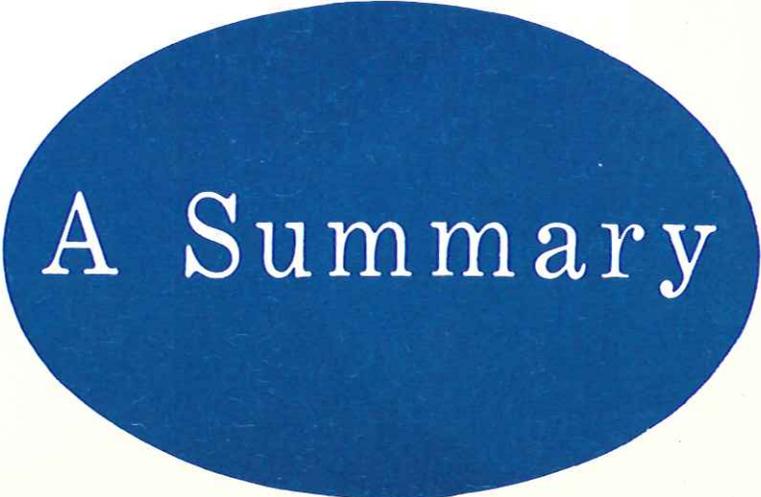
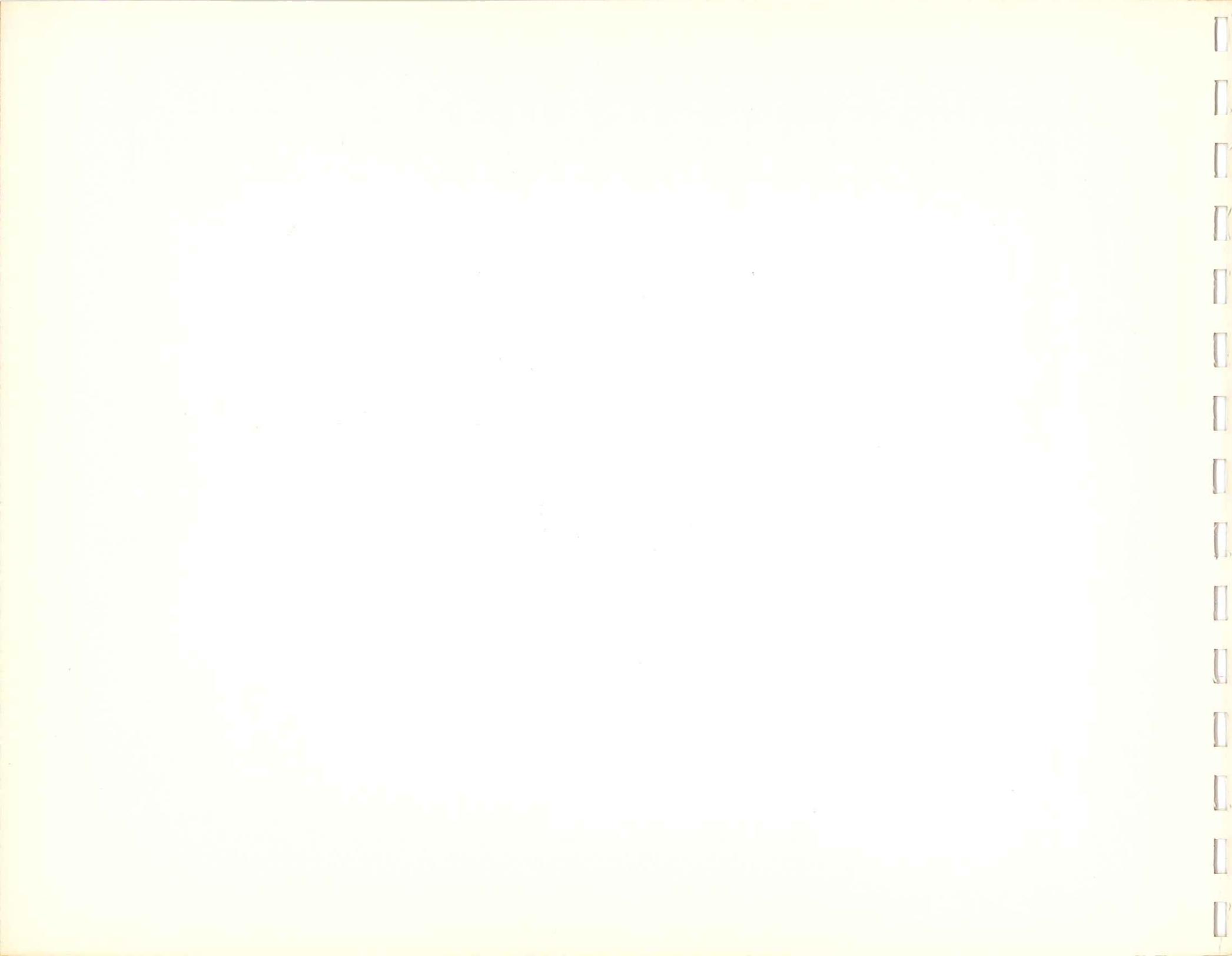


MIDDLETOWN'S  
COMMUNITY  
RENEWAL  
PROGRAM



A Summary





City of Middletown, Connecticut

JOHN S. ROTH, Mayor

# MIDDLETOWN'S COMMUN

Redevelopment Agency for the City of Middletown

G. EUGENE GOUNDREY, Chairman

HARRY R. GAMER, Vice Chairman

ROBERT W. CAMP, Secretary

DONALD C. DAVIS

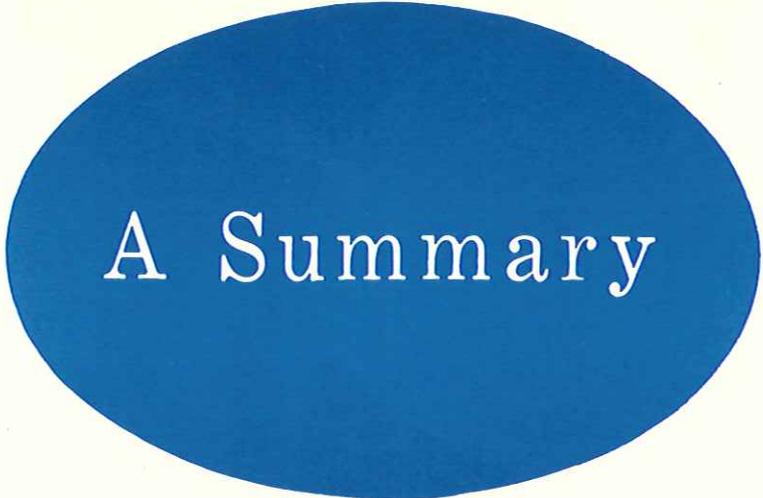
EUGENE J. DOWLING

CLAYTON F. HEWITT

JOSEPH A. HAZE, Executive director

RAYMOND & MAY ASSOCIATES

Planning and Urban Renewal Consultants



A Summary

# ITY RENEWAL PROGRAM

September, 1964





REDEVELOPMENT AGENCY  
FOR THE  
CITY OF MIDDLETOWN

September, 1964

Hon. John Roth, Mayor  
City Hall  
Middletown, Connecticut

Dear Mayor Roth:

We are happy to give you a summary of the action proposals of the Community Renewal Program Study undertaken by our Agency. This capsules the two year comprehensive analysis of the City's long range renewal needs and potential.

The "input" to the study included not only statistical data and surveys, but also the attitudes, desires and advice of many public officials and citizens as expressed in many meetings with civic groups held during the CRP study period. The "output" of the study is an action program which the Agency feels is geared to the needs and aspirations of the City.

The proposed program is admittedly an ambitious one, but, with the co-operation of Wesleyan University, it can be well within the financial means of the City. It will also require Federal and State assistance and action by other City agencies in such matters as relocation housing, community facilities, and social and welfare assistance.

The Agency has now had a long experience with projects of limited scope. Our first efforts in redevelopment--the City-County municipal complex done without Federal aid and the Center Street Project--have taught us many lessons about the urban renewal process. We know the many heart-aches involved in developing a program, and we feel that we are now ready for a broader undertaking--something which will really have a significant impact on the well-being of the City. Our work on the C.R.P. has clearly shown us what the proposed program would mean in terms of costs, relocation needs, land disposition problems, social factors and impact on the tax base. Thus, we are proposing to move ahead with full knowledge of the possible effects of our actions.

The Agency feels strongly that the proposed First Priority Area program is Middletown's big opportunity. The City can move ahead into the Twenty-First Century as a modern urban complex, or it can fall backward to second-rate status while Connecticut's other great cities move ahead.

We look forward to a constructive review of our proposals by Middletown's officials and residents. We stand ready to receive suggestions for changes and additions as the program proceeds into more detail. Meanwhile, we await your signal to move forward.

Sincerely,

G. Eugene Goundrey



# FOREWORD

The Community Renewal Program for Middletown, of which this is a summary, was prepared over a two year period by the Redevelopment Agency of the City of Middletown. The members of the Agency gave generously of their time through this period to review and guide staff efforts. Executive Director Joseph Haze served as Administrator, and basic technical work was performed by Raymond & May Associates, as the Agency's urban renewal consultants.

About a third of all technical studies and surveys were carried out by other City departments, the Chamber of Commerce, and various community institutions. Mayor John Roth provided the coordinating link among these groups and the Agency. He also periodically reviewed the progress of the C.R.P. and gave important guidance throughout the study period.

Further acknowledgements of effort and cooperation would, in a summary like this, be difficult, for they involve so many helpful persons. We wish them a much greater reward than mere mention here--the reward of a better community brought about through renewal programs they helped to shape.



Nathaniel J. Parish

RAYMOND & MAY ASSOCIATES

1948

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2. The second part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

3. The third part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

4. The fourth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

5. The fifth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

6. The sixth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

7. The seventh part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

8. The eighth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

9. The ninth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

10. The tenth part of the report deals with the results of the work done during the year. It is followed by a detailed account of the work done in each of the various departments.

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# INTRODUCTION

A program to rebuild, strengthen and beautify Middletown over the next quarter of a century has recently been put forth by the Middletown Redevelopment Agency. Called a Community Renewal Program, it is a guide developed to show City officials, residents, business and industry how many of the City's present and future needs--for modern traffic arteries, for a revitalized downtown, for new sewer lines--can be met at very little cost to the City by use of Federal and State funds available for renewal, by careful scheduling, and by cooperation from the City's major institutions.

The Community Renewal Program is specific. After surveying generally physical conditions in all sections of the City, and scrutinizing those marked by serious decay and obsolescence, it identifies as "First Priority Area" a 220 acre portion of the downtown. Here, the report indicates, is where renewal action--combining conservation, rehabilitation, and clearance--is most urgently needed. Other areas evidencing future needs and opportunities for renewal are assigned second and third priorities.

But the Program is not in any sense fixed or binding, nor is it a prelude to bulldozers. Its purpose is to advise

the community so that the citizens may consider the next step--a formal determination to study and plan the "High Priority Area" as a renewal project.

Middletowners have a vital interest in the CRP, as it is called, because of what it can do to stretch their tax dollars. Funds already earmarked for renewal by the Federal government and by the State of Connecticut can be secured to underwrite almost the entire cost of project improvements, many of which the City will otherwise be forced to undertake on its own. Expansion efforts already underway at Wesleyan University can be translated into dollar credits for the City as a whole.

But renewal will proceed only if the CRP is widely understood, accepted, and acted upon. And to be widely understood, the CRP must have a wide audience.

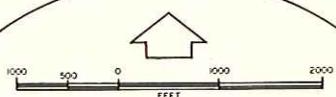
That is why this summary has been prepared. It distills for busy citizens the principal proposals of two detailed technical reports and explains the financing of proposed projects. It outlines a course of action. Then, after a brief description of the method used to develop the Program, it presents summary appraisals of renewal needs in all sections of Middletown.



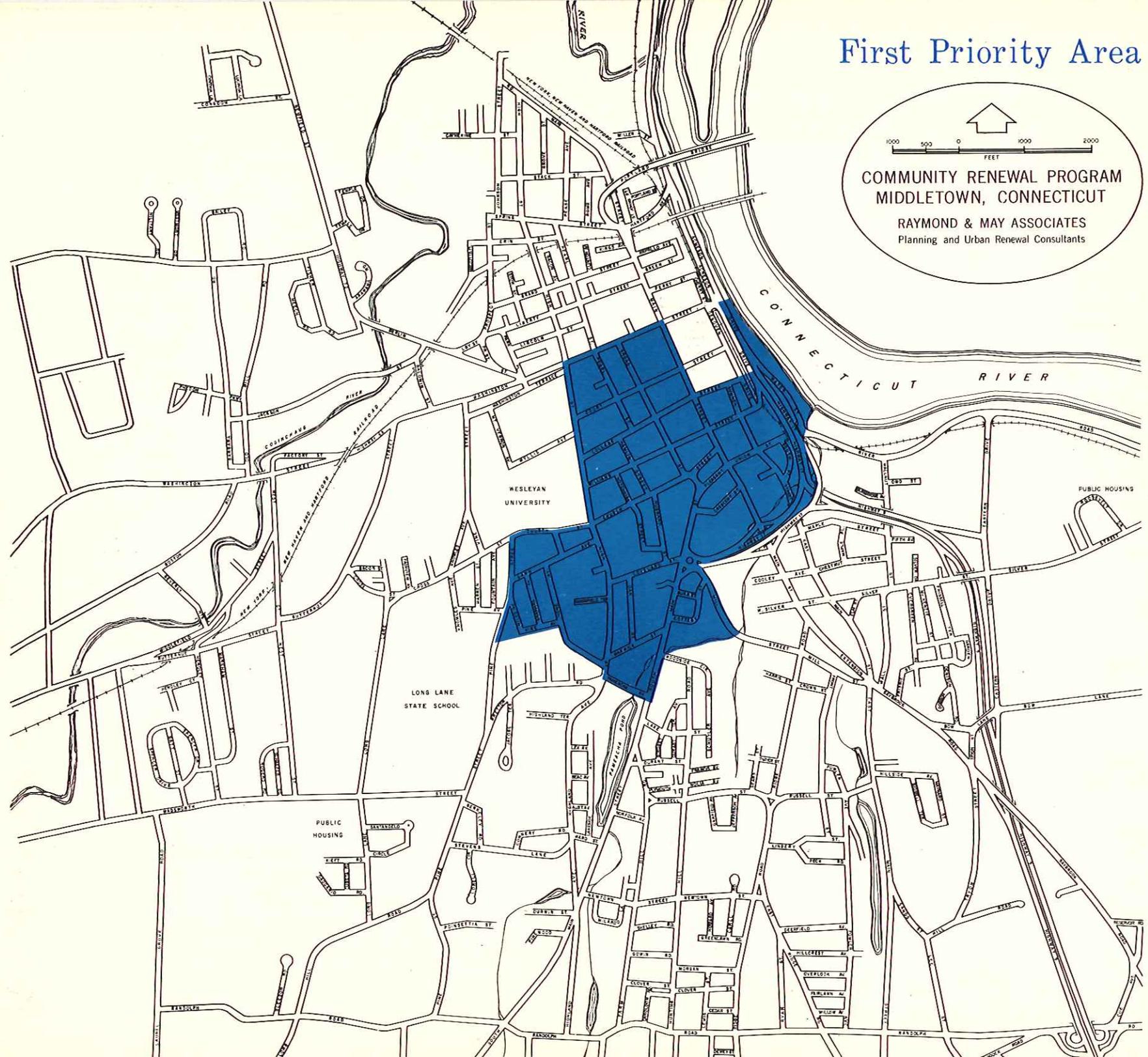
# ACTION PROPOSALS

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# First Priority Area



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



# THE FIRST PRIORITY AREA

The Community Renewal Program delineates as "First Priority Area" the portion of Middletown's business center lying roughly between Washington Street and Route 17, the River, and High and Pine Streets, as shown on map opposite. Here lies Middletown's next great frontier for renewal, where conservation, rehabilitation and clearance efforts might be staged in a series of three or four projects.

Why this area above all others? The reasons are many and apparent. As the Report documents, the most severe and the most extensive blight in Middletown is here, affecting both homes and businesses. At the same time, many substantial institutions and buildings are also here to provide a framework for relating new development. Improvement of this strategic area offers the best way to infuse the central business district and the entire City with new life, and to effect a dramatic improvement in the tax base.

Renewal here would make possible major physical changes of far-reaching scope and consequence: the central area loop road proposed by the Plan of Development\* to relieve traffic congestion; new parking facilities; and new storm and sanitary sewers to replace the present deteriorated drainage system. It would permit construction of new stores and offices, new downtown apartments, and new neighborhood playgrounds; expansion of existing public schools, parochial schools, and churches; and modernization of established business firms.

\*Middletown City Plan Commission. Plan of Development, Interim Report, 1964. Technical Plan Associates.

In addition to a great need and a great potential for renewal, there exists in the area a favorable climate for change. A momentum for action is gathering as the adjoining Center Street Renewal Project moves into the construction stage. Responses from public meetings, interviews and questionnaires indicate public acceptance of the idea of extending this renewal activity. A study of marketability indicates excellent prospects for redevelopment.

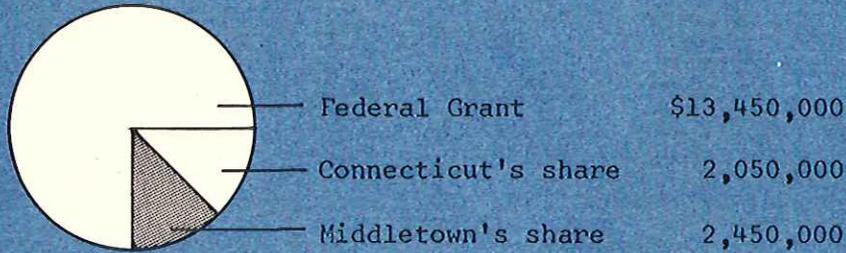
## Dollar Values

A sound <sup>the</sup> renewal project <sup>is designed to</sup> should realize, in addition to certain physical goals, three key economic aims. First, the cost of carrying it out should be within the city's means. Second, it should permanently raise the local level of economic activity. Third, it should increase tax revenues from the project area and, in all likelihood, from neighboring areas as well.

By these measures the First Priority Area qualifies as a sound renewal undertaking with excellent economic prospects.

At first glance, the total cost of renewing this area--estimated at about \$18 million--might appear to be more than Middletown could possibly afford. But Federal and State laws provide that 3/4 of this cost be paid by the Federal government and 1/8 by the State of Connecticut (under a tax repayment plan), thus reducing the City's share to 1/8 or \$2.45 million.

HOW RENEWAL COSTS WOULD BE SHARED IN FIRST PRIORITY AREA



NET COST OF THE PROJECT \$17,950,000

(The sum of the costs of administration, planning, engineering, buying properties, demolishing buildings, and installing physical improvements LESS the proceeds from the sale of cleared land. Also included is the cost of rehabilitation demonstrations and professional guidance in rehabilitation for property owners.)

Less the  
FEDERAL SHARE (approximately 3/4) \$13,450,000

and the  
STATE OF CONNECTICUT SHARE  
(approximately 1/8) \$2,050,000

Leaves a balance for  
MIDDLETOWN'S SHARE of \$2,450,000

Against which will be applied  
WESLEYAN UNIVERSITY CREDITS  
of more than \$2,450,000

Resulting in a project cost to  
MIDDLETOWN of NOTHING

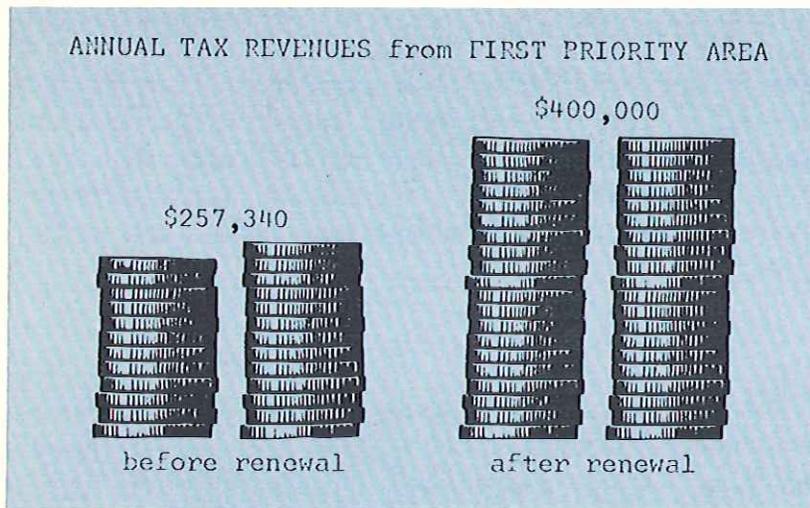
Note: All cost figures are preliminary estimates subject to revision during project planning and to approval by the U.S. Housing and Home Finance Agency. The City will not be required to act on the project until approved budget figures are available.

Even the \$2.45 million might strain the City's resources, were it not for another aspect of the Federal law and the presence of Wesleyan University in the community. Section 112 of the Housing Act provides that a community may receive credit, in its renewal bookkeeping, for some expenditures made by universities that are within or next to urban renewal areas. Wesleyan University proposes--and has already undertaken--considerable capital expenditures, a major portion of which appear to be eligible under this formula. Indeed, the credits available to the City of Middletown under Section 112, on the basis of past and proposed investments by Wesleyan, are estimated at more than \$2.45 million, so that the City's share of project costs could be reduced to nothing!

This does not mean that Middletown could renew the First Priority Area without spending any money at all. There will be cash costs to the City for such items as sewer line connections outside the project boundary and street paving on the boundary. Schools, fire stations, and other municipal facilities in the project area may also involve cash outlays, but in most instances, a portion would serve as "credit" toward the City's share of any future renewal project costs.

Nor does it suggest that Wesleyan's credits are "automatically" available to the City. In order for Middletown to enjoy the benefits of Section 112, the City and Wesleyan must enter into a formal cooperation agreement. In so doing, they would be extending a tradition of mutual aid that has already borne fruit for such partners as Bethlehem, Pa., and Lehigh University Chicago and its University, Philadelphia and University of Pennsylvania, and Philadelphia and Temple University.

How does the First Priority Area meet the other two economic tests? With respect to the level of economic activity, the project will have two important effects. It will involve the expenditure of some \$45 million locally over a period of years. Of this, \$18 million will be government investments in the project itself and \$26.5 million will be in investments in the Area by institutions and private developers. In addition, these outlays will have a "multiplier effect", creating jobs for people who spend money in local stores, thus creating jobs for salespeople, and so on. New jobs; new demands for land, housing, and services; and greater retail activity will all contribute to a greater dollar volume of business in Middletown--thanks to a modest investment by the City and the cooperation of Wesleyan University.



Finally, there is the important factor of taxes before and after renewal. The First Priority Area now pays in real estate taxes about \$257,340 a year. After renewal--even though much land will go into wider streets and

new parking areas--there is every reason to expect an annual tax yield from the Area of about \$400,000--an increase of 55%. Add to this new taxes from now vacant or under-used land where Project Area businesses may relocate, and you have a major contribution to the City's tax base.

## Family Relocation

One of the great opportunities urban renewal offers a community is that of improving the living conditions of families in blighted neighborhoods. Relocation, seen by some skeptics as an obstacle to renewal, should in fact be one of its chief goals, for no community should permit poor housing simply because the inhabitants find it difficult to move.

The CRP recommends residential construction of three types to meet immediate relocation needs: about 120 to 125 units of low-rent public housing; some 100 to 120 units of housing for the elderly; and about 180 to 270 units of private rental housing for middle-income families. This would accommodate the estimated 700 families who would be affected over a 5 year period by renewal in Middletown's First Priority Area. Some could find accommodations in existing housing, but for most, an aggressive program of home-building would be required.

These new homes need not be lumped together in "projects" of the type all too familiar in American cities. They can and should, according to the CRP, be built in clusters on scattered sites where they may more easily become incorporated into existing neighborhoods.

*which is a vital concern and a sensitive process, should not be viewed*

*but at the same time, it is a waste of resources for a*

## OTHER PRIORITY AREAS

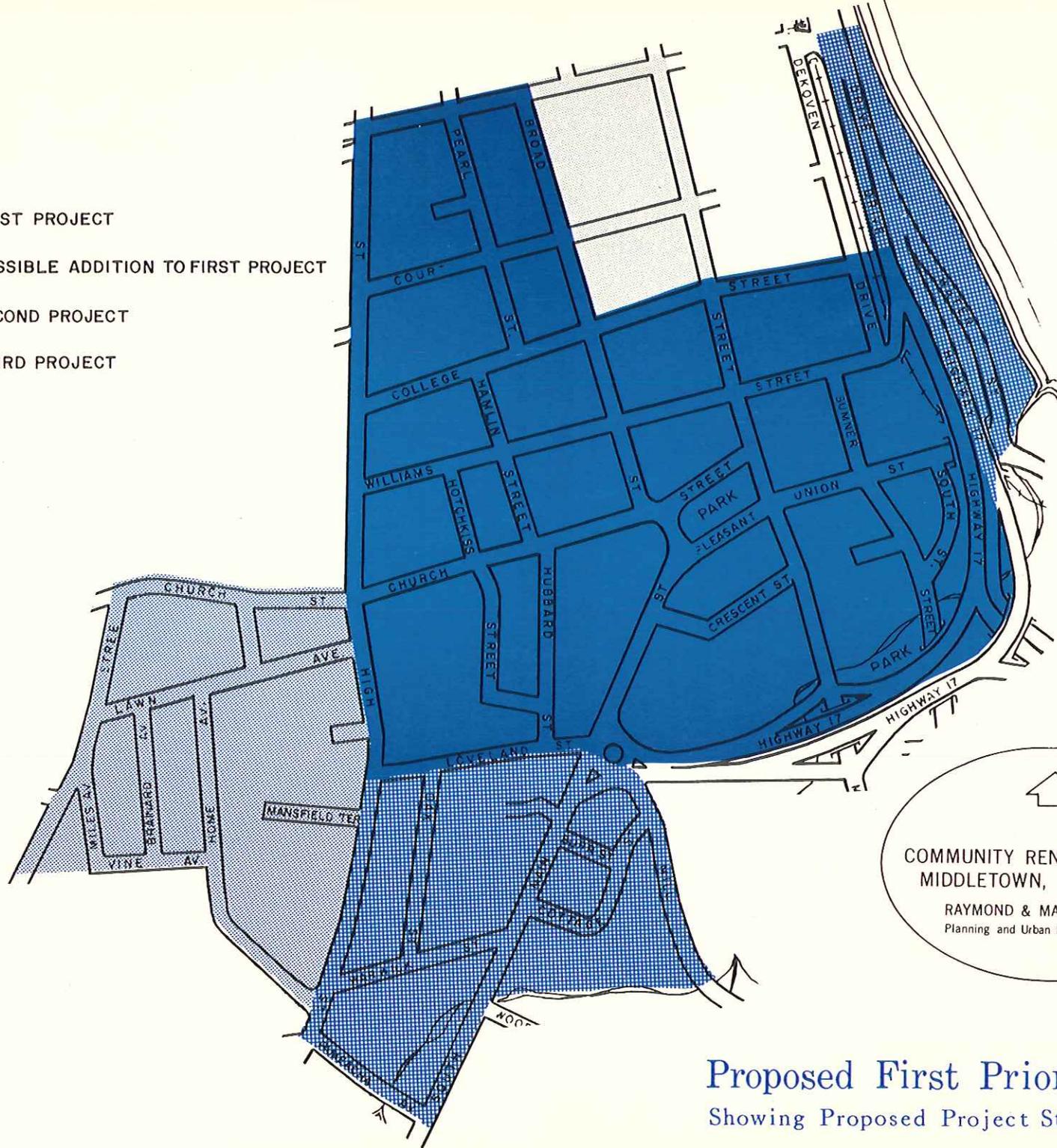
Two areas in the city are designated as "second priority" renewal areas. One is in the North End Study District; the other is in South Farms Study District. Their boundaries are only generally established and the proposed renewal treatment is left quite flexible. These are areas where structural and environmental problems are already apparent, and where important city development objectives can be accomplished through renewal. However, the CRP analysis has shown them to be of lesser urgency than the High Priority Area, where contemplated activities are of such a scale as to forestall city renewal activity elsewhere for a number of years. Thus, the second priority study areas can be considered proposals for the city's renewal program in the period 1975-85.

The CRP also names a number of third priority areas. They are smaller and of lesser overall importance, and

tend to present more localized problems. They have been identified so that renewal action may be considered in conjunction with other possible public improvements, such as street changes. It is unlikely that any formal renewal programs could proceed here before the early 1980's.

For the remaining study areas the CRP foresees no formal renewal activity, but it does not exempt these areas from the city's concern. On the contrary, it points out the importance of protecting against the inroads of blight, and urges the city to undertake a systematic program of enforcing housing and sanitary codes, and of stepping up municipal services where needed. The prevention of blight is, after all, the least expensive form of renewal in the long run.

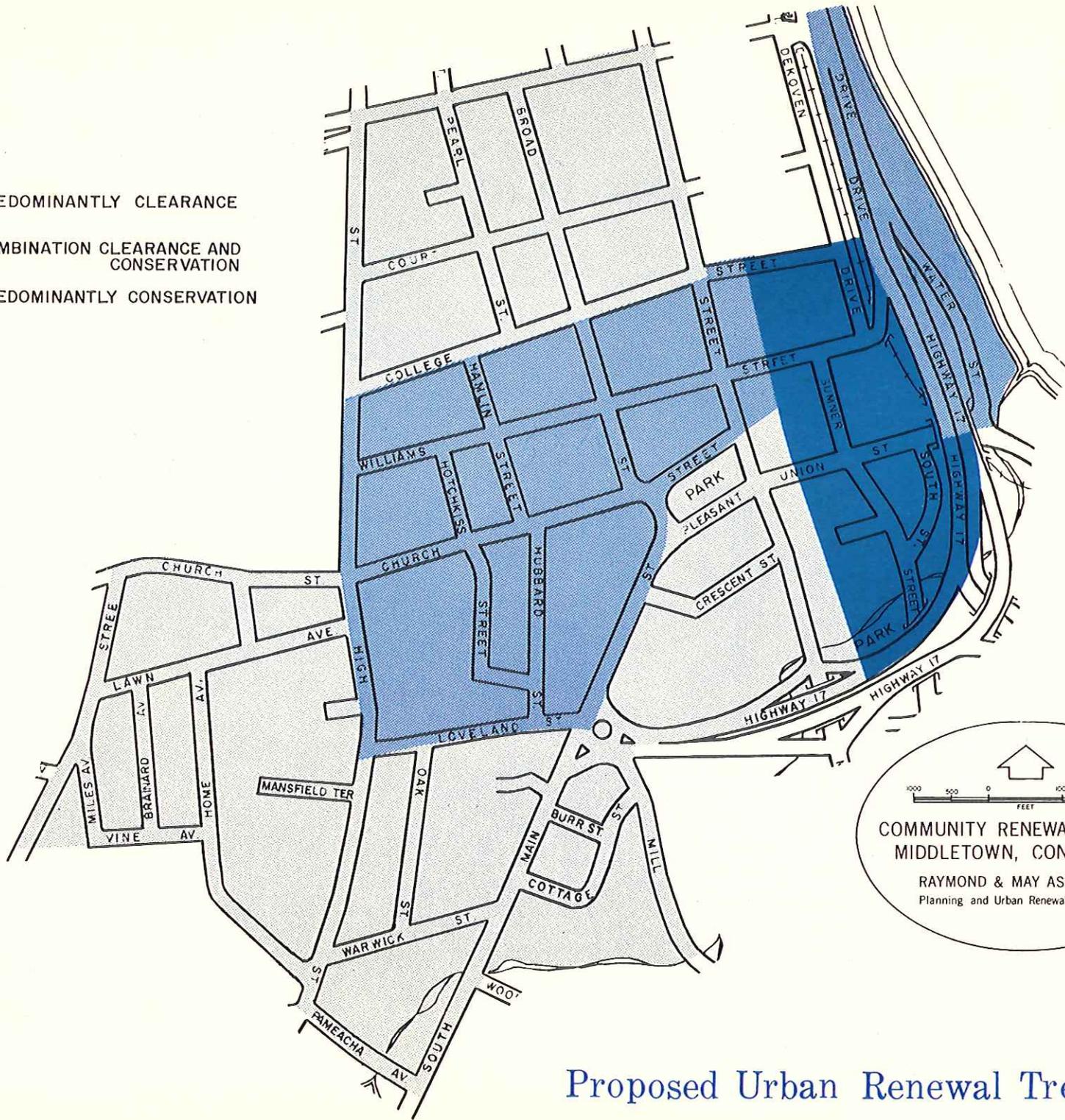
-  FIRST PROJECT
-  POSSIBLE ADDITION TO FIRST PROJECT
-  SECOND PROJECT
-  THIRD PROJECT



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

**Proposed First Priority Area**  
 Showing Proposed Project Staging

-  PREDOMINANTLY CLEARANCE
-  COMBINATION CLEARANCE AND CONSERVATION
-  PREDOMINANTLY CONSERVATION



  
  
**COMMUNITY RENEWAL PROGRAM**  
**MIDDLETOWN, CONNECTICUT**  
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## Proposed Urban Renewal Treatment

# NEXT STEPS

Here's how renewal would proceed from the present time:

- (1) The Redevelopment Agency discusses the general C.R.P. findings with the citizenry, City Officials and the Mayor's Redevelopment Advisory Committee. Meetings are held to answer questions and hear suggestions for revisions.
- (2) The Redevelopment Agency then prepares a formal or official statement on the C.R.P. for action by the Mayor and Council. This statement contains an outline of the community's overall need for renewal; a statement of Middletown's renewal goals, objectives, and resources; and a general schedule or program for future activities. The statement should be in accord with the Plan of Development being prepared by the City Plan Commission.
- (3) A Survey and Planning Application for a first project is prepared. This is nothing more than a request to the Federal Housing and Home Finance Agency (HHFA) for funds to finance detailed studies and appraisals for a specific area. (If the City later decides not to proceed with renewal in this area, the advance funds need not be repaid. If the City does go ahead with a renewal project, the costs are included in the Net Project Cost and are shared on a 3/4 Federal, 1/8 State and 1/8 City basis.) The Application also requests the Federal HHFA to set aside grant funds for the City's use when it decides to proceed with a project.
- (4) If the first project is to take advantage of Wesleyan University "credits", the University must then be asked to start preparing as soon as possible its own plan of development (as required under Federal law), with as much illustrative material as possible to make its intent clear to the City.
- (5) Upon review and approval of the Survey and Planning Application by the Federal HHFA, the local redevelopment Agency embarks on detailed land use, traffic, engineering, real estate and relocation studies. These studies result in a so-called Part I Report to the Federal HHFA. Preparation of this report involves a maximum of citizen participation. The Part I preparation period and subsequent review by HHFA takes about 12-18 months. During the Part I planning period many related activities should take place. These include: the start of planning on new relocation housing, development of a mechanism for offering coordinated social services to area residents, the bolstering of renewal administrative staff, and development of a broad public information program.
- (6) On approval of the Part I, the City is in a position to hold public hearings and make a decision as to whether it wants to go ahead with the particular project.
- (7) Several months after the Redevelopment Agency, Planning Commission and City Council have approved project plans, actual project execution starts. This involves the buying of properties, rehabilitation activities, demolition and rebuilding.

The Survey and Planning Application is prepared and approved by the Redevelopment Agency, and also approved by the City Council.

Note that the C.R.P. does not directly result in "bricks and mortar" activity or even start the wreckers' bulldozer. It is presented to the community for discussion by citizen groups, individuals, and official agencies. After a consensus is reached, the Mayor and Council will be asked to endorse what amounts to a broad statement of principles in regard to future renewal activity, and this will in a sense mark the official end of the C.R.P. study.

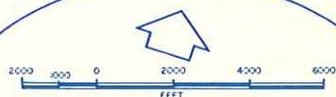
The end of the C.R.P. will, if its major proposals meet with general approval, signal the start of two to three years' more survey and planning activity--the development of detailed land-use, urban design and engineering plans, real estate appraisals and detailed budgets. Sometimes during this later period, probably about 18 months from the start, the various City agencies will hold public hearings and make bonding decisions in regard to a first project. If the decisions are affirmative, it will not be long before physical actions start.

The processes of democracy require that before the various levels of government act they should be equipped with detailed information, and there should be adequate time for the citizens of the community to share in shaping the plan. During this period many families and businessmen will be faced with personal decisions about their future. Unfortunately, the City will not be in any position to make any promises about the future for the renewal study area. While this process works hardship on some, it affords a measure of protection for the rights and interests of the majority. The hardship can be lessened if local decisions are made promptly and administered with efficiency.

One item deserves particular emphasis. Although the total renewal needs of the City were analyzed, the only area being proposed for early renewal action is the First Priority Area. Residents and owners in other areas of the City are advised not to worry about whether renewal is "just around the corner". Renewal beyond the First Priority Area is not likely within the next five or seven years, and realistically will probably not be started for another decade.

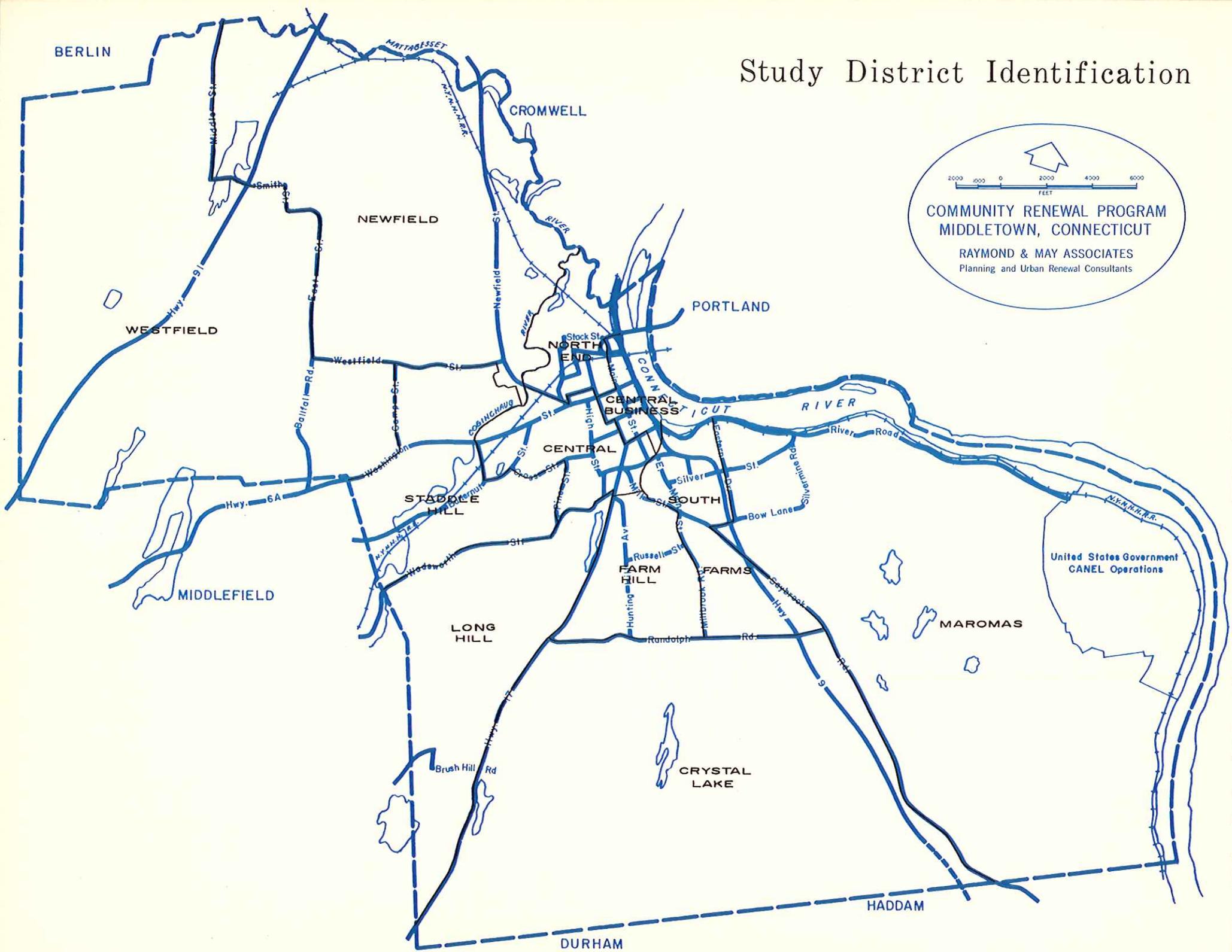
# METHOD and FINDINGS

# Study District Identification



COMMUNITY RENEWAL PROGRAM  
MIDDLETOWN, CONNECTICUT

RAYMOND & MAY ASSOCIATES  
Planning and Urban Renewal Consultants



# APPROACH

Preparation of the CRP was begun with a broad look at physical conditions throughout the entire City, to discover areas that might require renewal attention within the next 25 years. Later, on the basis of preliminary investigations, further efforts were concentrated on areas that appeared to need some form of renewal within a decade or five years.

The entire City was divided into 11 study districts. Delineations were based on such factors as traditional of neighborhood boundaries, major land use groupings, topographic differences, separating elements such as railroads, major highways, etc., and availability of statistical data. For each study district, analyses were made of condition of structures, social indices, neighborhood facilities and utilities, land use and other environmental factors, and Plan of Development proposals for the area. These analyses were drawn from U.S. Census data and from information made available by various City agencies. In areas of intensive study, field surveys and interviews were conducted.

A significant aspect of the C.R.P. is the involvement of citizens in its development. Suggestions were brought forth at special meetings held with many civic groups, both in floor discussion and through circulation of questionnaires. The Chamber of Commerce distributed and helped analyze results of a questionnaire treating specifically the problems of the business and industrial sectors of Middletown's economy. Personal interviews with civic and business leaders explored in depth their suggestions for the scope and nature of future renewal

activity. In some priority study areas residents themselves were interviewed to find out as much as possible about the local social fabric, the human problems confronting any action programs, and, most important, what the people considered the major problems in their neighborhoods.

Concurrently with study district analyses, a comprehensive city-wide economic analysis was developed to determine what the economic and real estate limitations of any future renewal program might be. There was also continuing reference to the Planning Commission's Plan of Development study, to learn the preliminary land use proposals for areas needing renewal, and to develop renewal priorities which might best carry out the suggestions of the city-wide plan. Ultimately a "High Priority Study Area" was designated for intensive examination. Here very detailed studies were undertaken to determine land use and other planning elements and relocation, cost, tax and social implications. This examination considered alternatives within the High Priority Study Area and concluded with specific recommendations for a First Priority Action Area, embracing most of the study territory.

Renewal priorities were determined on the basis of many factors, including the following: physical deterioration of structures, citizen interest, environmental deficiencies, desire to achieve certain Plan of Development objectives, need for new or expanded public facilities, social factors, relocation factors, favorable marketability prospects, and availability of Federal financial credits.

# STUDY DISTRICT ANALYSES

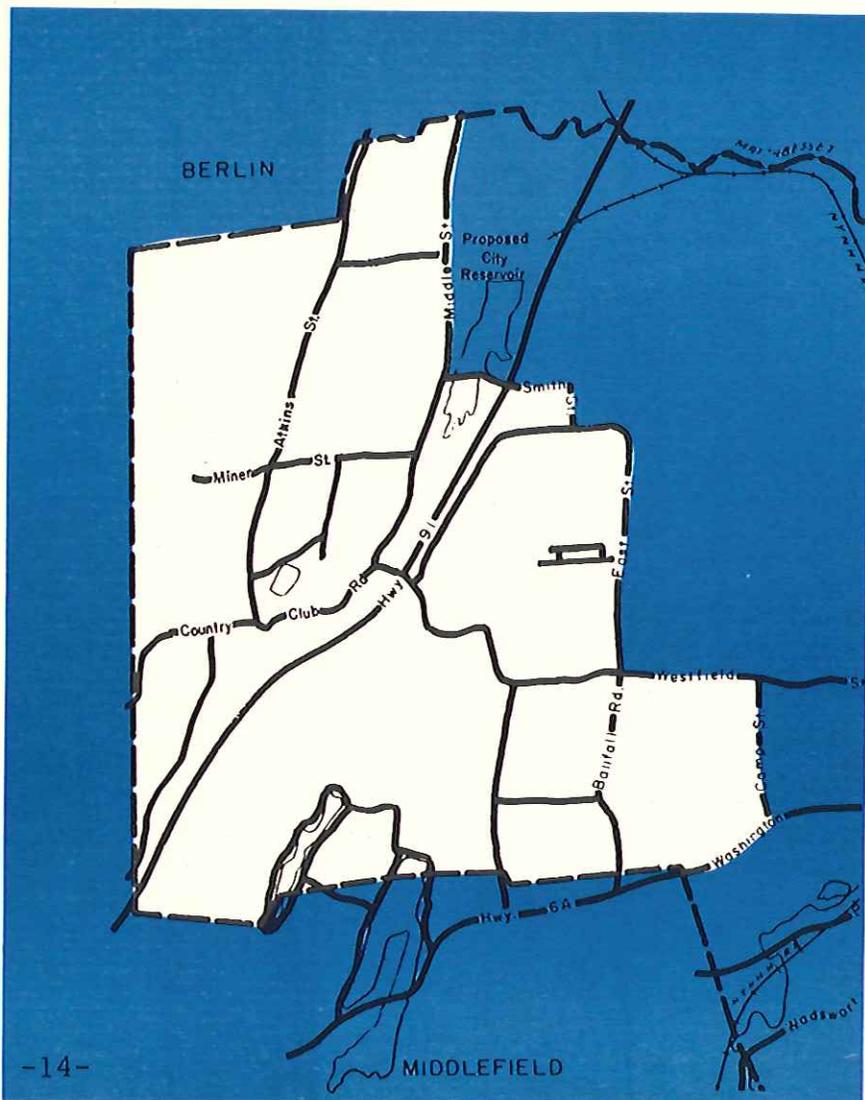
## Westfield Study District

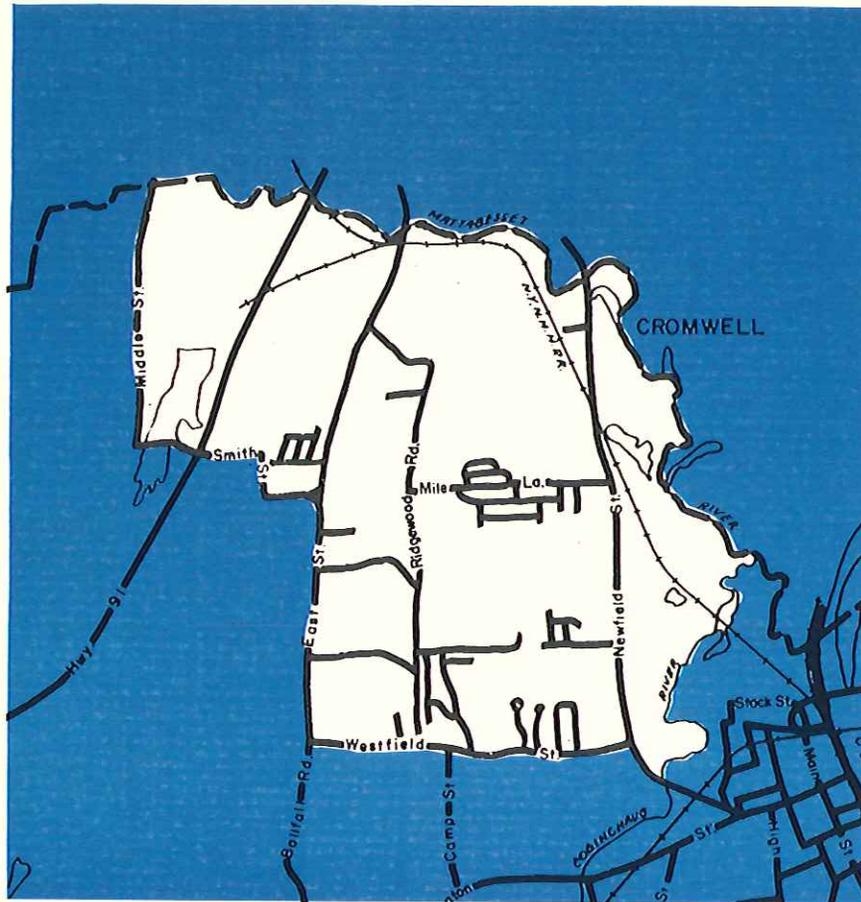
The Westfield Study District occupies the extreme westerly end of Middletown. It is almost totally undeveloped. Most of it is not suitable for large scale residential development, having steep slopes in excess of 15 percent. Such development as does exist in the district consists primarily of dwellings scattered out along "country" roads in a semi-rural atmosphere. Some units are old farm houses and others are scattered rural "do-it-yourself" structures, some with deficiencies. According to the CRP generalized survey, there are no areas within the district needing renewal treatment in the foreseeable future. Although some housing units have deficiencies, there is no group of buildings that might constitute a significant blighted area.

### Condition of Housing (1960 U.S. Census)

|                               |     |
|-------------------------------|-----|
| Sound with all facilities     | 81% |
| Plumbing deficiencies only    | 1%  |
| Deteriorating                 | 7%  |
| Dilapidated                   | 11% |
| (Total Number of Units - 342) |     |

It is suggested that code enforcement procedures be initiated to deal with the units that are deteriorating or dilapidated.





## Newfield Study District

Newfield Study District is located between the Westfield and North End Study Districts, in the north-west part of Middletown. It is a largely undeveloped area that is undergoing fairly rapid development, primarily residential. Much new housing consists of subdivision developments with new streets. The remainder is scattered haphazardly along existing roads. The Newfield District also contains some older farm houses and a few "do-it-yourself" dwellings.

The CRP generalized survey indicates deficiencies in a few dwellings in this district, but no concentration of deficient units. The condition of structures in this district does not appear to require urban renewal treatment. Code enforcement tools should be utilized to deal with any existing individual deficiencies.

### Condition of Housing (1960 U.S. Census)

|                              |     |
|------------------------------|-----|
| Sound with all facilities    | 87% |
| Plumbing deficiencies only   | 1%  |
| Deteriorating                | 6%  |
| Dilapidated                  | 6%  |
| (Total Number of Units -561) |     |

## Staddle Hill Study District

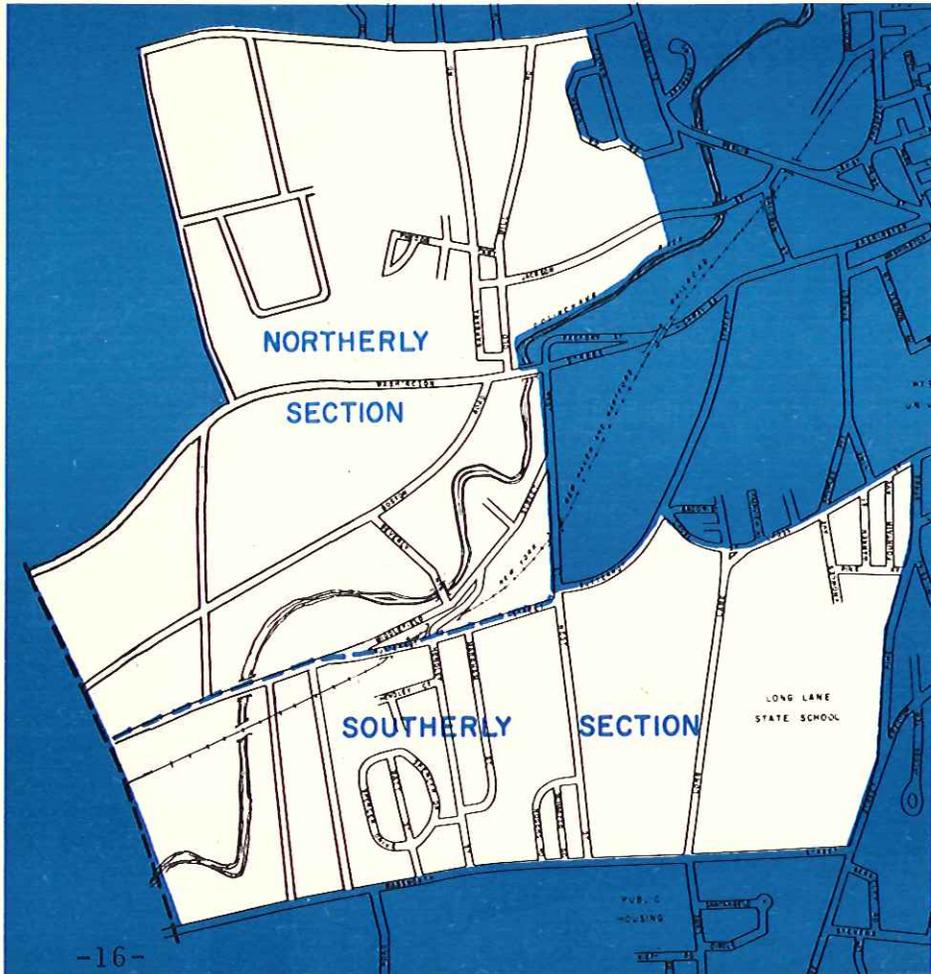
The Staddle Hill Study District, occupying a part of Middletown's central narrow neck, is an area of mixed use. The district contains residential, commercial, industrial, and public land uses, and has a small semi-rural area near the Middlefield town line.

Washington Street in this district is lined with strip-commercial and highway-oriented shopping center development. Although some structural deficiencies exist, CRP generalized survey does not indicate a pressing need for structural renewal. The highway frontage is not attractive because of unrelated development, inadequate sign control and lack of proper landscaping. Improvement of these features may be accomplished with planning tools other than renewal, principally zoning; site plan review; and enforcement of a building code, a sign ordinance, and a maintenance code for non-residential property.

Residential uses throughout the Staddle Hill District range from quite old to brand new, and from scattered semi-rural to suburban style subdivisions. No exclusively-residential section has structural and environmental deficiencies in concentrations that would require renewal.

An area of mixed industrial and residential land uses exists in the Middlefield Street-Beverly Heights Road area. Some of the plants are modern; others are old. A large old plant appears to be abandoned on

Beverly Heights Road. The housing density in this area is low and the dwellings are not close to industrial plants. The open space buffer appears to minimize any significant adverse effect on the housing. However, there is some incidence of structural deficiency in housing in the general area. Although the apparent renewal needs for the area would not dictate urgency, there is reason for future study for possible spot urban renewal action. In terms of priority this could be considered as later than third priority, i.e. for study in the early 1980's with possible actions some years later. Vigilant code enforcement is suggested for the interim period.

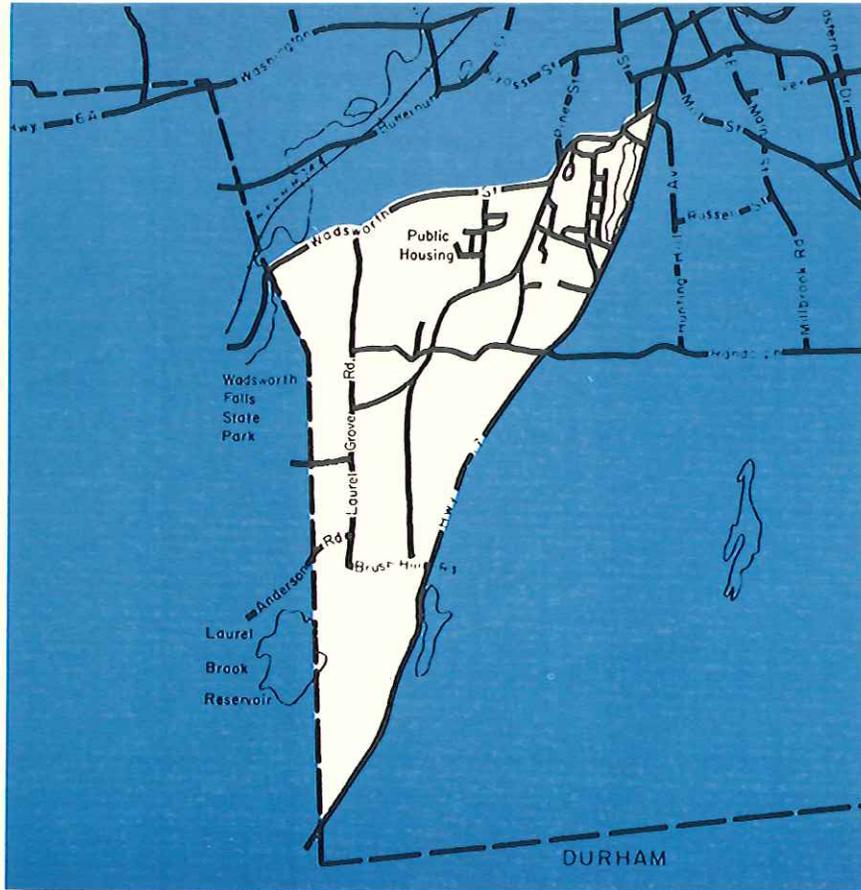


#### Condition of Housing (1960 U.S. Census)

|                               | <u>Total</u> | <u>Northerly Section</u> | <u>Southerly Section</u> |
|-------------------------------|--------------|--------------------------|--------------------------|
| Sound with all facilities     | 92%          | 88%                      | 96%                      |
| Plumbing deficiencies only    | 1%           | --                       | 1%                       |
| Deteriorating                 | 6%           | 9%                       | 3%                       |
| Dilapidated                   | 1%           | 3%                       | --                       |
| (Total Number of Units - 918) |              |                          |                          |

### Long Hill Study District

Long Hill Study District occupies the southwesterly corner of Middletown. It is largely undeveloped and semi-rural. It contains a portion of Wadsworth Falls State Park, Vinal Regional Trade High School, the site for a new parochial high school, the Cenacle--a religious retreat center, and the Laurel Brook Industrial Park.



Two of Middletown's state-aided public housing projects are 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 suburban setting. Except for new small subdivisions most other housing in the district is scattered along the outlying roads. Generally it is in good condition. There are no areas of blight requiring urban renewal attention. A small number of units in the "deteriorating" category does suggest the need for some code enforcement to stimulate upgrading.

### Condition of Housing (1960 U.S. Census)

|                               |     |
|-------------------------------|-----|
| Sound with all facilities     | 95% |
| Plumbing deficiencies only    | 1%  |
| Deteriorating                 | 4%  |
| Dilapidated                   | --  |
| (Total Number of Units - 595) |     |

## Farm Hill Study District

The Farm Hill Study District, although not one of the city's inner districts, is nevertheless largely built-up, with a suburban character. The predominant land use is residential, ranging from modest, pre-war houses on relatively small lots to brand new ranch houses on large lots. The greater proportion of pre-war houses is located north of Russell Street; a scattering have structural deficiencies, but generally they are in sound condition. Almost all newer houses are in sound condition.

Mixed residential and commercial strip development occurs along the boundary roads, South Main Street and East Main Street. The South Main Street-Pameacha Avenue section presents the most serious physical problems in the district, for here is a generally unsatisfactory mixture of residential, industrial and commercial uses. The latter are highway-oriented and present a poor appearance. South Main Street is narrow and heavily travelled. For both structural and environmental reasons the need for early renewal treatment in this section is indicated.

The Highway 6-A proposed in the Plan of Development would pass directly through the Pameacha area. This highway development is a key factor in determining

### Condition of Housing (1960 U.S. Census)

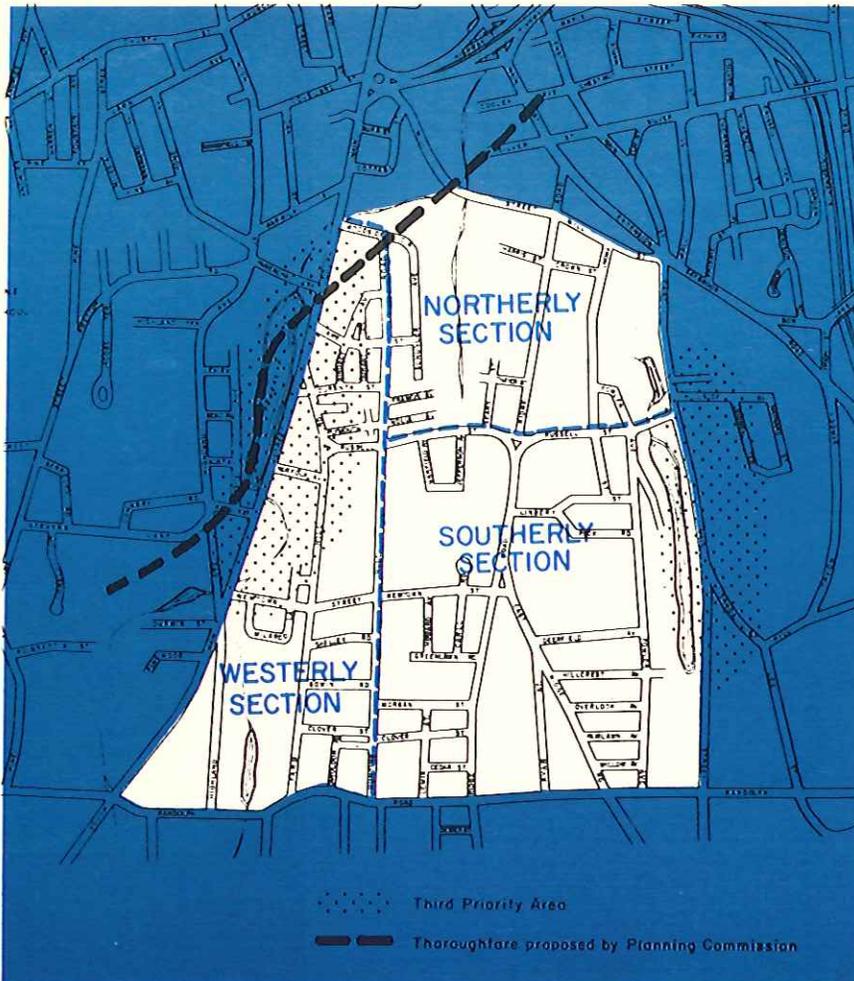
|                            | <u>Total</u> | <u>Westerly Section</u> | <u>Northerly Section</u> | <u>Southerly Section</u> |
|----------------------------|--------------|-------------------------|--------------------------|--------------------------|
| Sound with all facilities  | 90%          | 93%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

(Total Number of Units - 1,130)

### Crystal Lake Study District

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 of modest size and many are occupied only during the summer months. Structural deficiencies do exist in this section, but they do not constitute a blighted area, especially where limited to summer houses. Structures designed only for summer use can become year round homes.

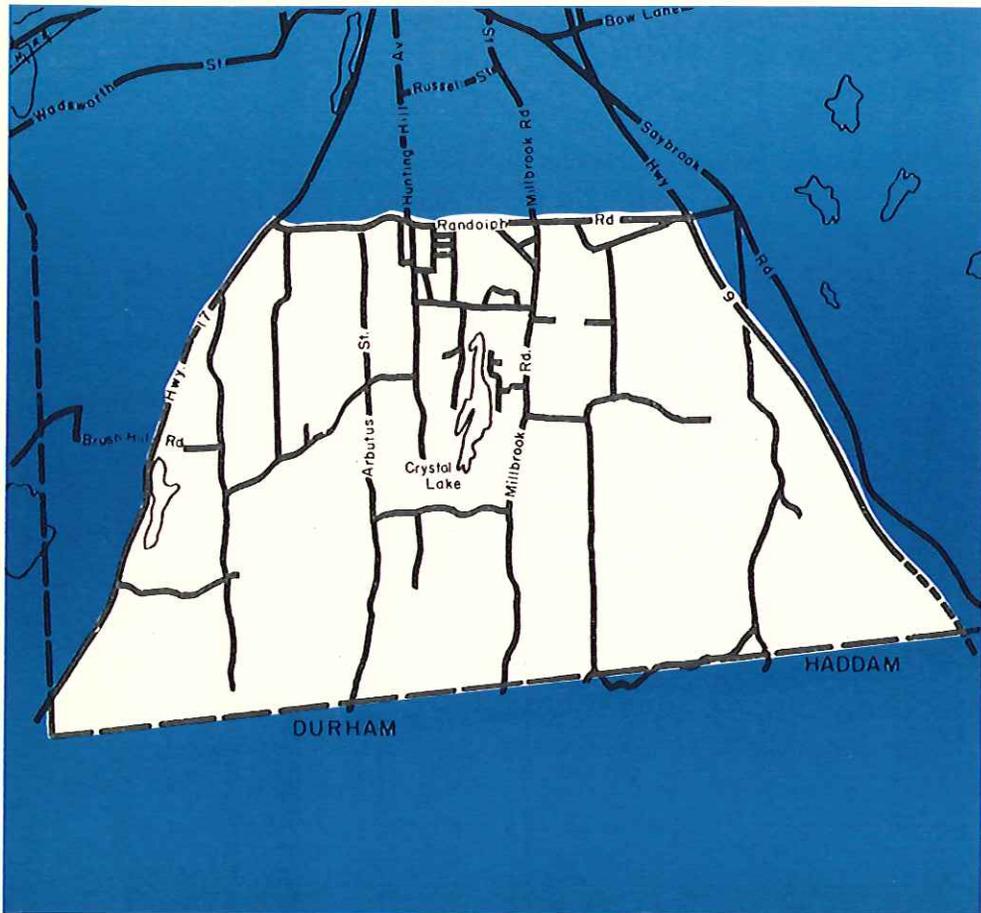
Crystal Lake Study District, south of Randolph Road, is a largely undeveloped area containing some heavily-wooded sections. A few older dwellings and a larger number of new houses are scattered throughout the district along outlying roads. Some of the new houses on large sites--mostly near Randolph Road--are substantial and expensive. There is no non-residential land use in the district.



the renewal priority of the area and the type of treatment needed. Detailed renewal planning should be undertaken here to assure proper coordination with future highway development. The northerly tip of this district bounds the First Priority Area extending northward. The South Main Street area in the Farm Hill District is designated third priority.

Therefore it is important either to strengthen code enforcement to improve housing standards, or to make stringent checks assuring that use is restricted to the warm months.

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



### Condition of Housing (1960 U.S. Census)

|                               |     |
|-------------------------------|-----|
| Sound with all facilities     | 74% |
| Plumbing deficiencies only    | 3%  |
| Deteriorating                 | 13% |
| Dilapidated                   | 10% |
| (Total Number of Units - 523) |     |

## Maromas Study District

Maromas Study District makes up the entire easterly end of Middletown. It is the least developed and least settled part of the city, and has a heavily-wooded terrain. It contains some very large land reservations: The U. S. Government CANEL laboratories, with extensive acreage on the riverfront at the easterly end; and Connecticut Valley State Hospital, on Eastern Drive, with a number of reservoirs and large watershed areas. Public access is prohibited to both the CANEL operations and the watershed lands. Elsewhere in the district is some spectacular scenery, notably the drive on River Road along the Connecticut River.

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 388 units are the only substantial concentration of housing in the district. There is a small amount of new home building going on, mostly in the Bartholemew Road-Saybrook Road section. Otherwise the district contains widely-scattered houses, some of which appear to have structural deficiencies. There is no concentration of blighted conditions requiring urban renewal attention.

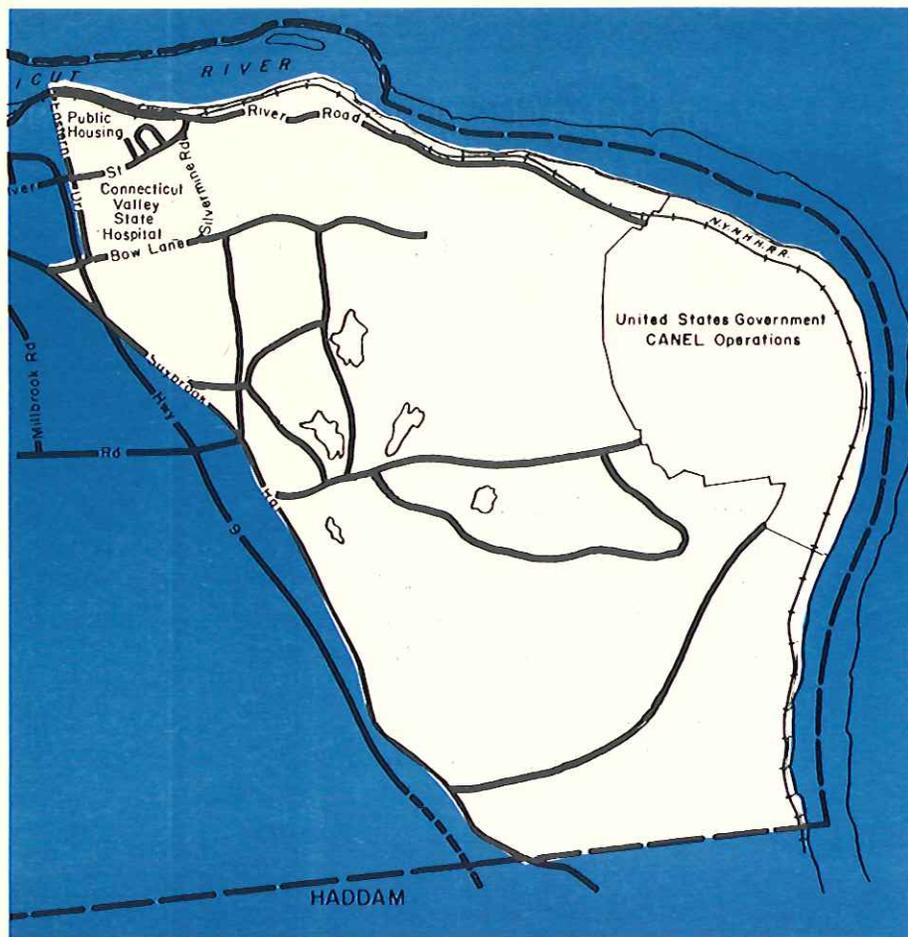
## South Farms Study District

South Farms Study District, lying just southeast of the downtown area, contains three widely different sections.

Its northerly section, bounded by the river and the Route 9 Expressway, contains a mixture of industry, residence and open land. Its primary physical problem is the closeness of residential uses to incompatible industrial uses, and the adverse effect this has had on the homes.

The southerly section, south of Saybrook Road, is predominantly residential in character, and is largely undeveloped. It does contain a large industrial concentration, the Russell Company, on East Main Street. Housing here varies from new dwellings in good condition to quite old structures with serious deficiencies. The East Main Street-Hillside Avenue area contains substantial physical deficiencies, both structural and environmental. There is an intermixture of residential and commercial land uses in the vicinity of the Saybrook Road-East Main Street intersection, with a considerable incidence of structural deficiencies.

The central section, lying between Route 9 Expressway and Saybrook Road-Mill Street, was surveyed in detail as a part of the CRP analysis. This section, the most densely built-up part of the South Farms Study District, is predominantly residential in character, but does contain a considerable mixture of land uses along Main

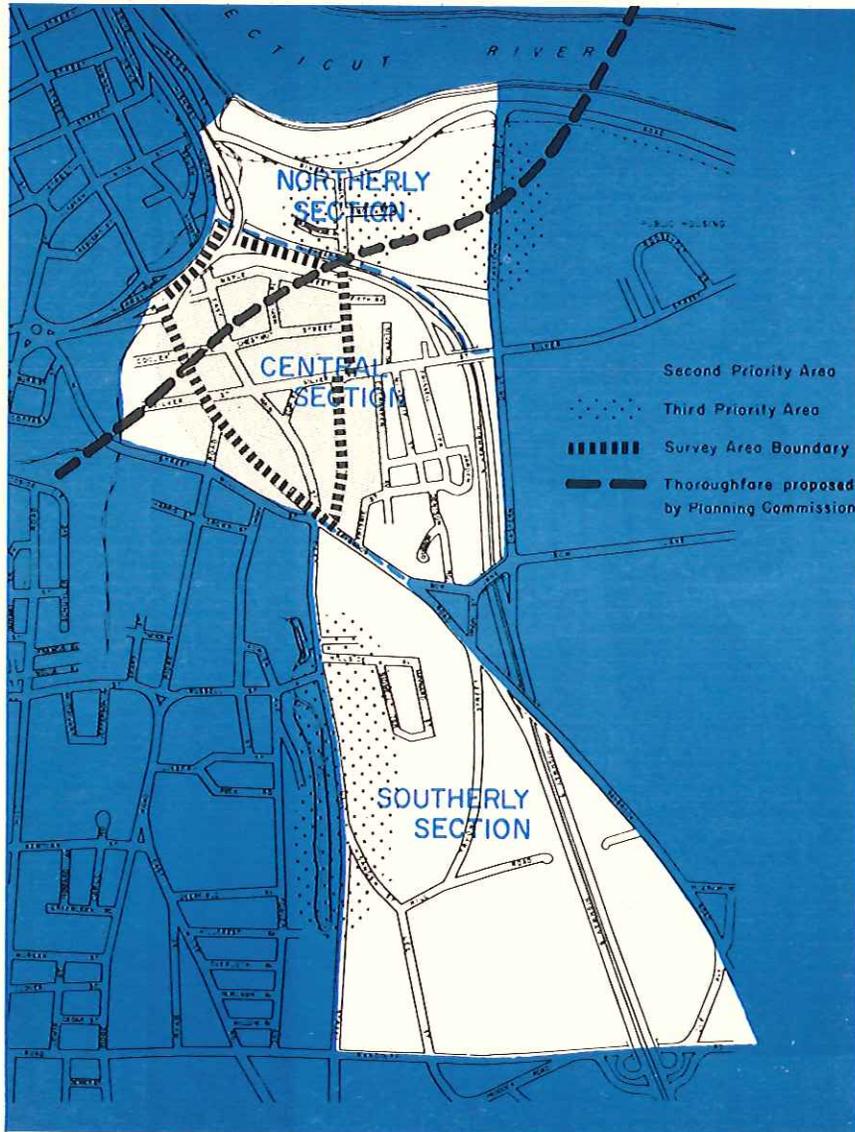


### Condition of Housing (1960 U.S. Census)

|                            |     |
|----------------------------|-----|
| Sound with all facilities  | 89% |
| Plumbing deficiencies only | 6%  |
| Deteriorating              | 3%  |
| Dilapidated                | 2%  |

(Total Number of Units - 453)

Street Extension and East Main Street. The CRP survey reveals a significant incidence of blighted conditions, both physical and environmental, in the survey area between Wall Street and Main Street Extension.



Condition of Structures

South Farms CRP Survey Area

|                 | <u>Number Standard</u> | <u>Number Deficient</u> | <u>Number Deficient</u> |
|-----------------|------------------------|-------------------------|-------------------------|
| Residential     | 77                     | 57                      | 43                      |
| Non-Residential | 18                     | 10                      | 36                      |
| Total           | 95                     | 67                      | 41                      |

Condition of Housing (1960 U.S. 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 of Units - 1,033) |     |

The Plan of Development 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-type Route 6-A realignment, which would cross the district, primarily through the physically poorer blocks. The suggested alignment would leave intact the sounder residential area east of Wall Street and Walnut Street.

The timing of renewal in this area should, therefore, be closely related to the timing of State highway planning and construction. This would make possible comprehensive replanning of the neighborhood to insure satisfactory adjustment to coming changes.

Because it is an important area for future renewal activity, and because the timing of renewal is closely bound to timing of proposed highway improvements, the major portion centering on East Main Street has been designated as a second priority area. The other areas of incipient blight in this district, primarily along East Main Street, south of Hillside Avenue, and two smaller areas north of Route 9, have been designated as third priority areas.

## North End Study District

The North End, as one of the older areas of the city, has been thoroughly surveyed as part of the CRP analysis. It has a somewhat more distinct "neighborhood identity" than do most parts of Middletown. The North End is characterized by older, rather closely-spaced, frame houses, with a few relatively new houses. Much of the housing is in multi-family dwellings, but some blocks are almost entirely single-family dwellings. Aside from the central business district, the North End is probably the most intensely-developed part of Middletown.

The close intermixture of industrial and residential land use is the most serious environmental problem. This situation exists along the tier of northerly blocks, and in some of the easterly blocks as well. The primary commercial concentration in the district is the Main Street frontage.

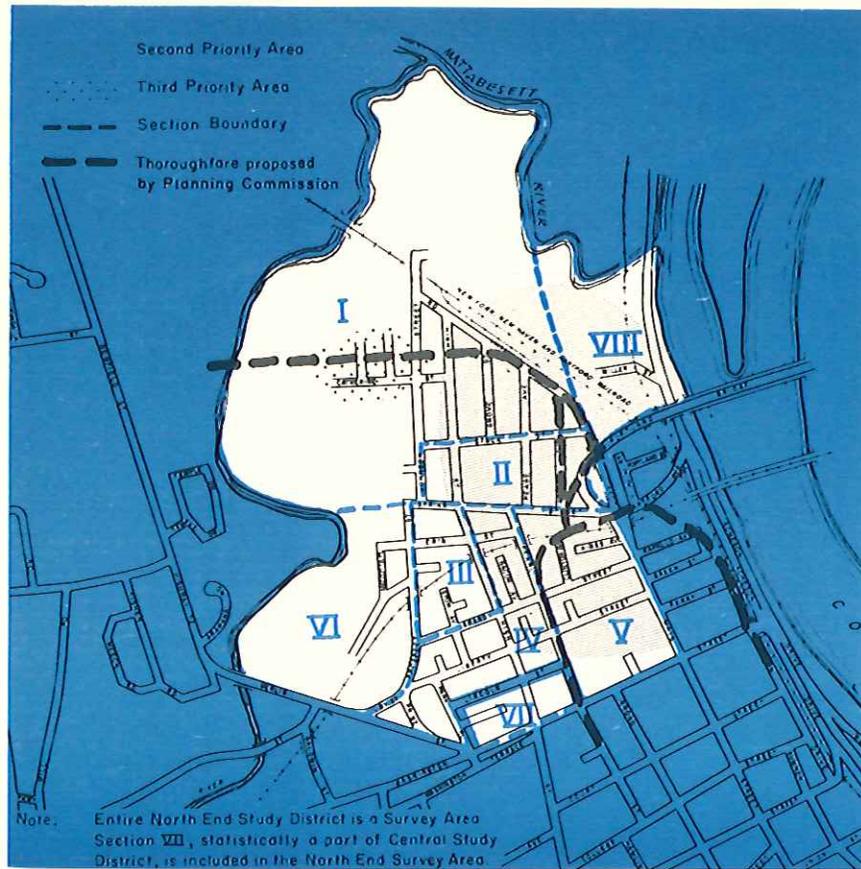
In terms of structural condition the North End Study District appears to be essentially sound. However, a significant number of structural deficiencies, many serious, are found in the northerly and easterly sections. Individual structures in the North End tend to be well built, and reasonably well-maintained. The indication is that rehabilitation seems feasible for many buildings with intermediate deficiencies.

### Condition of Structures

#### North End CRP Survey Area

| Section | Residential |      |      | Non-Residential |      |      | Total |      |      |
|---------|-------------|------|------|-----------------|------|------|-------|------|------|
|         | #           | #    | %    | #               | #    | %    | #     | #    | %    |
|         | std.        | def. | def. | std.            | def. | def. | std.  | def. | def. |
| I       | 74          | 31   | 30%  | 13              | 2    | 13%  | 87    | 33   | 27%  |
| II      | 47          | 18   | 28%  | 9               | 4    | 31%  | 56    | 22   | 28   |
| III     | 58          | 21   | 27%  | 2               | 0    | 0%   | 60    | 21   | 26%  |
| IV      | 155         | 34   | 18%  | 2               | 1    | 33%  | 157   | 35   | 18%  |
| V       | 92          | 52   | 36%  | 22              | 12   | 35%  | 114   | 64   | 36%  |
| VI      | 28          | 2    | 7%   | 2               | 1    | 33%  | 30    | 3    | 9%   |
| VII     | 25          | 4    | 14%  | 1               | 0    | 0%   | 26    | 4    | 13%  |
| VIII    | 7           | 19   | 73%  | 0               | 0    | 0%   | 7     | 19   | 73%  |
|         | 486         | 181  | 27%  | 51              | 20   | 28%  | 537   | 201  | 27%  |

Abbreviations used in table: std. - standard  
def. - deficient



Important roadways are proposed for this district in the Plan of Development. A central business district loop road would pass through the southeasterly sections; a second proposed major thoroughfare would connect with the loop and continue north and west across the northerly portion. This road would serve as a buffer between industrial and residential uses, and would help remove business and industrial traffic from residential streets. It would greatly increase access to the industrial section of the district. It appears that these roads could most feasibly be constructed as part of future renewal activity in this district.

CRP surveys of family characteristics and attitudes indicate that the North End is a substantial, relatively stable, residential area with considerable long-term livability. Many 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, resulting from age, and in some cases from environmental circumstances. The northerly and easterly sections, I, II, and V, have the highest priority for renewal treatment in this district. They contain the greatest incidence of structural deterioration and the most serious environmental problems.

This important area is of relatively high priority in terms of over-all city renewal programming. It does not have first priority urgency because it is less severely blighted, and is in a less critical location, than other areas. The southeasterly portion of the district has therefore been designated as a second priority renewal area. A much smaller northerly area has been designated third priority renewal area.

Section VIII, the Miller Street section, is a physically distinct section which must be considered separately. It is residential in land use, but is separated from other residential areas by railroad, highway, and industrial land use. By all relevant criteria the section is severely blighted 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 renewal. It does not qualify as a first priority area because it poses relatively difficult reuse problems.

# Central and Central Business Study Districts

The two central area study districts, forming a relatively unified area, will be considered jointly, and will be referred to as the Central Study District. This district was thoroughly surveyed, and, on the basis of early investigation, a large portion was designated as the High Priority Study Area and received the most intensive CRP analysis.

The Central Study District contains important commercial, residential, industrial, and public uses. It contains numerous churches, public and parochial schools, and Wesleyan University. It is the city's major commercial and business center, centering on Main Street. The primary industries in the district are the Goodyear Plant at William and Hamlin Streets in Section III and a portion of the Wilcox-Crittenden Plant on South Main Street in Section V-A. Residential uses are found throughout the district.

The Central District is the portion of the city shared by all Middletown residents. It is that part of the city which establishes the city's image and represents "Middletown" to its citizens as well as to visitors.

The Central District contains areas of serious physical deficiencies and blight. The result of CRP structural surveys in the district are tabulated opposite:

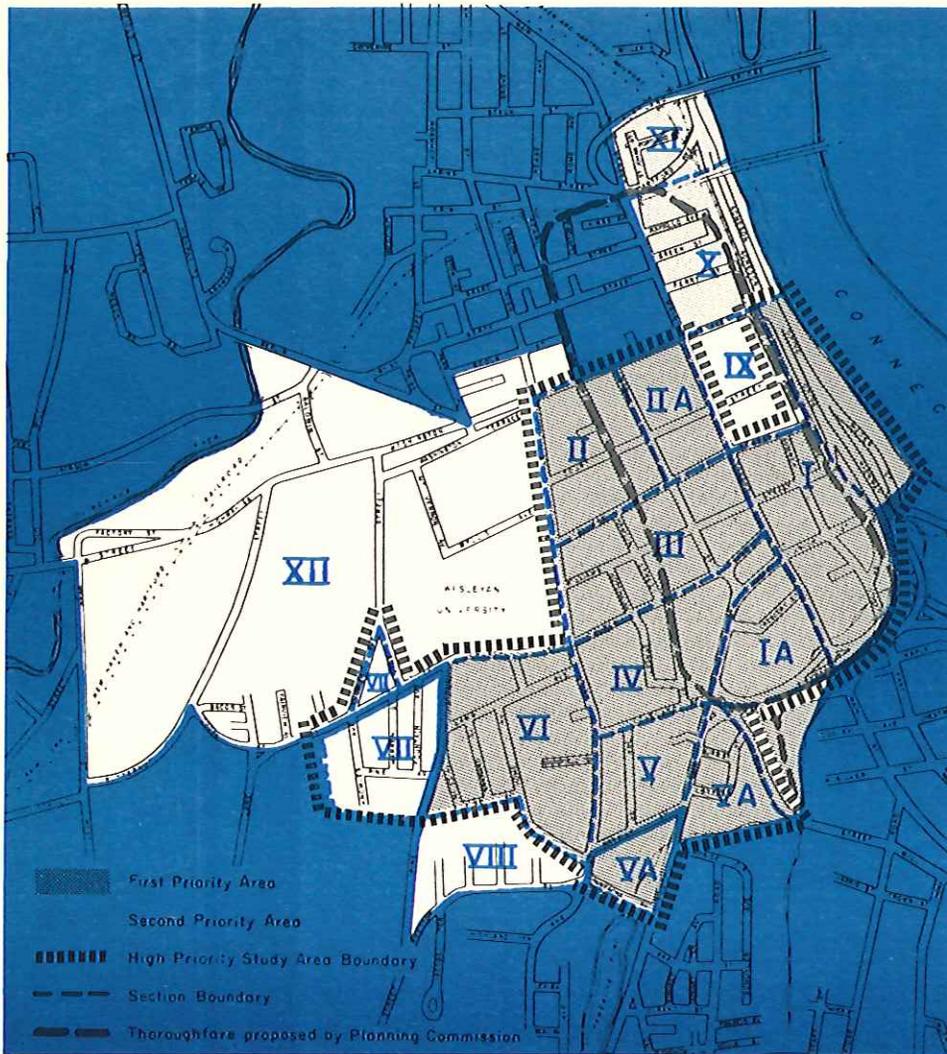
## Condition of Structures

### Central CRP Survey Area

| Section | Residential        |        |        | Non-Residential |        |        | Total  |        |        |
|---------|--------------------|--------|--------|-----------------|--------|--------|--------|--------|--------|
|         | # std.             | # def. | % def. | # std.          | # def. | % def. | # std. | # def. | % def. |
| I       | 12                 | 62     | 84%    | 24              | 31     | 57%    | 36     | 93     | 72%    |
| I-A     | 17                 | 7      | 29%    | 9               | 2      | 18%    | 26     | 9      | 26%    |
| II      | 35                 | 21     | 36%    | 20              | 2      | 9%     | 55     | 23     | 29%    |
| II-A    | 9                  | 9      | 50%    | 26              | 5      | 16%    | 35     | 14     | 29%    |
| III     | 40                 | 42     | 51%    | 34              | 18     | 35%    | 74     | 60     | 45%    |
| IV      | 53                 | 40     | 43%    | 12              | 5      | 29%    | 65     | 45     | 41%    |
| V       | 64                 | 25     | 28%    | 8               | 4      | 33%    | 72     | 29     | 29%    |
| V-A     | 28                 | 13     | 32%    | 4               | 0      | 0%     | 32     | 13     | 29%    |
| VI      | 125                | 32     | 20%    | 7               | 4      | 36%    | 132    | 36     | 21%    |
| VII     | 86                 | 26     | 23%    | 5               | 2      | 29%    | 91     | 28     | 23%    |
| VIII    | No detailed survey |        |        |                 |        |        |        |        |        |
| IX      | No detailed survey |        |        |                 |        |        |        |        |        |
| X       | 32                 | 48     | 60%    | 19              | 12     | 39%    | 51     | 60     | 54%    |
| XI      | 8                  | 14     | 64%    | 4               | 1      | 20%    | 12     | 15     | 55%    |
| XII     | No detailed survey |        |        |                 |        |        |        |        |        |
|         | 509                | 339    | 40%    | 172             | 86     | 33%    | 681    | 425    | 38%    |

The surveys indicate that the most serious concentrations of structural deficiencies are in Sections I, III, IV, X, and XI. Other sections, although somewhat less deteriorated physically, also give evidence of significant blight. In most sections residential structures are in worse condition than non-residential structures.

According to preliminary surveys, Sections VIII, IX, and XII contain little or no physical deterioration. Section IX includes Middletown's present redevelopment area, the Center Street Project, and the already completed Civic Center Project.



The most serious of the environmental problems within the district are traffic, parking, sewers and incompatible land use. Streets in the central district are entirely inadequate to serve the traffic loads imposed on them. Downtown is marked by traffic congestion and an acute shortage of parking spaces. Some existing spaces are neither well-located nor effectively utilized.

The Department of Public Works reports that the sewer system in the Central District is inadequate in size and is dangerously obsolete, including mains over sixty years old. Land use conflicts exist for housing located near or adjacent to industrial operations.

Family attitude surveys helped to determine the need and feasibility for renewal action and helped to establish the type of treatment appropriate for each renewal area. They revealed that ethnic concentrations and neighborhood-kinship ties would have an effect on renewal priorities. In Sections X and XI over 50 percent of families interviewed have relatives living in the same neighborhood. This compares with an average of about 23 percent in other sections of the district. The surveys disclose that neighborhood ties tend to be strongest with older families. Younger families tend to be less content to live in the inner district. These social considerations would tend to make early renewal activity less feasible in Sections X and XI than in other sections of the Central Study District.

The City Plan Commission's Plan of Development will also have a vital effect on the physical development of the Central District. The two primary proposals are an inner loop thoroughfare and expansion of Wesleyan University. The thoroughfare is an improvement badly needed to relieve traffic congestion in the area and to improve access to the business district. The estimated cost of this roadway is such that it probably could not be built except as part of a renewal program. The Plan of Development's indication of Wesleyan expansion involves the City in a process of private redevelopment that has been going on for a number of years. Inclusion of this expansion in the City's renewal program makes

possible a mutually beneficial cooperation that has not previously obtained. It also makes possible significant financial benefits to the City as discussed in the previous section.

On the basis of many factors considered during CRP analysis, parts of the Central Study District have been designated as first and second priority areas. Treatment for the second priority area, made up of Sections X and XI, is of some urgency in terms of structural conditions,

but social and marketability factors indicate that a delay of a number of years would make renewal here much more feasible. In the interim a strong public information program should be instituted to relieve any fears residents may have about early clearance.

A larger portion of the Central Study District has been designated as First Priority Area for immediate renewal action, for reasons discussed earlier in this summary.

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