diminishing

	Bielefield	Central	Eckersley- Hall	Farm Hill	Hubbard	Long Hill	MacDonough	Snow	Spencer Original	Spencer Additional	Stillman	Westfield Under Const.
1. Number of student classrooms	9	17	7	9	11	4	12	20	10	10	8	4
2. Optimum enrollment	250	450	190	250	300	100	300	550	275	275	215	100
3. Maximum capacity	290	530	230	290	350	120	380	640	320	320	250	100
1. Age of structure (1/1963)	9	10	34	54	55	36	38	8	12	4	27	53
2. Material and type of construction**	M-R	M-SR	M-SR	M-SR	M-C	M-C	M-SR	M-R	M-R	M-R	M-SR	M-C
3. Number of stories	1	2	1	1	2	1	2	1	1	1	2	1
4. General condition	Exc.	Exc.	V.G.	V.G.	V.G.	V.G.	V.G.	Exc.	Exc.	Exc.	Exc.	Good
1. Auditorium	1	1	1	1	1	1	1	1	1	1	1	1
2. Cafeteria												
3. Gym-Aud.-Cafe	1											
4. Gymnasium	1	1	1	1	1	1	1	1	1	1	1	1
5. Library	1	1	1	1	1	1	1	1	1	1	1	1
6. Multi-purpose room	1	1	1	1	1	1	1	1	1	1	1	1
7. Other special facilities												
8. Gym and Auditorium												
1. Size of site (acres)	10	1	2	2	5	6	2	25	12	12	1	2
2. Number of parking spaces	20	0	0	0	0	10	0	30	30	30	0	0
3. Area available for playground	1	1/4	1/2	1	3	2	1/2	5	2	2	1/4	1/2
Adequacy of location	V.G.	Dimin.	V.G.	V.G.	Good	Good	Good	Exc.	Exc.	Exc.	Dimin.	Poor

Exc.

Dimin.

Exc.

Appendix 10

Effect of CRP on Public Improvements Program

The CRP, as now proposed, would not affect the City's budget for its public improvement program in any direct way. Chapter 6 of the Report on High Priority Study Area contains detailed discussions of financing plans for various possible renewal programs. Chapter 10 in the same document shows estimated project financing for the action program finally recommended (pp. 117-121). Table 10-5 on page 120 of the Report on High Priority Study Area shows the overall cost estimates for the entire renewal action program proposed by the CRP.

This financing estimate reveals that, due to the contemplated major non-cash grants-in-aid accruing to the City in a Section 112 college-City cooperative venture, the City's renewal cash contribution would be reduced to zero. For this reason, the extensive renewal undertaking proposed in the CRP would not require the provision of funds through the local public improvements program, beyond perhaps a small amount for ineligible improvements on boundary streets or short extensions of utility lines beyond the project boundaries. It is contemplated that all of the site improvements necessary to serve the area would be "item I project expenditures", thus not affecting the City's Public Improvements Program. The Plan of Development Interim Report to date does not contemplate any major "supporting facilities" for this area.

The proposed plan of financing would, in effect, leave capital improvement funds available for the accomplishment of local objectives in parts of the City not included in the proposed act on program. It would permit the allocation of funds for local improvements to preserve and protect neighborhoods not slated for early renewal action.

While the CRP has been under preparation there has been a concurrent program of updating and revision of the Plan of Development, and the preparation of a public improvements program by the Planning Commission. The two studies have been closely coordinated and though the proposed public improvements program has not been completed at the date of completion of this report, it is expected that the priorities for any public improvements beyond the initial six

year period will take into consideration the level of renewal priorities assigned by the CRP. It should be emphasized that inasmuch as the proposed First Priority Area constitutes the bulk of the City's renewal effort recommended for the next five to ten years--and as previously noted, it has no discernable impact on the first six year public improvements program--it can therefore be said that for all practical purposes there is no direct relationship between the two programs during this period.

Some additional considerations for the future:

- (a) Should the City prove in the next several years that it can proceed with renewal at a pace faster than now anticipated, and/or should the level of federal and state funds and assistance formulas increase significantly, then the relationship between renewal and the public improvements program could change. This relationship therefore should be reviewed at regular intervals.
- (b) If an "opportunity project" arises, i.e. a small project in which renewal can appropriately be used to help install a needed public improvement, then the financial relationship between the two should again be reviewed with regard to the new circumstances. The City should constantly be on the alert to take advantage of such new opportunities as may arise from time to time.
- (c) At the time of the writing of this final report, the Housing Act of 1964 had just created the tools for a "code enforcement" project. This provision might make possible other concurrent renewal activities which in turn might relate at an earlier time with the proposed public improvements program. Since no Urban Renewal Administration guidelines have yet been issued, it has been impossible to analyze the possible impact of this new tool.
- (d) Both the CRP and the Public Improvements Program are policy documents which should be reviewed at anytime that any new program is being investigated. Certainly, each should have a thorough revision at least every 5-7 years. This will be particularly advisable in Middletown, as within that time the impact of renewal in the First Priority Area should be evaluated and the next major steps then outlined in some detail.



