

Task 4

COMMUNITY RENEWAL PROGRAM MIDDLETOWN CONNECTICUT

REPORT ON HIGH PRIORITY STUDY AREA

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REPORT ON HIGH PRIORITY STUDY AREA
COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT
JOHN S. ROTH, MAYOR

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Prepared for the
Middletown Redevelopment Agency
G. Eugene Goundrey, Chairman
Joseph A. Haze, Director of Redevelopment

By Raymond & May Associates

May 25, 1964

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Middletown Redevelopment Agency

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(William C. Langley was a member of
the Agency until July, 1964)

INTRODUCTION

CRP studies have proceeded to the point at which it is now possible to report in detail on the High Priority Study Area. In a sense, this report is taken out of context, because it is merely a portion of a CRP report on the entire City. It was possible relatively early in the CRP to identify generally the high priority areas for renewal action. After additional study and analysis it was possible to make a specific delineation of a first priority study area. Other parts of the City are also in need of renewal treatment, but, for reasons discussed in this report, the First Priority Area is suggested as the next major renewal activity. The overall CRP report will more clearly define the context from which the First Priority Study Area has been taken and will make long-range recommendations for renewal action in other areas.

This report on the First Priority Study Area will be the primary working document to result from the CRP. It contains recommendations for definite renewal action to be undertaken by the City of Middletown for the next several years. It is being separately submitted to enable it to be available at the earliest possible date for consideration, discussion, and action.

The first priority study area has been analyzed in considerable detail. The possibilities for renewal, and its potential implications, have been weighed. The conclusions drawn in this report are a result not only of our studies, but also of discussions, meetings, interviews, and questionnaire surveys conducted with a number of Middletown citizens and groups. The scope of contacts with the public will be discussed in more detail in the report itself.

The final CRP report will be in three parts:

- (1) A Summary report intended for widespread public distribution; this report will explain in condensed form the recommendations resulting from CRP studies.
- (2) This document, the Report on High Priority Study Area. It is intended to be the working guidebook of specific renewal activity in the near future.

- (3) A detailed, working level comprehensive report which will include analysis of the various surveys and studies undertaken. This is intended primarily as a reference document for the Redevelopment Agency and other City officials.

The citizens of Middletown, both as individuals and as members of organizations, have participated in the preparation of the CRP. Mayor Roth many times emphasized the importance of citizens learning about the renewal program and making contributions to it. Going a step further, he organized a group of distinguished citizens into a Mayor's Advisory Council. Right from the beginning of the CRP studies, then, we went to the people for ideas, attitudes, and evaluations; this kind of contact was also important in the pinpointing of specific problems needing further investigation. Our contacts with Middletown citizens took a variety of forms.

The Redevelopment Agency arranged a series of public meetings with local organizations including the joint PTA groups, the Mayor's Redevelopment Advisory Committee and its subcommittee heads, NAACP, the Rotary, the Real Estate Board, the Central Labor Union, and the League of Women Voters. 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 at most of these meetings, giving each person a chance to put down his ideas in more detail. Each returned questionnaire has been given careful consideration. Both the public meetings and the questionnaires have been valuable tools in guiding our thinking.

A large number of Middletown residents have been interviewed in their homes as part of the CRP studies. This direct contact has been very important in the preparation of Neighborhood analyses. Chapter 4 discusses in detail many aspects of this particular survey.

We have also made an effort to include business, professional, and industrial interests in our local contacts. In cooperation with the Greater Middletown Chamber of Commerce we prepared special business and industrial questionnaires which were mailed by the Chamber to its local membership. The forms included general questions about the Middletown urban renewal program as well as specific questions geared to business and industrial development trends. This format enabled them to relate both to the overall planning and marketability aspects of the CRP. As stated in the cover letter, signed by Mayor Roth and Chamber President McCullough,

"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."

We also conducted a series of individual interviews with local civic and business leaders. These interviews were set up through the cooperation of the Chamber of Commerce. The persons interviewed were a selected sample of local leadership, intended to provide a representative cross section of enterprises and activities being conducted in Middletown. To this end the list included realtors, bankers, builders, contractors, utility officials, retailers, and industrialists. The individual sessions were designed to acquaint local leaders more fully with what the CRP study is trying to accomplish and to provide us with additional perceptive insights into local attitudes and objectives regarding urban renewal in Middletown. The discussions were usually fairly lengthy and provided an excellent opportunity for the interviewee to evaluate in depth existing local conditions and to explore renewal needs and potentialities based on his experience in the community.

All of these expressions of local opinion have been given the most careful consideration in the preparation of this report, and the entire CRP analysis. We have incorporated many of the ideas and objectives that originated from local people. Some of the suggestions made were in disagreement with other suggestions. Still others had to be modified into a form consistent with sound planning principles and the needs of the whole community. Within this framework of local participation the report has been prepared and is now being submitted for consideration. 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.

We wish, at this time, to express our appreciation to the many local officials and citizens 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. Rosano, 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 an oversight; almost everyone in Middletown from whom we asked assistance was more than willing to give it.

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CHAPTER 1.

HIGH PRIORITY AREA

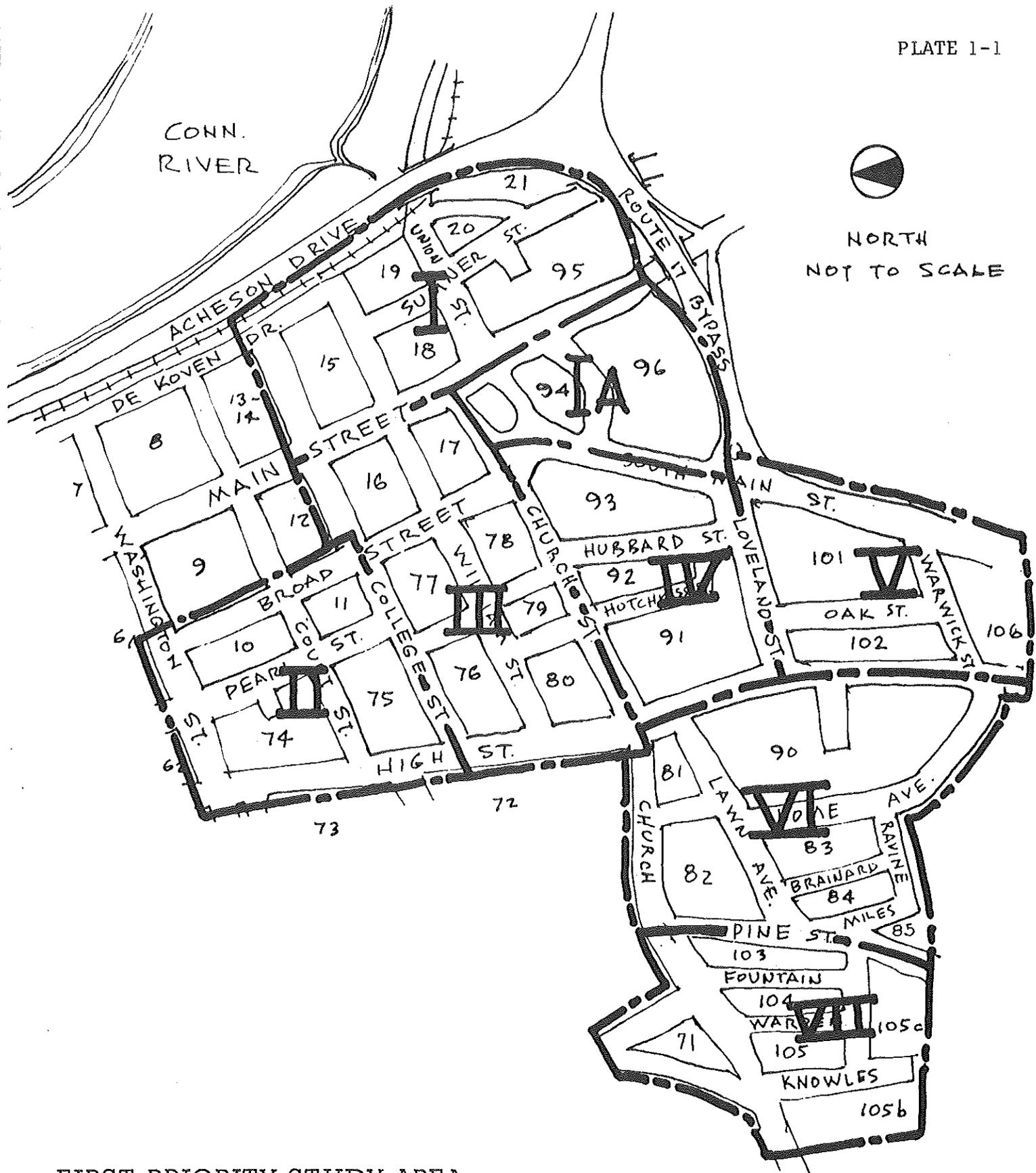
1. HIGH PRIORITY AREA

On the basis of CRP planning to date, we have designated a number of blocks in central Middletown as high priority blocks for urban renewal study. These blocks have been closely analyzed with respect to their possible inclusion in the first renewal project to result from the CRP analysis. This first priority area is shown on the accompanying map, Plate 1-1, "First Priority Study Area--Section and Block Number Identification". The area is divided into several sections for study purposes. These sections, indicated by Roman numerals, and the block numbers shown on this map will be referred to throughout the remainder of this report. All statistics will be shown on either a block or section basis.

The area has been designated highest priority for a number of reasons. Section I, east of Main Street, contains the largest area of concentrated blight in the City based on CRP structural inspections. The sections west of Main Street also contain pockets of severe blight, but have larger areas of intermediate deterioration and a greater proportion of properties in generally standard condition.

In terms of future utilization, high priority is justified because the area's strategic location makes it vitally important to the City's welfare and development. It is entirely within, or adjacent to the central business district; it is readily accessible from all parts of the City; it is an active neighborhood containing many important public, commercial and industrial uses. Many persons, without specific destinations in the area, pass through it every day. A large portion of the area has a view of the bend in the Connecticut River and the rolling hills beyond.

Indications are that the area has excellent redevelopment potential; its marketability prospects are among the most promising in the City. As the existing renewal project moves toward the construction stage, a momentum for action is being attained. Going into the area adjacent to Center Street will help maintain the momentum and take advantage of it. To this extent



FIRST PRIORITY STUDY AREA
SECTION & BLOCK NUMBER IDENTIFICATION

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
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a new project would be easier to accomplish here than in another part of the City. Properties ultimately designated to remain, whether for rehabilitation, expansion or just sprucing up, would have the advantages of convenient location within an upgrading neighborhood. Many substantial buildings, organizations or enterprises already exist in the area. These properties can provide a solid base to which new development can be related.

Response from the public meetings, interviews and questionnaires undertaken as a part of the CRP program indicates an apparent public acceptance that this portion of the City is most appropriate for continuation of urban renewal activity. The blocks south of the existing project are most often mentioned as the logical direction for the renewal program to take. Many references have also been made in CRP meetings and interviews regarding blighted conditions west of Main Street, particularly in Sections III and IV.

The location of Wesleyan University has been an important factor in determining the extent of the high priority study area. Section 112 of the U.S. Housing Act provides for financial credits to cities undertaking urban renewal projects in cooperation with a university, if certain conditions are fulfilled. This report considers ways in which these conditions may be fulfilled and the extent to which these credits could benefit the City.

CHAPTER 2.
SCOPE OF STUDY

2. SCOPE OF STUDY

This report is not meant to indicate a specific plan for the area under consideration. Detailed planning cannot be done within the scope of the CRP but only in an actual project planning stage. The analysis is intended to suggest a delineation of a recommended urban renewal project, to give reasons for the proposed boundary, and to project some of the implications of such a program to the City. It shows statistically, and with descriptions, the existing conditions in the high priority area. The CRP citywide analysis has permitted project delineation to be made in the light of renewal needs and potentialities throughout the City. This procedure promotes an orderly course of action and reduces the effect of day to day pressures on the renewal decisions.

The report is also meant to consider both potential benefits and problems likely to be encountered. It will establish in a general way the magnitude of the undertaking and its impact on the City. The amount of residential and non-residential relocation is estimated in a preliminary way. The actual load will vary according to the plans finally adopted for the area. This report estimates costs involved to a degree that will give local officials a rough idea of what the City commitment would be. It will enable the City Council, Redevelopment Agency and other local state and federal agencies to make a decision on a future course of action based on the essential facts of the situation. This does not mean that all the problems have been pre-solved, but that the major ones are being anticipated.

For a summary of the recommendations and conclusions, see Chapter 10.

A detailed analysis of the high priority area follows.

CHAPTER 3.

PHYSICAL AND STRUCTURAL CHARACTERISTICS

3. PHYSICAL AND STRUCTURAL CHARACTERISTICS

Criteria For Rating

In urban renewal terminology, structures are inspected and rated as standard or deficient (with deficiencies). However, a rating of deficient does not mean that a building must be torn down, nor does a standard rating imply a perfect structure. A rating of deficient does indicate that a structure contains a number of visible deficiencies that cannot be corrected in the course of normal maintenance. This means that a building has enough defects to warrant renewal treatment of some type, clearance or rehabilitation depending on the particular circumstances. An area becomes eligible for urban renewal treatment only when a significant portion of structures are deficient, and when environmental deficiencies also exist. Designation of an urban renewal area does not assert that the area is a slum, but that it contains problems which can be dealt with through urban renewal tools.

According to the Urban Renewal Manual, to be classified as deficient a structure must contain one or more of the following building deficiencies: (1) Defects to a point warranting clearance; (2) Deteriorating condition because of a defect not correctable by normal maintenance; (3) Extensive minor defects which, taken collectively, are causing the building to have a deteriorating effect on the surrounding area; (4) Inadequate original construction or alterations; (5) Inadequate or unsafe plumbing, heating, or electrical facilities; (6) Other equally significant building deficiencies.

The detailed criteria used in the CRP for classifying the condition of structures are 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. For a detailed listing of items checked during structure inspections of both residential and non-residential buildings, see Appendix I. Survey methods used are described in Appendix 2. Environmental deficiencies include such items as the following: overcrowding of structures on the land, incompatible land uses, adverse influences from noise, smoke or fumes, unsafe, congested or otherwise deficient streets, and inadequate public facilities. For a discussion of recent Urban Renewal Manual changes regarding environmental deficiencies, see Appendix 3.

Environmental Conditions and Rating of Structures in the High Priority Study Area

There are 874 structures in the over-all high priority area; of these, 687 are predominantly residential and 187 are predominantly non-residential. Thirty-seven percent of the residential structures, 36% of the non-residential structures, and 37% of the total, were found to be structurally deficient. A breakdown by sections follows. See also Plates 3-1 and 3-2.

Section I

Section I, east of Main Street and directly south of the existing Center Street project, is the most deteriorated section of the high priority study area. Not only are a higher proportion of structures in this section deficient, but also, in general, individual structures contain a greater degree of deterioration than is true for other study sections. The breakdown by blocks of structural conditions for this section is shown in Table 3-1.

TABLE 3-1

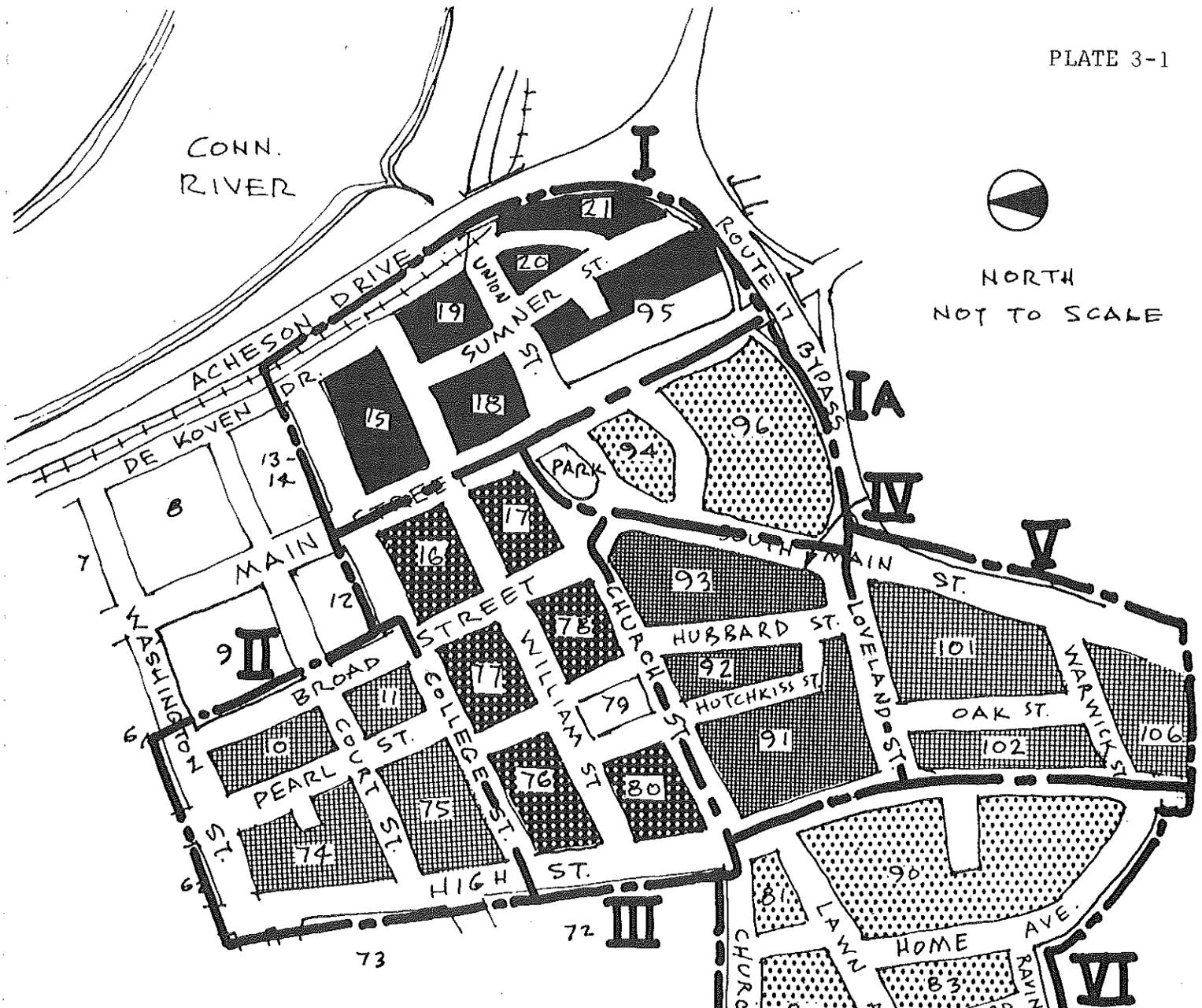
CONDITION OF STRUCTURES IN SECTION I

Block Number	<u>Residential</u>			<u>Non-Residential</u>			<u>Total</u>		
	Std.*	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
15	2	19	91%	6	12	67%	8	31	79%
18	4	4	50%	7	12	63%	11	16	59%
19	1	7	87%	3	0	0%	4	7	64%
20	3	13	82%	5	5	50%	8	18	69%
21	1	8	89%	0	0	--	1	8	89%
95	1	11	83%	3	2	40%	4	13	77%
Total	12	62	84%	24	31	57%	36	93	72%

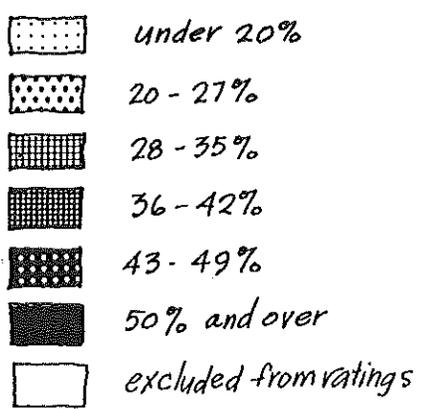
*Abbreviations used in tables in this chapter:

Std. - Standard

Def. - Deficient



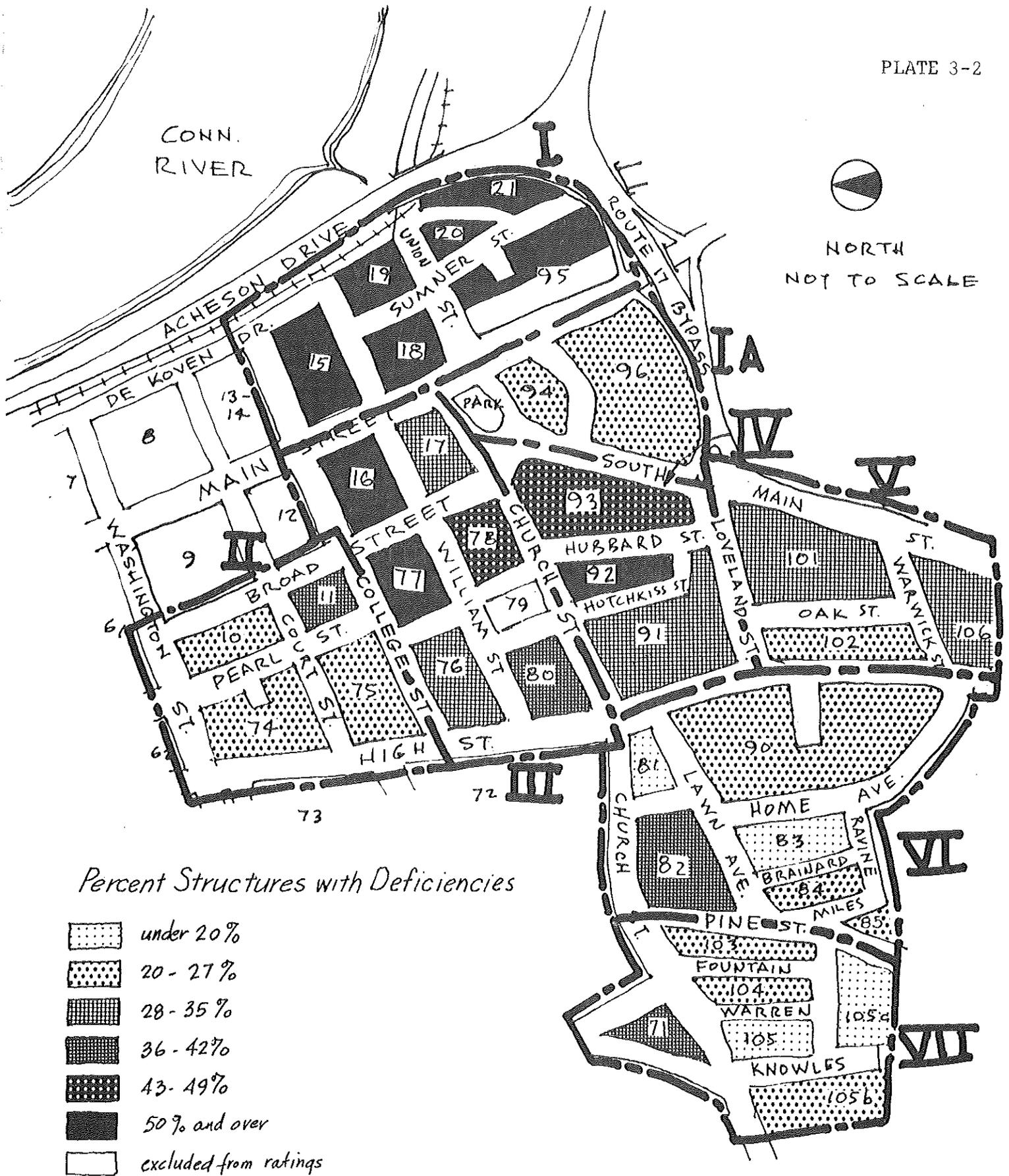
Percent of Structures with Deficiencies



CONDITION OF STRUCTURES (by section)

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
Raymond & May Associates



CONDITION OF STRUCTURES (by block)

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
Raymond & May Associates

The area east of Main Street is characterized by old buildings, many of which are frame, and, as stated above, 72% of which are rated deficient. The westerly half of Block 95 is a clear exception to the general character. This section is in excellent condition and is composed of uses considered appropriate for the location. Therefore, this half block has been excluded from all the statistical analyses of this report. Other sound structures exist within the area, but they are the exceptions in a generally deteriorated neighborhood. This area also contains a considerable intermixture of land uses.* Certain of the non-residential uses are not compatible with adjacent housing. In other instances there is a poor relationship between potentially compatible mixed uses. There is some minor flooding in the Sumner Creek area.

The existence in the area of a number of substantial properties must be considered in the formulation of plans for new urban renewal activity. Both blocks 15 and 16 contain Main Street commercial frontage, ranging in condition from excellent to poor. It appears that much of this frontage might be retained subject to detailed analysis during project planning. As mentioned before, the westerly half of block 95 would be excluded. In block 15, the Davis Lumber Co., in the easterly portion of the block, occupies the largest amount of area. A number of other commercial and industrial enterprises are scattered throughout these blocks. The retention of some of them seems probable, again depending on the land use plan determined for the area. It does not appear that rehabilitation of any considerable amount of housing in the easterly section would be feasible. If housing should be designated as a reuse in the area, the existing playfield on Sumner Street should either be retained or be rebuilt in the same general area.

*Mixed land use is not regarded as detrimental, per se. In some cases a variety of uses is desirable and will strengthen the stability of a neighborhood, particularly if they contain proper setbacks, landscaping, etc. However, certain uses are incompatible with one another. For example, industrial noise, smoke and trucking would be seriously detrimental to a residential neighborhood, whereas a relatively small, clean, and campus-like industrial operation probably would not.

Section IA

Section IA, across Main Street Extension, contains a variety of land uses, the largest of which is the Middlesex Memorial Hospital. This complex of buildings occupies the major portion of Block 96. The Hospital is presently undertaking a sizable expansion program. Another, much smaller, hospital is located in Block 94 at the corner of Crescent Street and Main Street Extension. The other single most significant use is the South Church, located in Block 94 adjacent to the Crescent Street Hospital. These blocks also contain assorted small commercial enterprises and a number of fairly old, frame, residential buildings. Although the section's smaller structures are generally maintained, they show evidence of their age. The over-all condition of structures indicates that rehabilitation would be feasible for much of the section. An objective of renewal action in the section would be to provide additional space for the Middlesex Hospital, and perhaps for the South Church. The breakdown of structural condition for this section is shown in Table 3-2 below.

TABLE 3-2

CONDITION OF STRUCTURES IN SECTION IA

Block Number	<u>Residential</u>			<u>Non-Residential</u>			<u>Total</u>		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
94	12	4	25%	2	1	50%	14	5	26%
96	5	3	37%	7	1	13%	12	4	25%
Total	17	7	29%	9	2	18%	26	9	26%

Section II

Section II is composed of two fairly distinct parts, separated by Pearl Street. The section as a whole forms a zone of transition between Wesleyan University and the central business district. Blocks 74 and 75, adjacent to Wesleyan, are largely oriented toward it. The University owns almost all of Block 74 and almost half of Block 75. Block 75 also contains Middletown High School, a relatively old building on an extremely cramped site. Blocks 10 and 11 are largely residential, with a few institutional uses and some conversions along Broad Street to commercial use. St. Sebastian's Roman Catholic Church and Parish House are in Block 10 on Washington Street; at the opposite end of the block is the Russell Library. Block 11 is almost entirely residential and contains no large individual uses. The breakdown of structural condition for this section is shown in Table 3-3 below.

TABLE 3-3

CONDITION OF STRUCTURES IN SECTION II

Block Number	<u>Residential</u>			<u>Non-Residential</u>			<u>Total</u>		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
10	10	6	37%	6	0	0%	16	6	27%
11	10	7	41%	2	1	33%	12	8	40%
74	7	3	30%	5	1	17%	12	4	25%
75	8	5	38%	7	0	0%	15	5	25%
Total	35	21	36%	20	2	9%	55	23	29%

This survey indicates that, of the four blocks, Block 11 has the most extensive degree of blight as represented by percentage of deficient structures. Incidence of structural deficiencies is found in each of the other blocks as well. The area is among the oldest in the City. Most of the dwelling units in the section are located in relatively old buildings, and many of those rated standard contain some building defects.

Streets in the section generally are narrow and congested. The sanitary and storm sewers are in a combined system which is deemed by the Department of

of Public Works to be obsolete. The High School has almost no outdoor campus, and fails to meet minimum standards in this regard. Portions of the building date from 1894 although additions were added as late as 1931. At its January, 1964, meeting the Board of Education announced that it considers the High School building obsolete. A subcommittee has been set up to study the details regarding needs for a new high school. It is a possibility that the present High School building and grounds could be improved and expanded in conjunction with renewal activity in this section. However, if undertaken through renewal, the long range evaluation could possibly favor construction of a new school. (See discussion on financing in Chapter 6). The pilot plan (preliminary stage of the general plan being prepared by the Plan Commission) designates a street improvement for the central area, an inner loop, which would serve this section. This inner loop might be accomplished by the widening of existing streets, or by creating a new right-of-way. This improvement could be achieved by incorporating it into a renewal plan for the area. The expansion of Wesleyan in this section, particularly in the blocks already largely owned by the University, seems to be a possibility.

Condition of structures and other factors (see Chapter 4) indicate that a significant portion of this area would be suitable for rehabilitation. Long range land use considerations indicate that an expansion, over a period of time, of commercial use within the section is likely. The commercial expansion would be concentrated in Blocks 10 and 11. This means that clearance of existing structures will eventually take place. However, because the residential structures potentially still have a number of years of useful life left in them, and because pressure for commercial conversion is still limited, residential rehabilitation appears indicated. These factors would have to be considered in more detail during project planning; and the decision would also be dependent upon final general plan recommendations with respect to the total area to be ultimately occupied by the business district.

Section III

The blocks in Section III contain a number of diverse activities. Many are housed in older buildings, some of which are small and of frame construction. This is particularly true of residences and commercial uses in converted residential buildings. The section also contains a number of large and substantial buildings, both new and old. For the most part the area is rather densely built up.

TABLE 3-4

CONDITION OF STRUCTURES IN SECTION III

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
16	4	4	50%	7	12	63%	11	16	59%
17	4	5	55%	12	3	20%	16	8	33%
76	6	4	40%	4	0	0%	10	4	29%
77	9	13	59%	3	1	25%	12	14	54%
78	6	9	60%	5	1	17%	11	10	48%
80	11	7	39%	3	1	25%	14	8	36%
Total*	40	42	51%	34	18	35%	74	60	45%

*(Block 79, which contains only the Goodyear Plant, is not included in this tabulation).

As indicated by Table 3-4, the section in its entirety contains severe incidence of blight, both in residential and non-residential structures. The extent of structural deficiencies indicates that a considerable amount of clearance will be necessary in order to effect a substantial upgrading of the area. However, a number of sound uses do exist within the section.

Among the most attractive cluster of buildings in this section is the public use concentration on Church Street facing Union Park. This group includes a synagogue, Methodist Church and parish house, and a funeral home. Because these buildings confer a sense of dignity to their setting, this character would have to be a consideration affecting any replanning of the immediate vicinity.

Another public use, Central Elementary School in block 76, is a sound structure only a little more than ten years old. Although the school has an existing enrollment of 450 and a maximum capacity of 530, it is crowded onto a site of approximately one acre. It may be possible, as part of renewal activity, to provide expanded grounds for the school.

A number of other public and commercial uses, including the Southern New England Telephone Company in block 16, are found within the area. A large proportion of these uses could probably be retained under an urban renewal plan, depending on individual circumstances and policy determined by the appropriate City agencies. Several heavy commercial and industrial plants also are located here, including Borden's Dairy, several laundries, Regal Footwear, Shaw Belting, and Goodyear Rubber. The most complex environmental problem is, of course, the Goodyear Plant, which is closely surrounded by older housing, on which it has a definite adverse effect. This industry is an economic component the City cannot afford to lose. Therefore, renewal plans for this area must be developed in close coordination with company officials to assure Goodyear's retention in the City. It is recommended that discussions toward this end be undertaken at the earliest stage possible, as any decision regarding the future of this property ought to be made jointly by City and company officials. If the plant were to remain in its present location plans for providing a buffer zone from residential uses and adequate space for the firm's operations would also have to be worked out with Goodyear. If the decision were to relocate the plant within Middletown, again close cooperation among City agencies would be required to find the proper site and, if necessary, provide it with necessary utilities. These same factors ought to be considered in regard to the smaller industrial and heavy commercial firms operating in these blocks.

Rehabilitation of some housing within the section appears as a definite possibility. However, the relationship between residential and other uses, existing and proposed, would have to be carefully studied. It appears that new housing would also be a possibility. Some expansion of Wesleyan in the blocks adjoining the campus would have to be considered. In the central business district portion of Section III, primarily Blocks 16 and 17, improvement of commercial facilities can be accomplished. Specific measures may include the provision of additional off-street parking and loading space, modernization of existing commercial buildings, and the assembly of land for new commercial development. A many-sided approach would contribute to the soundness of Middletown's urban core.

The street system is a rectangular grid with relatively narrow streets, all of which carry a fairly heavy traffic load. The busy streets and recurrent congestion do have an adverse affect on the neighborhood, particularly for

residential uses. In this section, as throughout the older portion of the City, the sewer system is a combined system which is inadequate and obsolete. Detrimental land use conditions exist, particularly in the relationship between residential and industrial uses. Renewal activity in this section would permit constructive steps to be taken toward the solution of all these various problems.

Section IV

Section IV is, in a number of respects, similar to Section III, particularly in the vicinity of Church Street. The section is predominantly residential, but contains institutional, commercial and industrial uses as well. The over-all section has a significant degree of deterioration, as shown in Table 3-5, with only a slightly lower percentage of deficient structures than in Section III.

TABLE 3-5

CONDITION OF STRUCTURES IN SECTION IV

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
91	25	14	36%	3	0	0%	28	14	33%
92	11	8	42%	1	4	80%	12	12	50%
93	17	18	51%	8	1	11%	25	19	43%
Total	53	40	43%	12	5	29%	65	45	41%

Block 91, although having the lowest percentage of structural deficiencies in Section IV, does contain mostly older frame buildings, some of which have deteriorated. The block is almost entirely residential and residentially related public in land use. The largest non-housing area is occupied by Stillman School and an adjacent City School District playfield. Stillman School, built in 1936, is considered by the School Board to be in excellent condition. However, the possibility exists that through renewal the school building could be modernized and the grounds expanded. Besides assistance in land assembly it appears likely that some portion of school improvements expenditures would be eligible for renewal credit, depending on the size and boundaries of projects finally delineated. A small, relatively old fire station housing Engine Company Number Three is located at the corner of Loveland and Hubbard Streets. The National Board of Fire Underwriters' Report of July, 1954, on Middletown recommends that this station, along with the Engine Company Number Two station on Pine Street, be abandoned and a new station be built in this general area of the City. Acquisition of the old station through renewal would be of financial advantage to the City because it would receive credits or cash according

to the value of the structure approved by HHFA. It is also possible that some portion of the cost of a new station would be eligible for renewal credit. Other land in public ownership in the block consists of several properties owned by Wesleyan University, primarily along High Street.

Block 92, which is directly across Church Street from the Goodyear plant, contains the most extensive concentration of blight in Section IV. There are several commercial uses along Church Street, and a fair sized industrial operation, centered on Hubbard Street, not far from Church Street. This operation, manufacturing of coats and suits, is housed in old four-story brick loft buildings, an obsolete type fairly common in New England. This plant appears to exert a negative influence on the surrounding residential district, much of which is deficient and some of which is very seriously deteriorated.

The South Main Street frontage of Block 93 consists primarily of large, formerly fine old houses, which are ripe for conversion to office or institutional use. The block is mostly residential in use, but contains a large institutional complex, the St. Mary's church, school, convent and parish house. Located on Church Street are the Fraternal Order of Eagles, and a drive-in bank. A group of rooming houses and apartments, near the northerly end of the block, contains some of the most blighted housing conditions in the City.

Besides having a high amount of structural substandardness, this section also exhibits serious environmental deficiencies. The interior streets, Hubbard and Hotchkiss, are very narrow and congested. There is inadequate off-street parking in the area, apparently for both residential and non-residential uses. The industry, including the Goodyear Plant in adjacent Section III, creates a situation detrimental to the residential environment. As in the other sections, serious deficiencies in the sewerage system exist. The residential development on Hotchkiss Street is quite congested, with overcrowding of structures on the site.

A renewal program in Section IV should include both clearance and rehabilitation measures. Renewal objectives in the section would include street and sewer improvements, possible expansion of Stillman School, City Playground, and the St. Mary's complex, upgrading of much existing housing, removal of the worst housing, and removal or modification of conflicting land uses. Procedures for dealing with industrial firms should be similar to the coordination with Goodyear recommended above. Section IV would be a good location for the construction of relocation, or other new, housing.

Section V

Section V is a two and one half block area composed largely of older frame houses. The section shows some signs of deterioration, but contains no extreme blight. The breakdown on structural condition is shown in Table 3-6.

TABLE 3-6

CONDITION OF STRUCTURES IN SECTION V

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	%	Std.	Def.	%	Std.	Def.	%
101	32	13	29%	3	3	50%	35	16	31%
102	24	8	25%	3	0	0%	27	8	23%
106	8	4	33%	2	1	33%	10	5	33%
Total	64	25	28%	8	4	33%	72	29	29%

Although only a moderate number of buildings have been rated as deficient a large proportion of structures in this section do have some maintenance defects, largely due to age. More detailed inspection in a project planning stage may uncover a somewhat higher proportion of deficiencies.

Block 101 contains, as does Block 93, a South Main Street frontage, characterized by large, older houses, which appear ripe for conversion to professional use. Some such conversions already have occurred. This block contains a fairly large new structure, a medical arts center with off-street parking. Also found here are an ice house and a contractor's office. Some of the outbuildings of this group present a rather poor appearance and apparently have some adverse effect on the surrounding neighborhood. Block 102 includes a Lutheran Church and a business office for a nearby industrial complex, Wilcox-Crittenden.

The Warwick Street frontage of Block 106 is also included in Section V. This area consists primarily of residences, many of which show evidence of declining structural condition. The portion of the block not included in the high priority study area is occupied by a part of the Wilcox-Crittenden industrial grouping. The operations carried on here produce

noise clearly audible in the residential portion of the block. This factor reduces the desirability of this area for living purposes and apparently contributes to its physical decline. Regarding other environmental factors, Section V, in common with the other parts of the high priority study area is served by an obsolete and inadequate sewer system, which should be replaced.

Based on this structural and environmental evaluation, renewal action in Section V should consist primarily of residential rehabilitation with spot clearance. More extensive clearance may be necessary in the Warwick Street area to solve the environmental problem there. It might be possible to create a buffer of parking and perhaps trees on the Warwick Street frontage of Block 106.

Section VI

This section, largely residential, contains some older houses with serious deficiencies, a number of older houses with relatively minor structural defects, numerous fine old houses in relatively good condition and a few excellent newer houses, particularly on Mansfield Terrace, which are among the best in the City. The breakdown by block of structural condition is shown in Table 3-7 below. A number of deficient structures which existed in this section at the time of the CRP field surveys have since been demolished by Wesleyan University. These units are included in the Table 3-7 tabulations.

TABLE 3-7

CONDITION OF STRUCTURES IN SECTION VI

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
81	9	1	10%	0	0	0%	9	1	10%
82	12	6	33%	3	3	50%	15	9	36%
83	29	4	12%	1	1	50%	30	5	17%
84	20	5	20%	0	0	0%	20	5	20%
85	6	2	25%	0	0	0%	6	2	25%
90	49	14	22%	3	0	0%	52	14	20%
Total	125	32	20%	7	4	36%	132	36	21%

There are virtually no non-residential uses in this section except for university property, which is fairly extensive in some blocks. Blocks 81 and 82, adjacent to Wesleyan's main campus "yard", are basically oriented toward it. The university owns almost all of Block 81 and approximately 75% of Block 82. It has extensive holdings also in Block 90, upwards of 33 percent of the land area, and much smaller holdings in each of the other three blocks.

Block 82 has the highest percentage of structures in deficient condition, including a few sizable out buildings. Block 90, at the time of the original CRP survey, had a serious pocket of blight along Huber Avenue.

These properties have since been acquired and demolished by the University leaving most of the remainder of the block in good condition. Although the structures in Blocks 83, 84, and 85 are generally older, frame, houses, they are not as old as many buildings in the blocks east of High Street. Buildings in Section VI receive good maintenance, for the most part, but a number of structural deficiencies were cited by inspectors. On an overall basis, 21 percent of the buildings in Section VI contain structural deficiencies. In the block with the most extensive Wesleyan holdings the percentage of deficient structures would increase somewhat if the Wesleyan buildings were excluded from the totals.

The most serious environmental deficiency is the condition of the combined storm and sanitary sewer in the section. This should be replaced by new modern facilities. As noted in Chapter 4 many residents of this section feel that the street pattern is poor. The system is somewhat disjointed, and there are some relatively steep grades in the section. Resolution of the street problem would for the most part, have to be confined to operational improvements. It might be possible to improve the grades somewhat, but this could not be determined until the project planning stage. The area is generally an excellent residential location, with many fine trees. It is convenient to downtown and has a City park close by.

Section VII

Section VII, in effect, forms a divider between Wesleyan University and the Long Lane State School. It is almost entirely a residential area, with a number of undeveloped parcels, at least one of which is used as an outdoor storage yard for building materials. The houses are predominantly modest, with a higher percentage in single family occupancy than in the other sections. Few, if any, of them have been built recently, and most have some relatively minor structural defects. A fairly low percentage have been rated as deficient, however, as shown in Table 3-8.

TABLE 3-8

CONDITION OF STRUCTURES IN SECTION VII

Block Number	Residential			Non-Residential			Total		
	Std.	Def.	% Def.	Std.	Def.	% Def.	Std.	Def.	% Def.
71	11	8	42%	2	0	0%	13	8	38%
103	26	8	24%	3	0	0%	29	8	22%
104	16	5	24%	0	0	0%	16	5	24%
105	17	3	15%	0	1	100%	17	4	19%
105-b	11	2	15%	0	1	100%	11	3	21%
105-c	5	0	0%	0	0	0%	5	0	0%
Total	86	26	23%	5	2	29%	91	28	23%

All blocks contain some property in university ownership; Block 105-c consists almost entirely of university holdings. Streets in this section are short, disconnected, and not a part of the City arterial system. For this reason it is a relatively quiet area, undisturbed by through traffic. The streets are generally in poor condition, many without curbs and sidewalks, a fact which tends to give the area a rather unkempt look. The section also shares the obsolete combined sewerage system.

Summary of Structural and Environmental Condition

Section I is clearly the most severely blighted portion of the high priority study area, and is badly in need of early renewal treatment. Sections III and IV, although considerably less blighted than Section I, also contain serious structural and environmental deficiencies warranting early renewal action, including a significant amount of clearance. Sections IA, II and V are contiguous to the three sections discussed just above. On the basis of physical condition, these sections are in less immediate need of drastic renewal action. For the most part they are physically sound but they show evidence of a continuing physical decline. On this basis the prescribed renewal treatment is a program of rehabilitation, with perhaps some spot clearance, which would halt the decline and make possible the preservation of these areas. In terms of overall City renewal objectives Section II would be of more immediate importance than Section V. Needed street and utility improvements plus the opportunity of dealing with the Middletown High School problem make this section appropriate for earlier action. Sections VI and VII are in better structural and environmental condition than the other sections of the high priority study area. Some parts of these sections could benefit from a rehabilitation program, but on the basis of physical conditions alone, extensive clearance does not appear warranted.

CHAPTER 4.

FAMILY CHARACTERISTICS AND ATTITUDES

4. FAMILY CHARACTERISTICS AND ATTITUDES

Inspection and analysis of structural and environmental condition, as discussed in the foregoing chapter, tell a great deal about a neighborhood, its present characteristics and needs, and its future potential. In a neighborhood which is severely blighted and deteriorated, this analysis tells the planner enough to enable him to make a recommendation regarding renewal treatment for the area. Examination of structural and environmental condition has shown that Section I, for example, is an area deteriorated to such a degree that renewal treatment is clearly needed, and that a great deal of clearance will be necessary to eliminate blight in this section. In other sections, however, the matter is not so clear cut. Structural deterioration may not be so severe, making it less obvious whether renewal treatment is desirable, and if it is, whether the primary tool should be clearance or rehabilitation. The neighborhood analyst wants a deeper insight into the character of a neighborhood and this can be obtained most completely only from the key element of any city, the people themselves. Social, as well as physical factors, affect the planning and policy decisions in each study district. For example, family mobility, family composition, income levels and social attitudes on blight and physical deterioration all should be considered in delineating a renewal program.

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. Evaluation of factors such as the age of the population, length of tenancy, and amount of home ownership can give insight into this matter. The attitude residents have toward the area in which they live may be an 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. This survey was made on a sample basis just as for the relocation interviews (see Chapter 5). In the sections selected for family attitude survey, approximately 20 percent of the families were interviewed.

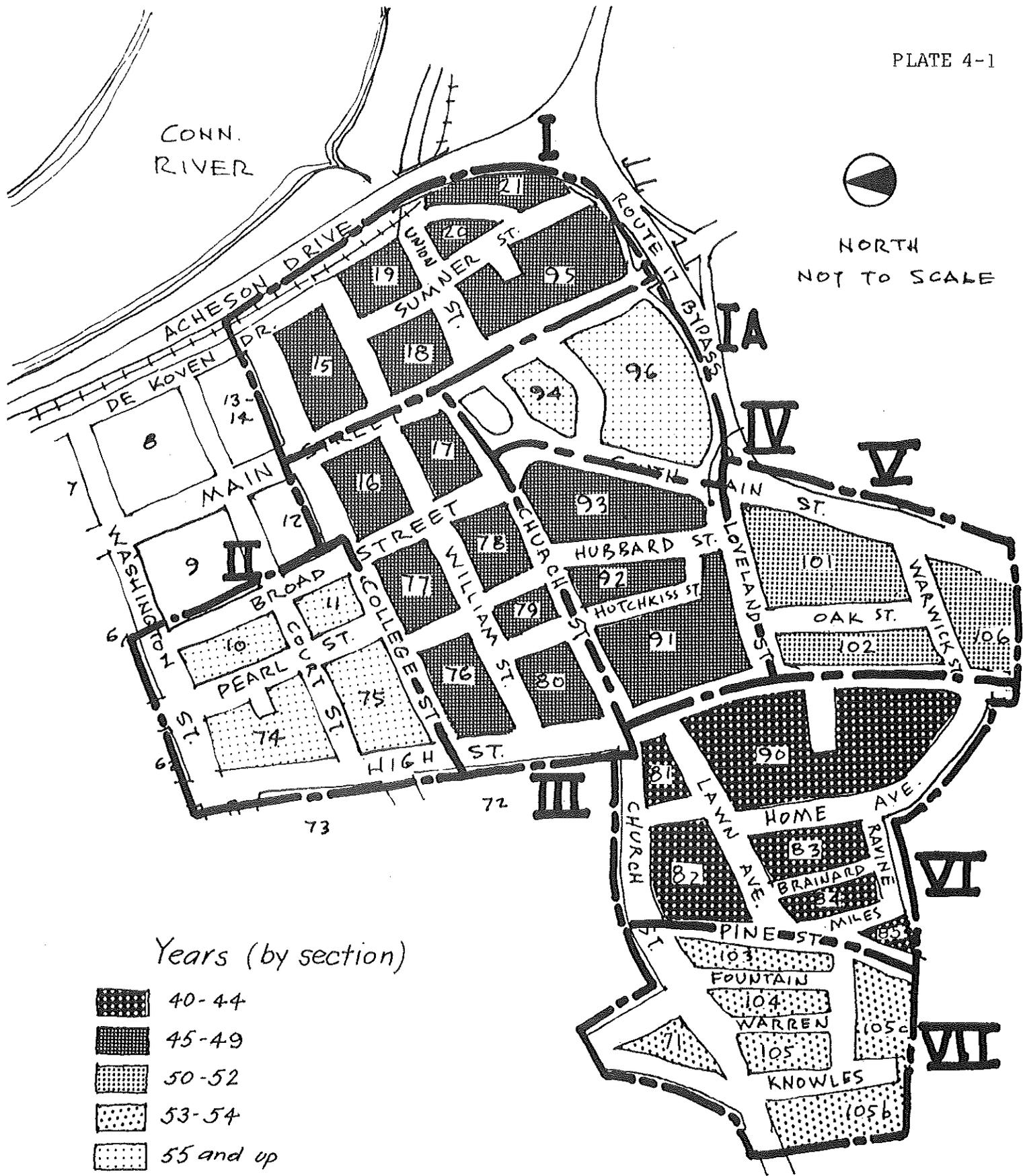
The information obtained in this survey is used in conjunction with other CRP data compiled regarding a neighborhood (through structure inspections, study of environmental conditions, etc.) making possible a relatively sophisticated analysis of neighborhood characteristics and conditions. It

permits a judgment to be made regarding each section's essential soundness and gives indication of what kind of renewal treatment, if any, would be appropriate for the area. For example, it will show what residents think is wrong with their neighborhood and how strongly they feel about these negative factors. It will show what they particularly value about it as it is, and whether they feel it is improving or getting worse. The survey gives some indication as to how strongly residents are attached to their neighborhoods, or conversely, how eager they would be to leave if they had the opportunity. Evaluation of these and other factors contribute to a decision as to whether these problems can be solved or eliminated through renewal tools. Certain factors which tend to enhance the feasibility of rehabilitation, relatively stable tenancy and considerable home ownership, for example, are studied. These considerations provide 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.

Several questions asked in the interview will be discussed in turn and the answers evaluated. Where appropriate, maps illustrating the results are included. Although family interviews for relocation were made in Section I, no family attitude surveys were conducted here because it was clear on the basis of structural inspection and environmental conditions above that renewal treatment is necessary but that residential rehabilitation would not be feasible.

Average Age of Head of Household

The age of the head of each household was obtained to determine what age groups predominate in various portions of the area. Fairly clear differences are apparent when comparison is made on a section basis (see Plate 4-1) and there are some significant differences between blocks within individual sections as well. Sections IA, II and VII, virtually at opposite ends of the high priority study area, have the highest average ages. Section II contains three blocks, 10, 11, and 75, with average age of household head 65 years or over, indicating a very high percentage of elderly persons. Block 74, with an average of 37 years is quite different in character, being heavily influenced by Wesleyan. In Section VII the easterly blocks have a high average near 60 years, whereas the westerly blocks are in the medium range, in the mid-forties. Section V has a relatively high average also. Block 102, with an average age of household head near 60, brings the overall section average up. The remaining four sections are, in comparison, occupied by younger families. This is partly due to Wesleyan influence and partly to other factors. In Section I, three blocks have relatively young household heads, block 19 at 38 years, Block 20 at 37 years and Block 21 at 34 years. This coincides with some of the most severe blight in this section. Other blocks with the lowest averages are 80 and 90, both influenced by nearness to Wesleyan, and 78, 91, and 93. These blocks contain many couples just starting their families.



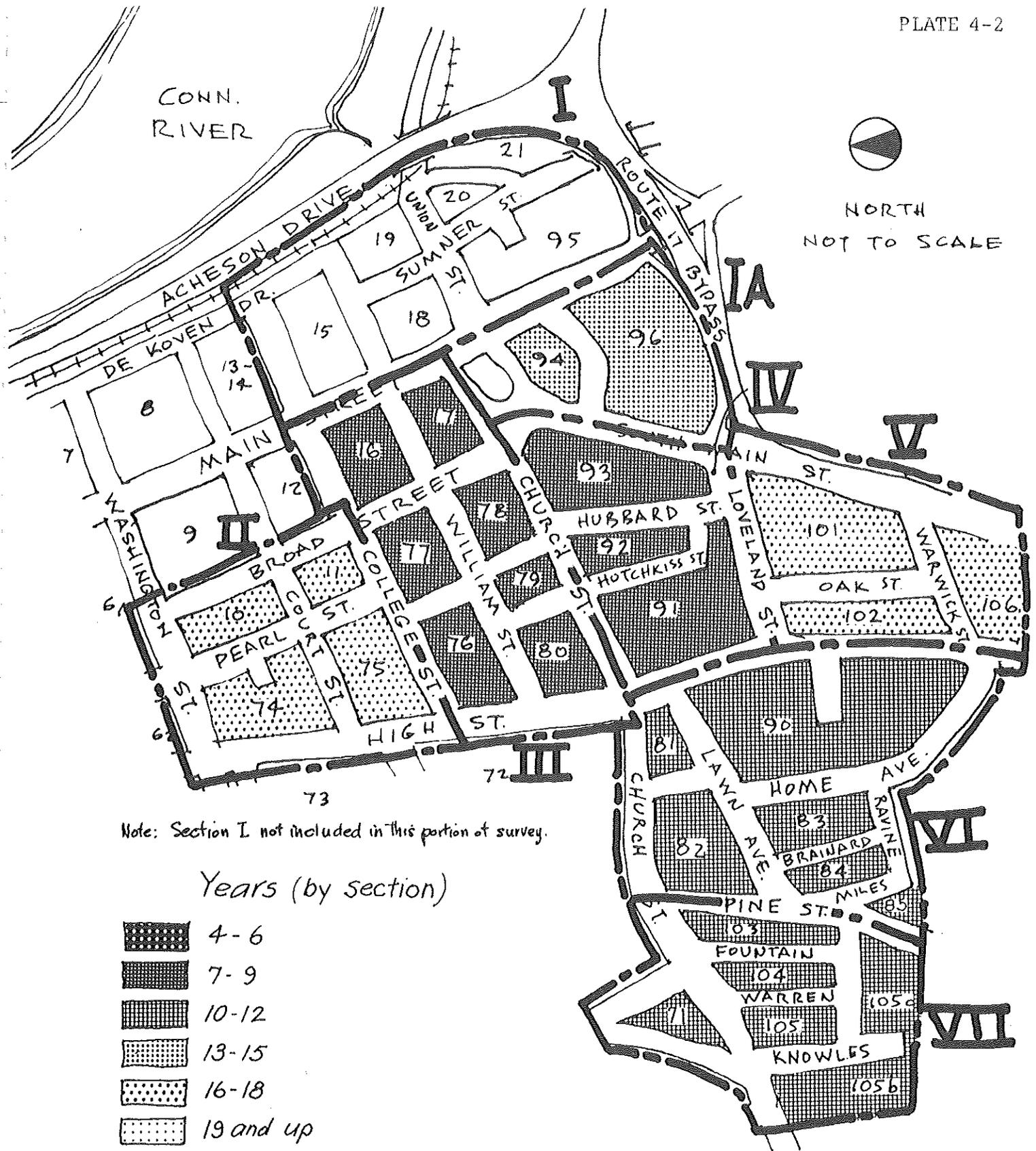
AVERAGE AGE - HEAD OF HOUSEHOLD
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Average Length of Dwelling Unit Occupancy

Somewhat related to average family age is the length of time that a family has occupied the same dwelling unit. This factor is a good indicator of neighborhood stability, and to a certain degree, long residency denotes satisfaction with the neighborhood. (It may also, however, express lack of acceptable alternatives, so the results must be evaluated with care). Even though most of the families have lived in a particular neighborhood for a long time, it does not necessarily mean that the housing or the neighborhood itself are sound. Nor is a highly transient neighborhood a poor residential environment per se. Many other factors are also involved. For example, a very fashionable, high rent, neighborhood may have a high turnover rate if it is occupied by persons whose jobs force them to move often. In this case the higher rentals would permit a high standard of maintenance. The neighborhood character and condition could remain stable even though the specific group of families living there were continually changing. Nevertheless, other things being equal, long term residency is more likely to promote a stable residential environment. There is more likelihood that a family will know its neighbors, have long term associations, such as shopping at the same market, and have emotional attachments to the area. A neighborhood is less likely to be undergoing rapid changes if a high proportion of its families have lived there a long time. It may be deteriorating slowly under these conditions. Its deterioration, if any, is likely to be very gradual, to the point of imperceptibility to its residents. Generally families with long tenure in an area will have considerable interest in the long term neighborhood environment and in the maintenance of their own dwelling unit. Transient families are likely to be less concerned with the long range potentiality of their environment. If it is changing in ways considered undesirable, then they can relatively easily move again.

In the area under consideration the average length of dwelling unit occupancy by section ranges approximately from 7 to 18 years. (See Plate 4-2) All Sections on an overall basis have a relatively stable occupancy, since even the sections with the lowest average, 7 to 9 years, are not very transient. This would indicate that, as a whole, rapid turnover is not taking place, and that the effect of transient occupants is not a major factor in determining neighborhood conditions. The presence of Wesleyan students (primarily married students) scattered throughout the area keeps the overall averages from being even higher than they are. Sections III and IV, which contain relatively young families, have also, as might be expected, the shortest average occupancy, or in other words the highest rate of turnover. There is some correlation with condition of structures here, because these same two sections show up the poorest by that criterion (excluding Section I). However, there does not seem to be as strong a correlation in any of the other sections. The two sections with the longest average dwelling unit occupancy, II and V, are also sections with relatively older families. Section IA, which has high average age,



AVERAGE LENGTH OF DWELLING OCCUPANCY
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also has long average dwelling unit tenure. Sections VI and VII occupy the middle ground in this measurement with a range of from 10 to 12 years.

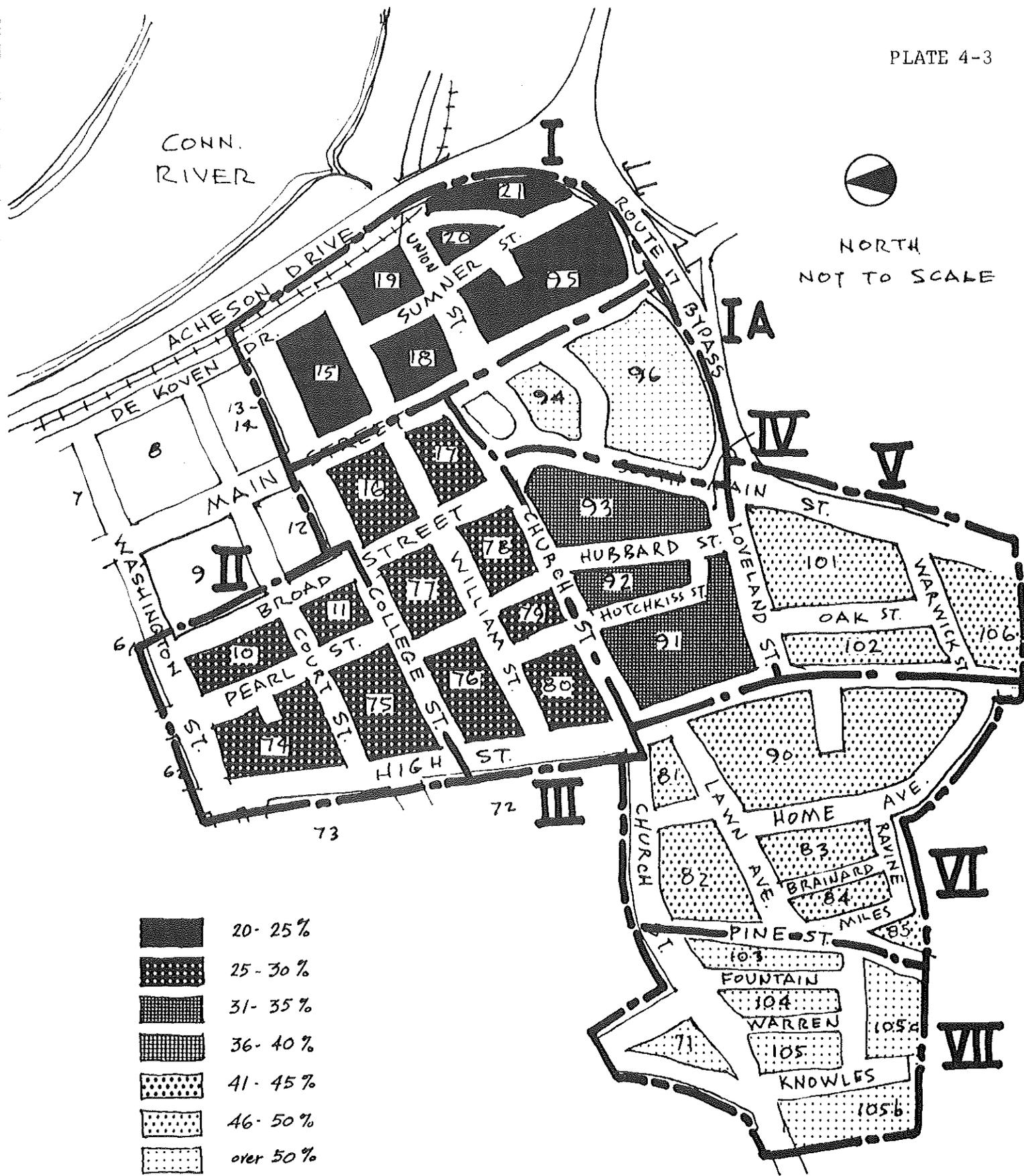
There are greater differences between individual blocks, or in some cases, specific portions of blocks. The overall range varied from 5 days in Block 93 to 89 years in Block 11. Blocks 74 and 80, which have the shortest average occupancy, are both largely influenced by the presence of Wesleyan students and personnel. The comparatively rapid turnover of residents does not seem to produce any particular correlation with the condition of structure, as these blocks rank fairly well in this category. Block 75, which is adjacent to Block 74 and is also adjacent to the university, has the longest average occupancy, 37 years. Blocks 93, 77 and 78 contain areas with a high proportion of families in residence one year or less. The averages of these blocks are raised somewhat by the presence of some very long term residents. It is generally the portions of the blocks with the most rapid turnover that are in the poorest structural condition. This is particularly true for the apartments in the interior of the northerly portion of Block 93.

Home Ownership

Percentage of home ownership is another index of the stability of a neighborhood. It does not necessarily correlate with structural condition of individual buildings, nor does a high percentage mean that the environmental factors are necessarily desirable. However, home ownership often gives a family a closer tie to a neighborhood than does housing rental. Not only does the family have a larger financial investment in the long range character of the neighborhood, but also, moving itself is made more difficult by the need for selling the house. This may be a time consuming process during which the owner tries to get the highest price he can for his property. The market value varies from time to time according to economic condition, so that the time he wishes to move may not be the best time to sell.

The percentage of home ownership in an area is a factor in evaluating the feasibility of rehabilitation. A large proportion of owners is a factor favorable to the success of rehabilitation. Based on this criteria alone, this type of renewal treatment would be more appropriate in Section IA, V, VI, and VII than in the remainder of the first priority study area. Other factors which must also be considered are discussed elsewhere in this chapter.

In Middletown the predominant type of new housing built since World War II has been single family detached housing, generally private sales housing. Only within the past year or so has any significant amount of new private rental housing been planned or constructed. Therefore, the existing rental housing inventory is largely composed of units in old buildings, primarily in the older, more central areas of the City. Within the first priority study area the same pattern generally holds true. That is, the greater proportion of rental units are found in the older blocks. This is illustrated by Plate 4-3, which shows the heaviest concentrations of rental housing in Sections I, II, III, and IV. Rental units in these sections were not built to modern apartment house design and construction standards, with lawns, off-street parking, protection from incompatible land use, and so forth. The result is that, to a significant degree, the existing rental housing in the first priority study area is outmoded, and much of it is deteriorated. (This is generally also true of owner-occupied housing in these same sections, but these are a smaller percentage of the total.) These factors point to the need for new, moderate rental, apartments to replace existing inadequate or substandard rental units. This subject is discussed in more detail in Chapter 5, Relocation Load.



PERCENTAGE OF FAMILIES OWNING THEIR HOMES (by section)

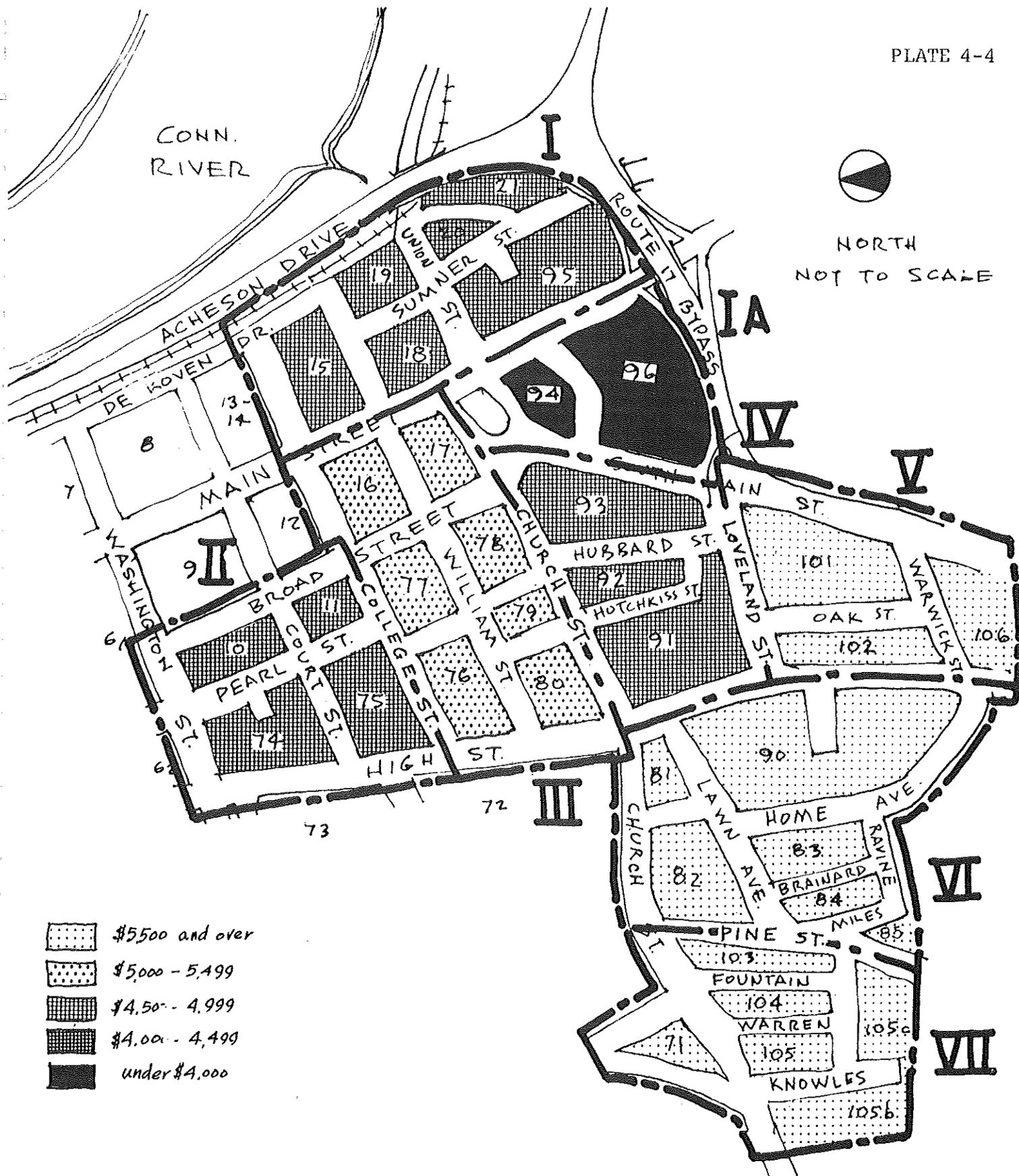
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MIDDLETOWN, CONNECTICUT

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Family Income

The level of family income is obviously a factor contributing to the quality of housing occupied. Information regarding income is needed, also to permit realistic relocation estimates to be made (see Chapter 5). For these reasons a question on income was included in the survey, and the results are illustrated in Plate 4-4.

Low income levels are found, as would be expected judging by condition of structures, in Sections I, III and IV. Other low income sections are IA and II, sections which are considerably less physically deteriorated. The comparatively low level here is attributable primarily to the large number of elderly families living in these sections. Portions of Section III are significantly below the section's annual average of \$5,000, which is raised by Block 80. This block averages \$6,500 per year. Section V has a somewhat higher average income than would be expected from its physical condition. Sections VI and VII as would be expected, top the list in family income, with annual averages of \$5,700 and \$5,600 respectively.



ANNUAL FAMILY INCOME (average, by section)

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

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Resident's Rating of His Own House or Apartment

In order to get a clearer picture of area residents' attitude toward their own living quarters, each family was asked whether their house or apartment was in excellent condition, needed minor repairs or needed major repairs. The replies to this question were placed on a scale which ranges from +1.00, the theoretical upper limit or perfect rating, to -1.00, the absolute lowest possible rating. Any rating near +1.00 indicates a favorable attitude toward the housing condition, and a low, or minus rating indicates a relatively unfavorable or negative attitude toward the housing condition. The scale was developed as follows: each rating of "excellent" received +1 point, each rating of "needs minor repair" received 0 points, and each rating of "needs major repairs" received -1 points. The figures were totalled and divided by the number of ratings to give the average. The results are illustrated on Plate 4-5.

These attitudes are of some significance in determining whether renewal treatment is needed, and if so, what kind. The lower a family rates his own housing condition, the more likely he will want to move to better housing, or to get his house fixed up. Conversely, the higher the rating, the less likelihood that the family will want to cooperate in a renewal program. Again, no absolute interpretation should be placed on these ratings, because of their subjectivity. Some families living under very poor housing conditions may give their quarters a high rating because their expectation is low, or because it is an improvement over what they had before. They may simply not be familiar with anything else. On the other hand families living in a dwelling unit which is in good condition may still express dissatisfaction because they are accustomed to, or are looking forward to, a much higher level of living. Home owners have a tendency to color their answers somewhat, due to a natural reluctance to admit on a survey that their homes are not in perfect condition. In spite of these cautions, the residents' ratings are revealing of neighborhood attitudes and, combined with the other factors being considered in the chapter, do contribute to an evaluation of the neighborhood.

Overall, residents in the high priority study area leaned strongly toward favorable ratings, even regarding dwelling units which the CRP inspector found deficient. This is borne out by the fact that in only one section, IV, did the over-all rating hover in the zero range, whereas all other sections had positive ratings (see Plate 4-5). On this map a fairly clear pattern appears, with the middle sections, IA, III, IV, and V, giving relatively unfavorable or intermediate ratings and the end sections, II, VI and VII giving favorable ratings to their own housing.

Even though residents tended to rate favorably, on a comparison basis there was a remarkably high correlation with condition of structure as rated by the CRP inspectors (Plate 3-1). Here also Sections III, IV and V ranked

lowest, although Section III ranked lower according to the inspector's rating than it did according to the residents' own ratings. Sections VI and VII rank highest in both measurements although Sections VI and VII are in reverse order. In individual blocks, only one, Block 93, averaged out to a negative rating, although a number of blocks had an average rating of zero, exactly mid point on the scale.

Neighborhood - Family Ties

A common feature of urban life is the tendency of certain ethnic or racial groups to concentrate in specific sections of a city. This is generally interpreted in a negative way by the groups involved if they are forced to live in a confined area and have no other choice. However, ethnic and family concentrations formed or maintained voluntarily are often esteemed by residents, who might be negative about any attempts to change the character of their neighborhood. The latter voluntary grouping is generally characterized by close family ties, with many households having relatives living in the same building or nearby in the neighborhood.

Whether or not this kind of ethnic concentration exists, households which have relatives nearby tend to have closer ties to a neighborhood than those that do not. Where a large proportion of households fit into this category, a high degree of attraction to the location is likely to exist, because the location also represents family ties and associations. These ties seem to be less binding on the younger generation than on the older, and therefore can be expected to lessen over a period of time.

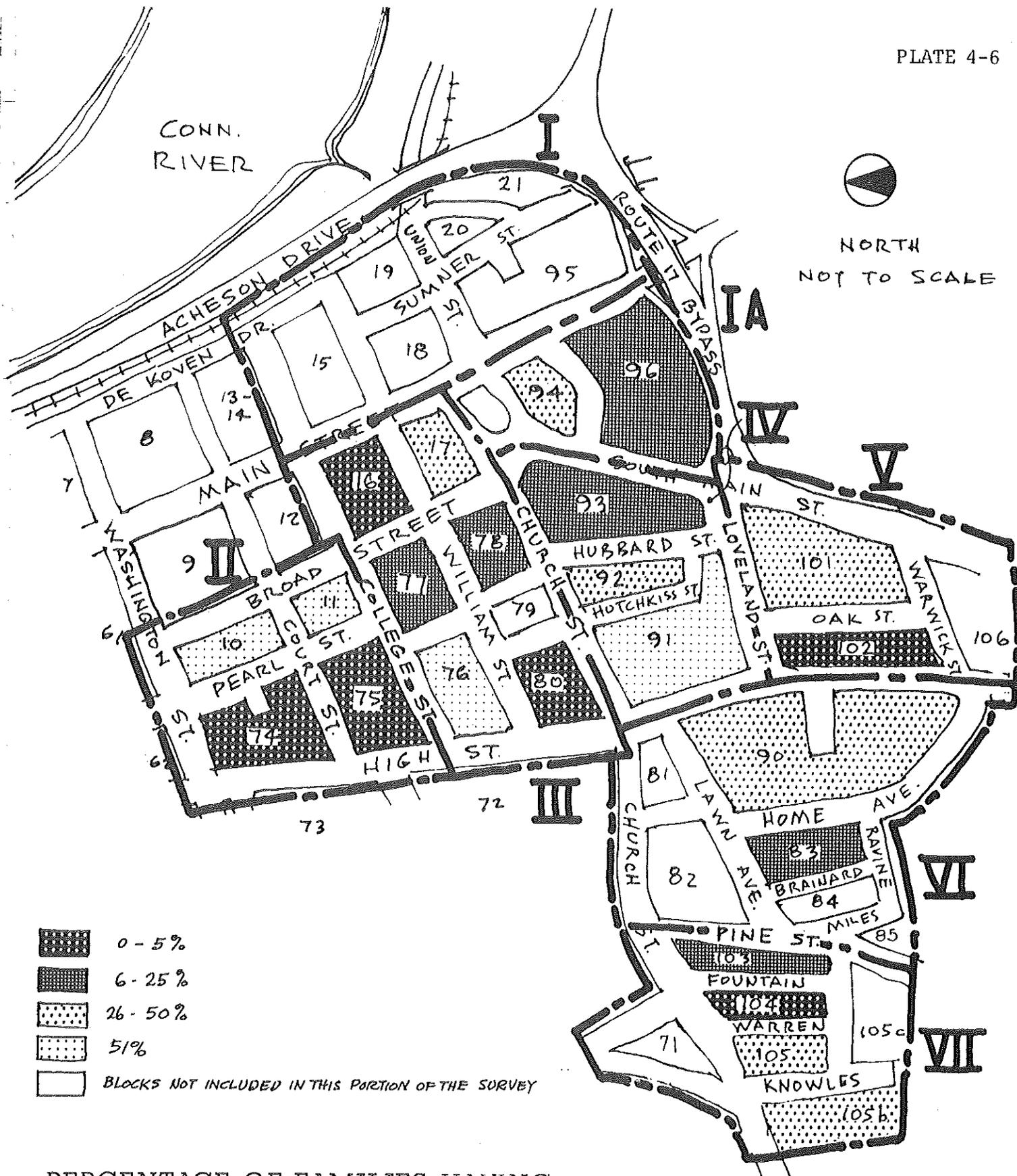
To get a picture of the extent of neighborhood-family ties, each family was asked if its members had relatives living in the neighborhood. The term neighborhood was purposely left undefined so that the answer would be in terms of whatever the respondent felt was his neighborhood. When asked to define the boundaries of his neighborhood, most respondents considered it to be the block in which they lived.

Comparison on a section basis does not reveal much significant difference as demonstrated by the following table:

TABLE 4-1

PERCENTAGE OF FAMILIES HAVING RELATIVES IN THE NEIGHBORHOOD
(Compared by Sections)

II	22%
III	22%
IV	33%
V	17%
VI	22%
VII	21%



PERCENTAGE OF FAMILIES HAVING RELATIVES IN THE NEIGHBORHOOD (by block)

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
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However, greater differences were revealed when replies to this question were compared on a block basis as shown on Plate 4-6. In four blocks, 10, 11, 76 and 91, over 50% of families interviewed had relatives living in the neighborhood. In contrast, less than 5% of the households interviewed in Blocks 16, 74, 75, 80 and 103 had relatives in the neighborhood. Neither the high nor low percentage blocks are in contiguous groups, but are scattered, particularly the blocks with low percentages. When the intermediate ranges are considered, the scattering is even more pronounced.

Comparing Plate 4-6 with Plate 3-2, Condition of Structures by Block, reveals very little correlation of results. Blocks having a high percentage of households with relatives living in the neighborhood are just about as likely to rank low as high in the condition of structures measurement. Similarly, there does not appear to be much meaningful correlation with Average Age - Head of Household (by Section), Plate 4-1. Comparing on a block basis, Blocks 10, 11, and 76 rank high on both measurements. In contrast, Block 91 has a high percentage of neighborhood - family ties, but a low average age. In this block, however, the average age of household heads reporting relatives in the neighborhood is 51 years, a fairly high average. An apparent failure to correlate on a block basis appears also in Blocks 83, 103 and 104, which have high average ages, but a low percentage of neighborhood - family ties. The indication, therefore, from this survey seems to be that when a high degree of neighborhood - family ties exist, the average household age is also likely to be high, but the converse is not necessarily true. That is, blocks with high average household age do not always have a high percentage of families with relatives living in the neighborhood. A similar kind of correlation also seems to hold true for Average Length of Dwelling Occupancy, when compared on a block or smaller basis.

Based on Plate 4-3, Percent of Families Owning Their Own Homes, there is no apparent correlation when comparison is made by section. When compared on a block basis there is some tendency for a high amount of home ownership to go along with a high percentage of neighborhood - family ties. The blocks with the lowest amount of home ownership have a stronger tendency to be also blocks with a small degree of neighborhood - family ties.

Certain suppositions can be made based on the data in Plate 4-6, the comparisons in this chapter, and other related analysis. Blocks 10, 11, 76, and 91 have a very high degree of kinship among neighborhood residents. This could be expected to be a factor tending to keep these families in their present locations. This is borne out by the fact that the same families have, by and large, already resided in the same swelling unit for a considerable period of time. Because these ties are most marked

among older families, their intensity as a neighborhood force will undoubtedly be diminishing. The fact that these four blocks are not contiguous, but only loosely grouped, seems to indicate that this is not an extensive ethnic settlement in which clusters of families live in close personal relationship with one another, but is more likely only an expression of extended family ties. However, the fact that such a high degree of neighborhood -family ties do exist in these, and to a lesser extent, in other areas, suggests that any contemplated renewal treatment in these areas be carefully considered with this situation in mind. If any extensive clearance were decided upon, it would be very important that the area residents get a great deal of personal attention from relocation staff, taking into account these family ties.

Blocks 74, 75, and 80 rank low in this measurement apparently due to Wesleyan influence and the resulting short term residency. Blocks 16, 77, 78, 93 and 96 rank low apparently because of comparatively rapid turnover, reducing the opportunity for extensive neighborhood ties to develop. According to these indicators, there should be less resistance among families in these blocks to the concept of relocating elsewhere in the City. To this extent, clearance activity would be made easier.

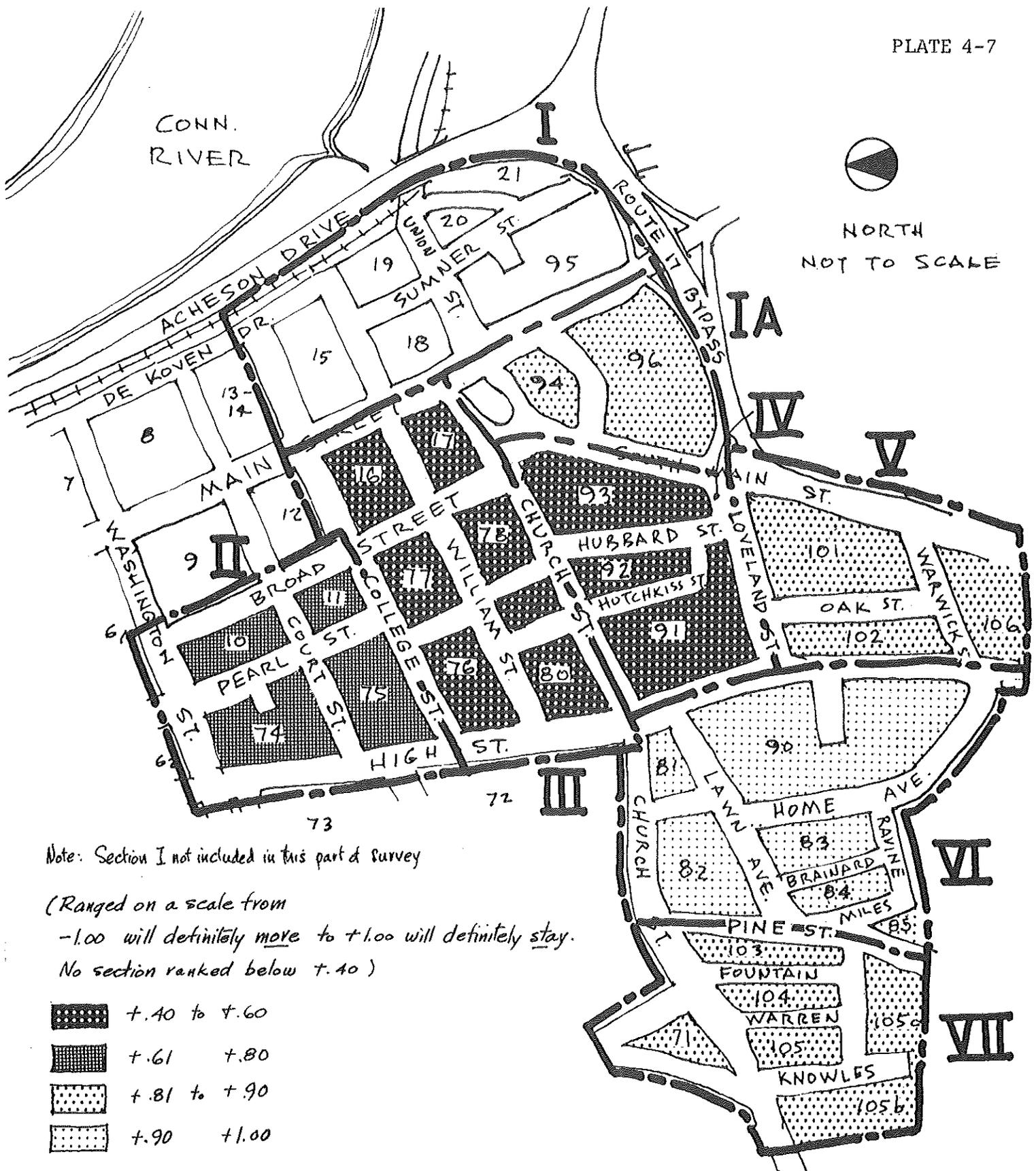
Families' Probability of Moving

An additional measure of a neighborhood's likely future stability is the present moving plans of residents. Plans to move may indicate dissatisfactions with a neighborhood as plans to remain would tend to express relative contentment. Because moving plans may be based on purely personal factors, individual decisions may not relate to the neighborhood conditions. But where a series of individual decisions form a neighborhood pattern, some conclusions may be drawn from the data.

It is highly likely that a family already planning to move would be less inconvenienced by a forced relocation than a family which expected to remain in a neighborhood indefinitely. To this extent, clearance of dwelling units would be easier in an area where a large portion of the residents are planning or at least considering a move. The same criterion would reduce somewhat the feasibility of rehabilitation activity in that area. Areas in which families generally intended to remain would be more difficult for clearance action, but would be more likely to carry out successfully a rehabilitation program.

To find out about these moving plans each household interviewed was asked, "Which of the following statements is most nearly correct? (a) I definitely plan to stay in this neighborhood; (b) I am thinking of moving; or (c) I plan to move." The replies to this question were placed on a scale similar to that developed above for measuring the resident's rating of his own house or apartment. That is, the replies were placed on a scale which ranges from +1.00, the theoretical upper limit, to -1.00, the lowest score possible. Any score near +1.00 indicates that families definitely plan to stay where they are, and a low or minus score indicates that many families are strongly considering moving. The scale was set up as follows: each answer of "definitely plan to stay" received +1 point, each reply of "thinking of moving" received 0 points, and each reply of "plan to move" received -1 points. The figures were totaled and divided by the number of answers to give the average. The results are illustrated on Plate 4-7.

The over-all results show a clear pattern when sections are compared. Three contiguous sections, II, III and IV, show conspicuously stronger tendencies toward moving than do the remaining sections, IA, V, VI and VII. It should be noted, however, that all sections leaned toward the positive or "will stay" side with the lowest sectional averages ranging from +.40 to +.60.



A wider range of variations appears when individual blocks are considered. A number of blocks had very low scores; Block 16 had the only negative result with $-.33$. Others with low scores were Block 17 with $.00$, Block 10 with $+.27$, Block 77 with $+.29$, and Blocks 75 and 93 with $+.33$. Most of the rest of the blocks had relatively high scores; three had perfect scores of $+1.00$, Blocks 11, 90 and 103.

These findings have some positive correlations with most of the other measurements in this chapter, strikingly so in the case of Sections III and IV. As might be expected, the most perfect correlation is with Plate 4-3, Percent of Families Owning their Own Homes; the lower the percent of owners, the higher the percentage of families thinking about moving and vice versa.

Based on this criterion any contemplated clearance would be easier to accomplish in Sections II, III and IV than in the rest of the area. The fact that even the lower ranking sections had some areas with fairly high scores indicates that this criterion does not eliminate the possibility of a large amount of rehabilitation in this area. In the latter sections, based on this measurement, if renewal is undertaken, rehabilitation should prove more favorable to area residents than extensive clearance.

Neighborhood Trends

Residents were asked whether they thought their neighborhood would improve, remain the same, or get worse during the next five years. The replies to this question were placed on a scale similar to that used in the section just above, ranging from -1.00 to +1.00. A reply that the neighborhood would worsen was scored -1, "stay the same" received a zero score and "will improve" received +1 point. The figures were totaled and divided by the number of answers to give the average.

A relatively high proportion of families were pessimistic with five of the sections indicating a feeling that neighborhood conditions would get worse during the time period (see Plate 4-8). These five sections, IA, II, III, IV and I, are contiguous and are all east of High Street. Of the two sections west of High Street, replies in Section VI averaged out to "stay the same" and Section VII indicated expected improvement. The latter was the only section with a positive score.

These results could be interpreted to mean that (based on this criterion only) the sections expected to decline could benefit from some public action that would halt or reverse this tendency. On the same basis Sections VI and VII are less in need of corrective or preventive action.

Residents' Ratings of Neighborhood Features

Families interviewed were asked to name neighborhood features they particularly liked or disliked. To clarify further these attitudes the interviewers then listed specific environmental factors and asked residents whether or not they were satisfied with them. The environmental factors asked about were:

1. adequacy of City services
2. street lighting
3. transportation service
4. number of trees and the appearance of yards and lawns
5. street conditions
6. parking space
7. availability of parks and playgrounds
8. dirt
9. noise
10. shopping facilities
11. location of school
12. size of lots
13. pattern of streets
14. general condition of other houses in neighborhood
15. type of people living in area.

Replies regarding these features are illustrated graphically in Plates 4-9 through 4-12, Index of Residents' Dissatisfaction With Neighborhood Features. The length of the graph, on a scale of 100, is roughly equivalent to the percentage of people expressing some degree of dissatisfaction with each of the features. The measurement takes into account the intensity of their feelings by giving the answer "very dissatisfied" a greater weight in the index than simply "dissatisfied".

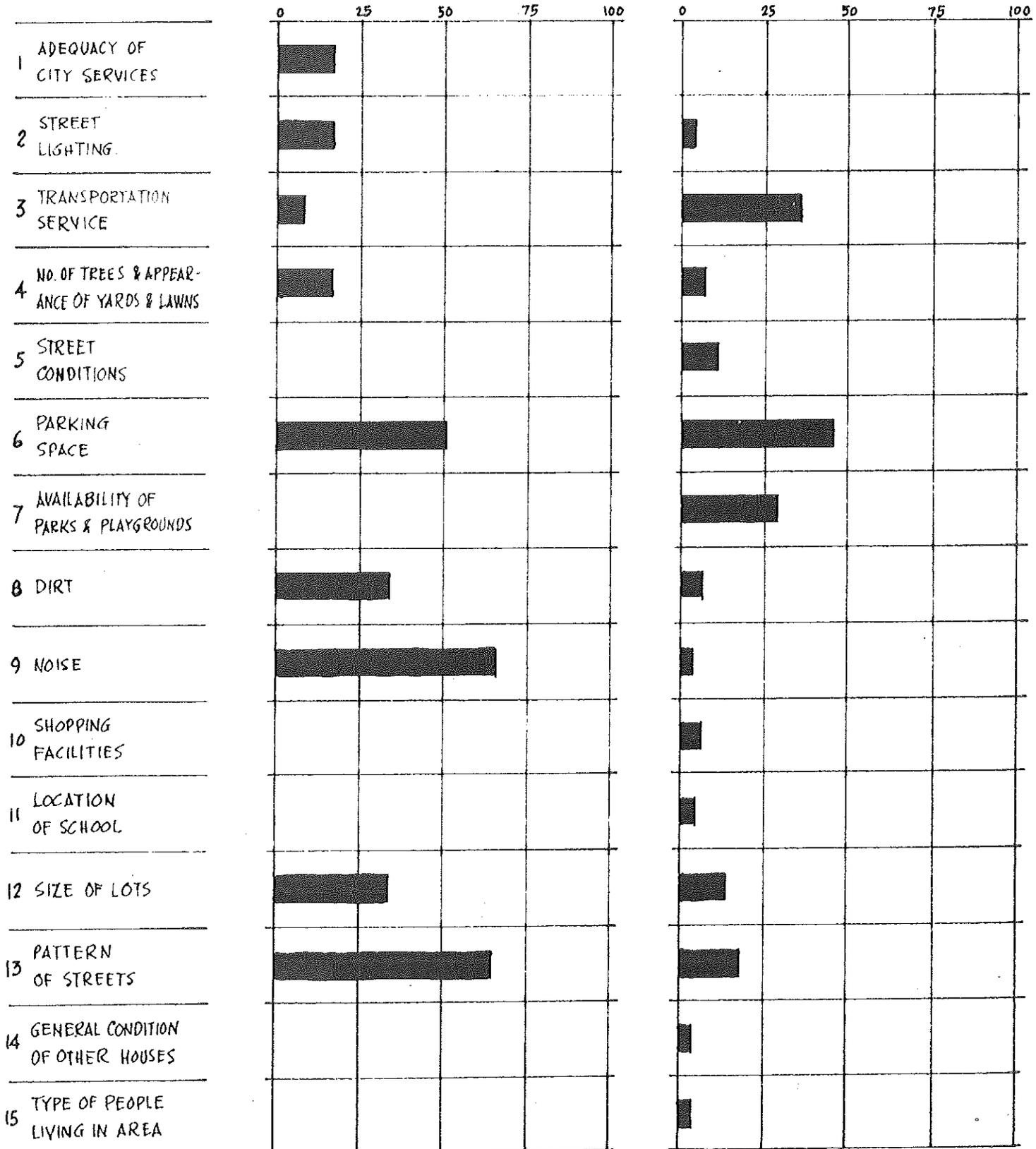
The attitude expressed in the survey toward these aspects of neighborhood environment provide still another picture of the areas we are considering. They present additional data to be considered when decisions regarding renewal treatment are being made. Further, they help establish the program as to what renewal should attempt to accomplish in these areas.

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RESIDENTS' DISSATISFACTION WITH NEIGHBORHOOD FEATURES

SECTION IA

SECTION II

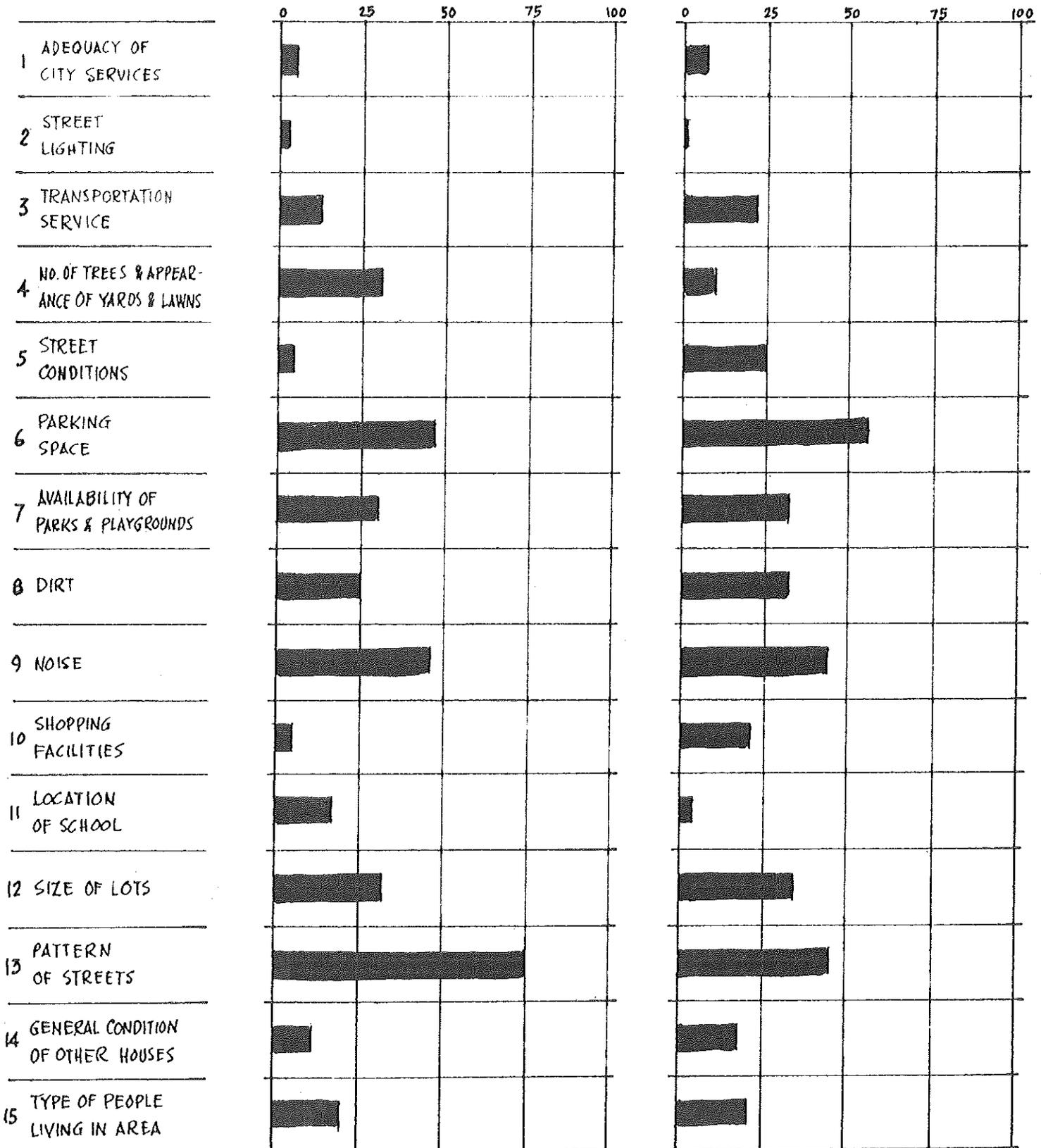


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Raymond & May Associates

RESIDENTS' DISSATISFACTION WITH NEIGHBORHOOD FEATURES

SECTION III

SECTION IV

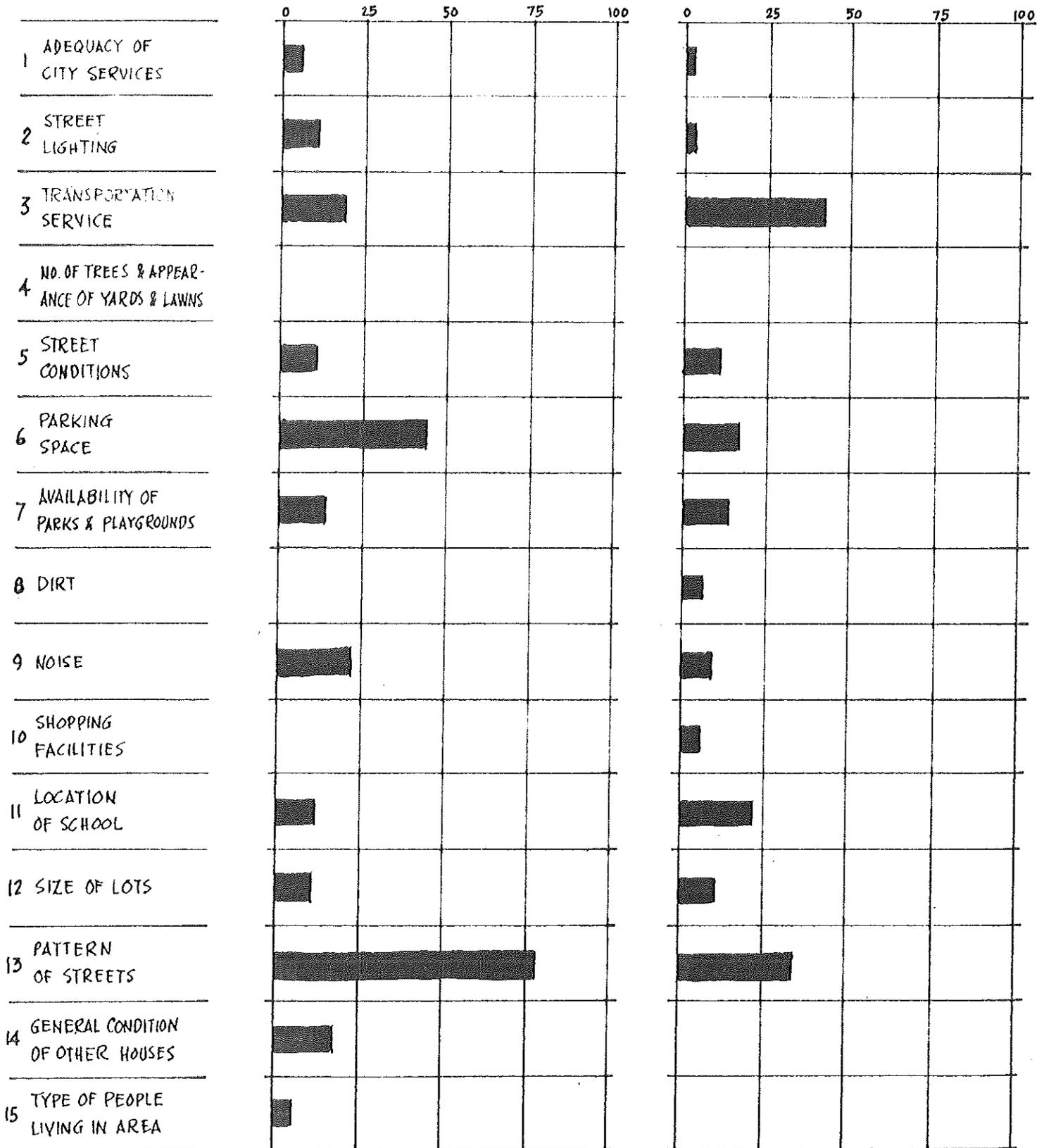


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RESIDENTS' DISSATISFACTION WITH NEIGHBORHOOD FEATURES

SECTION V

SECTION VI

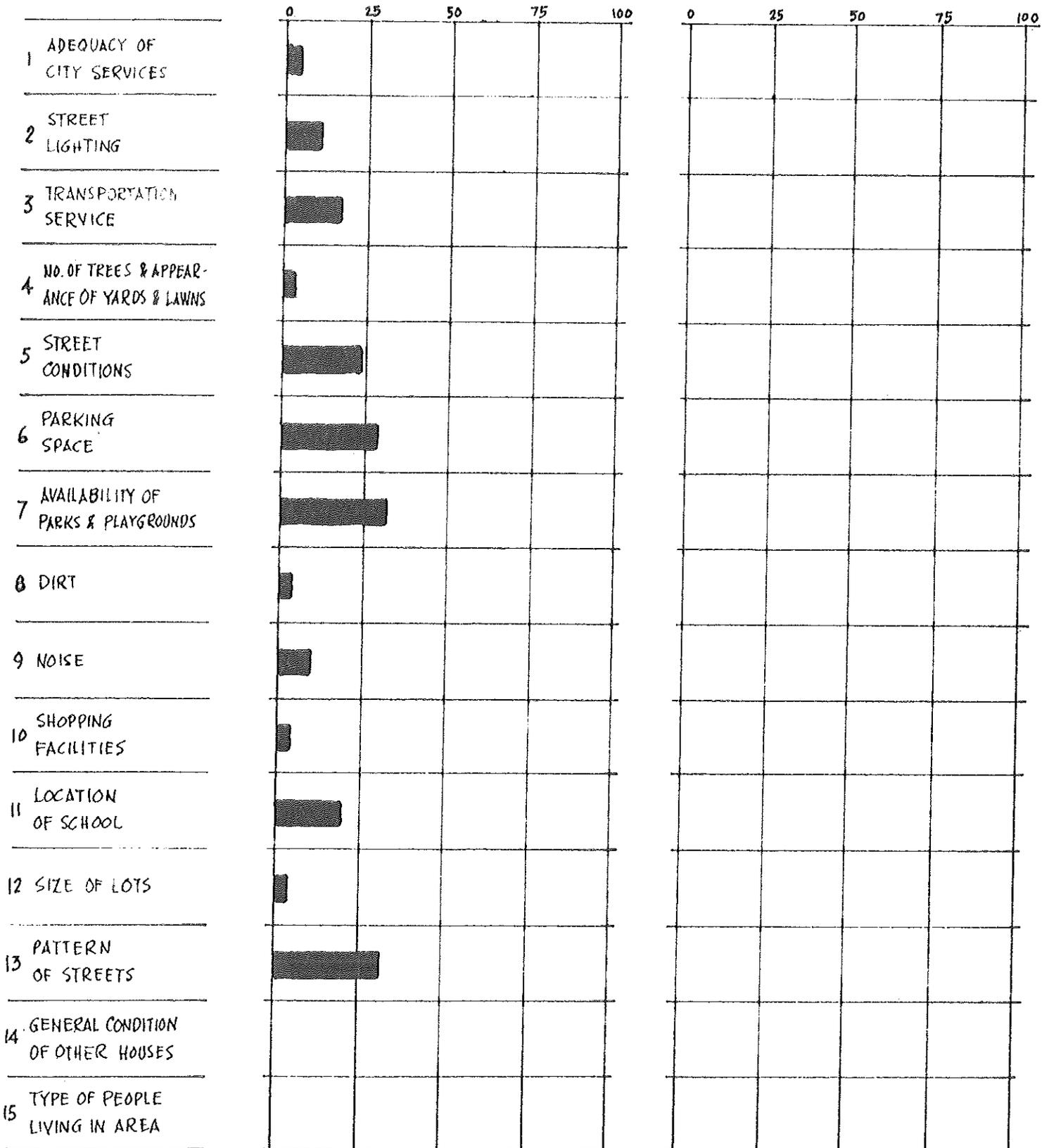


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RESIDENTS' DISSATISFACTION WITH NEIGHBORHOOD FEATURES

SECTION VII

SECTION



The first three of these neighborhood features concern public services, and lend themselves to improvement without recourse to urban renewal activity. Thus they contribute toward the definition of neighborhood attitudes, but do not point to a need for renewal. If poor street lighting were a problem its improvement could be included as part of project activities as long as the need for renewal is based primarily on other criteria.

The next two items - number of trees and the appearance of yards and lawns, and street conditions - could be bettered by a neighborhood program for the purpose under City leadership. Trees and lawns would be primarily a private responsibility, with possible City aid for trees, and street improvement primarily a City responsibility. Such a program could, if conditions were appropriate, be part of a residential rehabilitation project.

The provision of parks and playgrounds of the small neighborhood variety and of new off-street parking spaces for nearby residents (Neighborhood Features 6 and 7) is not a major undertaking. In many areas it could be accomplished with vacant land already available, or with a minimum of clearance in a very congested district. A single vacant lot or two on a street could be utilized (or created) for off-street residential parking by grading, paving and, perhaps, painting lines. The spaces might be free or could be made available for use by the payment of a modest annual or monthly fee. A program aimed at eventually ending the need for overnight parking on streets could be carried out in this manner over a period of time. In a similar fashion additional playgrounds could be provided throughout the built-up areas of the City. Playground equipment could be installed in some of these parcels, others could simply be left open for small children's games. Such lots would be primarily intended for use by young children who need to remain close to home and under parental supervision. These areas should include benches for mothers to occupy while caring for their children and for older persons who enjoy watching children play. The neighborhood play-lots would not be large enough for ball fields and the like, needed by older children. They could, however, have some space for adult games such as horseshoes, shuffleboard or bocce. The location of larger playfields should be based on approximate locations suggested in the General Plan. The creation of this kind of facility in a congested area is, of course, a much more formidable operation than the provision of play-lots. However, their provision may be an important objective of renewal in areas which are in need of large playfields, and which have some blighted conditions. The creation of play-lots and off-street parking spaces would be a valuable component of a residential rehabilitation project. The development of larger playfields may be part of a rehabilitation program or may be included in a project which is primarily clearance. Each of these facilities would be eligible for urban renewal financial credits depending on the extent to which they serve the project area.

The following two neighborhood features asked about, cleanliness--or conversely, dirt--and noise, have somewhat different meanings for different kinds of situations. Sometimes they simply refer to a prevailing condition resulting, perhaps, from excessive density or congestion of development. In this case, treatment would require a radical change in the character of the neighborhood itself through clearance and redevelopment. More often, however, the two nuisances are produced by some specific segment of the neighborhood itself or its immediate vicinity. Industrial plants or heavy commercial (warehousing, truck terminals, outdoor storage areas, repair shops, etc.) operations are the most common source of these grievances in urban areas. If noise and dirt from an incompatible kind of land use are serious problems, the solution can take one of several approaches. The source of the offense can itself be removed, thus making possible a general refurbishing of the changed neighborhood. The opposite tack would be removal of the affected residential properties permitting freer and more satisfactory functioning of the industrial or commercial operation. Then, although the formerly undesirable element would still exist, the noise and dirt emanating from it would no longer be causing a hardship on its surroundings. Either of these two approaches would, obviously, require some clearance, perhaps a considerable amount to bring about the proposed solution. It is a function of the General Plan to decide which of the contending land uses is most appropriate for the subject area in the light of the proposed citywide development patterns. If residential is considered the proper and appropriate land use for the area, and if economic and other factors permit, clearance of the incompatible non-residential use would permit a general refurbishing of the residential uses. This renovation could be accomplished by rehabilitation of existing houses, by construction of new houses, or by a combination of the two. Removal of the adverse influence could make possible, however, a radically improved neighborhood. It is likely, however, that the existing residences would have deteriorated significantly in the shadow of the environmental nuisances. If so, even thorough-going renovation may not bring them up to the standard of the neighborhood's new potential. The best long range plan, then, for the area might consist primarily of new housing. These factors must be carefully weighted during the course of specific project planning.

Two other less radical approaches for the noise and dirt problem would simply attempt to alleviate the situation without expecting to solve it completely. The first would be to provide some kind of buffer between residential uses and the source of the nuisance. The other possibility would be to modify the offending operation in such a way as to ameliorate the effect of the adverse influence. The success of either of these measures would depend on the nature of the particular circumstances.

Items 10 and 11, adequacy of neighborhood shopping facilities and location of school, probably involve consideration of an area beyond the few blocks

being analyzed in each study section. In an urban area it seems reasonable to expect that both facilities would be located within walking distance from every home. The adequacy and location of both schools and convenience shopping should very well be the concern of urban renewal planning and represent the kind of problems that may be solved through the renewal process. In this case the renewal plan should follow the lead of the General Plan which will spot locations for both schools and shopping areas throughout the City. Provision of these facilities in built up areas where they do not now exist almost inevitably involves some clearance to assemble enough land to contain them. These improvements may be part of a program of residential rehabilitation or of general clearance and construction of new residential units.

If items 12 and 13, lot size and street pattern, are considered seriously deficient in a section, significant changes in them generally can be brought about only by means of considerable clearance activity. Neither factor alone would be sufficient grounds for undertaking such a project. However, in conjunction with other deficiencies, they would give added impetus to a decision to take action. If the situation is less serious some improvement in lot size and street pattern can be accomplished through less severe measures. A program of spot clearance and rehabilitation could be used to increase lot sizes. When a building is removed, the land on which it stood could be sold to abutting owners, or could be retained by the City as play space or permanent open space. If the land were sold, land use controls would have to be written to assure that the owners would not build on the land again.

Traffic pattern can sometimes be altered to the benefit of a residential area without radical change in the street pattern itself. For example, streets could be closed to through traffic, certain turning movements could be eliminated by the installation of curbs, or major traffic flows could be diverted from the section by street improvements elsewhere. Operational improvements, such as traffic signals or lane channelization can also help.

If most residents of a section report that they are not satisfied with the general condition of nearby houses (Item 14), it is a fairly clear indication that renewal is needed and would tend to signify that a rehabilitation program would be welcomed by residents, assuming other factors are favorable. Of course, objective evaluation of structural conditions and other factors would be necessary to determine whether the section would be a good prospect for rehabilitation or whether general clearance is the indicated treatment.

The final neighborhood feature asked about related to satisfaction with the type of people living in the area and gives some insight into its long-term stability. If there is widespread dissatisfaction at this point the neighborhood has probably been undergoing social or economic change and the process

is likely to continue. In the first priority study area, however, no significant dissatisfaction with neighbors was expressed.

As the graphs (Plates 4-9 through 4-12) indicate, most residents of all sections seemed satisfied with most features. Except in an outright slum, it would be surprising if such were not the case. However, dissatisfactions expressed by a significant proportion of residents (for the purposes of this discussion 25 percent is considered significant) on a number of features would signify a situation needing attention. The graphs, therefore, are intended to show what it is people are concerned about and the extent of that concern. On an over-all basis throughout the high priority study area, the features which caused by far the greatest dissatisfaction were street pattern and inadequate parking space. Other factors causing widespread discontent were transportation service, availability of playgrounds, noise and size of lots. Almost nobody in this area seems to be disconcerted about the adequacy of City services, street lighting, shopping facilities, type of people living in the area and, surprisingly, general condition of other houses. Sections expressing the least discontent were II, V, VI and VII. Sections in which the largest amount of dissatisfaction was found were III and IV.

Evaluating the results on a section by section basis, Section IA occupies a middle ground in terms of the amount of discontent. Residents are most worried about street pattern, parking space and noise. They have no complaint at all regarding playgrounds, shopping facilities, school location, condition of other houses and type of people living in the area.

The majority of Section II residents, who foresee a worsening of neighborhood conditions in the future, attribute present discontent and the contemplated decline to increased commercial development and more traffic within the area. In responding to the interviewer's list (Plate 4-9) they considered inadequate parking space, insufficient availability of playgrounds and street pattern to be the primary deficient elements of the area. Section II families considered most other facilities and services satisfactory. Many residents made special mention that they consider their location desirable because of its convenient position within the central part of the City.

In their spontaneous replies residents of Section III commonly displayed a negative attitude toward their environment. Criticisms most often volunteered by residents were congestion, excess traffic, and noise and dirt generated by industrial activity in the area, primarily the Goodyear plant. A number of parents feel that the section generally provides unsuitable surroundings for the rearing of children. In replies to the given list of neighborhood factors, residents again reflected significant

dissatisfactions with a variety of items. In order of greatest concern these were street pattern, parking space, noise, size of lots, inadequate number of trees and appearance of yard and lawns, insufficient availability of parks and playgrounds, and type of people living in the area. Even though most residents expressed satisfaction with most features, the number and extent of these dissatisfactions are an indication that large scale residential rehabilitation within this section would be a relatively difficult undertaking.

As a whole, residents of Section IV might be considered to be both neutral and negative toward their neighborhood. As would be expected, the more favorable comments tended to come from those parts of the Section which are in relatively better physical condition and vice versa. Residents registered dissatisfaction with several factors, as shown on Plate 4-10. Negative factors showing up most often were lack of parking space and poor street pattern, both of which were also considered problems in Sections II and III. Other items mentioned often were size of lots, noise inadequate parks and playgrounds, and dissatisfaction with the general condition of other houses in the neighborhood.

In answer to the general question about their neighborhood respondents in Section V might be considered primarily neutral toward the features of their neighborhood, citing a number of both favorable and unfavorable factors. For example, the section was described by some as quiet and pleasant, with a convenient location and close to a school. Others complained of too much traffic, congestion and noise. In rating the list of neighborhood features, however, (see Plate 4-11) only two items were considered quite poor, pattern of streets and lack of parking space, problems in common with the sections discussed above. In contrast, several factors satisfied 100 percent of the people interviewed. These were shopping facilities, cleanliness, number of trees and appearance of yards and lawns, and general condition of other houses in the neighborhood.

When asked about their neighborhood in a general way, residents' attitudes in Section VI were for the most part very favorable. The Section was variously viewed as quiet, pleasant and conveniently located. The primary negative feeling seems to be concern about the increase in Wesleyan University property holdings. When specific factors were asked about, some dissatisfactions appeared, the foremost concerns being with pattern of streets, transportation service and location of school. However, most factors were considered satisfactory, three by 100 percent of respondents. These were number of trees and appearance of yards and lawns, type of people living in the area and general condition of other houses in the neighborhood, items generally related to appearance and status rather than convenience and efficiency.

Attitudes in Section VII closely parallel those in Section VI with the same favorable comments about the quiet, pleasant character of the area and the convenience of its location, and the same concern about the Wesleyan expansion. The virtual absence of through traffic received favorable comment several times. The item by item rating (see Plate 4-12) revealed some discontent; specifically the pattern of streets, street conditions, and parking space were found unsatisfactory by a significant number of residents. Most items received very high ratings, however, with seven of the fifteen being rated satisfactory by 90 or more per cent of the respondents.

In considering, on an overall basis, residents' ratings of neighborhood features, certain patterns or clear tendencies emerge. Respondents in Sections III and IV, for example, seemed distinctly the most negative toward neighborhood conditions, to a degree that indicates the need for widespread improvement. Residents of these sections did not complain much about neighborhood features 1 through 5, (adequacy of City services, etc. see numbered list, page 36) that could be remedied with little or no clearance action. Their discontent was focused on features 6 through 13 (with the exception of 10, shopping facilities, and 11, location of school). Solution of the problems apparently causing concern here would involve some clearance, perhaps a considerable amount.

When measured by the Index of Dissatisfaction (replies to given list of neighborhood features, see Plates 4-9 through 4-12), however, only Section IA could be considered neutral. Residents of Sections II and V appear definitely satisfied with the neighborhood factors they were questioned about. In Section II the primary items of dissatisfaction, playgrounds and parking, could probably be alleviated through relatively minor spot clearance combined with a general program of rehabilitation. The same is true of Section V, except for the dissatisfaction regarding street pattern. Extensive clearance would be necessary to bring about major changes in the street pattern of this section. Consideration of structural conditions and other factors would tend to rule out this alternative. These three sections, IA, II and V, when evaluated in terms of residents' satisfactions with neighborhood features, generally show a basic soundness that would lend itself to voluntary residential rehabilitation under the City's renewal program.

To a greater degree than in other sections, residents of Sections VI and VII were favorable toward the features of their neighborhood. In Section VI one of the two major complaints was of inadequate transportation service, an item that does not lend itself to improvement through the renewal process. The other factor, dissatisfaction with the present street pattern is, in general, amenable to renewal treatment. Although it is not clear what the specific objections were, the street pattern in Section VI is somewhat disconnected and there are some fairly steep grades. The same complaint was raised in Section VII. Here again the streets are somewhat disconnected;

in addition they are in generally poor condition, some without curb and gutters. In Section VII other features considered inadequate by residents are the availability of playgrounds and parking. As discussed above, these facilities could be provided through use of minor clearance or utilization of vacant lots to create sites needed for them.

Summary and Evaluation of Family Characteristics and Attitudes Survey

Section I, as explained above, was not included in the Survey of Family Characteristics and Attitudes beyond that information required for relocation analysis. Relocation interviews in this area revealed that the section's residents are relatively youthful, have comparatively low incomes and have a low percentage of home ownership. Except for these observations, Section I will not be included in the summary and analyses of this chapter. For a summary of structural and environmental conditions in the section, see Chapter 3, pages 5 and 6.

In Section IA family attitudes point to a need for renewal treatment. Residents were relatively unfavorable in rating the quality and condition of their own dwellings, they generally felt the neighborhood would get worse and they made widespread criticism of neighborhood features and facilities. Structural factors indicate that rehabilitation might appropriately be the predominant renewal treatment for the area. The results of this chapter are somewhat ambiguous regarding the practicability of a rehabilitation program, however. Certain factors appear to enhance the feasibility of rehabilitation treatment; for example, residents have had long tenure in their present dwellings and they report, in general, intention to remain. Factors which would tend to lessen the feasibility for residential rehabilitation are the comparatively low percentage of home ownership, low income level, and, to some extent, the high average age. On balance, indicated for the section would be some combination of rehabilitation and clearance with detailed analysis required to determine feasibility for individual structures.

The family attitudes survey shows that residents of Section II are aware of at least some negative characteristics of their environment. They feel that in the future the neighborhood will be worse than it is now, and in particular they recognize that increased traffic and commercial expansion will be detrimental to the quality of residential environment.

Buildings in this section generally are very old with the result that considerable structural deficiencies exist. However, most Section II residents report satisfaction with the condition of their dwelling quarters. Indicators of the feasibility of rehabilitation treatment as measured in this chapter are somewhat ambiguous regarding Section II, as they were with Section IA. Blocks 10 and 11 have a very high proportion of families having relatives living in the neighborhood, a fact which would indicate probable strong attachment to the neighborhood and likelihood of cooperation in physical upgrading. Neighborhood attachment is borne out somewhat by the relatively long dwelling unit tenure of residents. The fact that Section II respondents are generally favorable to neighborhood features and facilities also provides a working base for the development of a rehabilitation program.

Other factors, however, would tend to make voluntary residential rehabilitation more difficult, or, from another point of view, to make clearance easier. Even though a high degree of neighborhood attachment exists, on an over-all sectional basis, there is a surprising proportion of families thinking about moving. The income level in the Section is comparatively low as is the percentage of home ownership. The relatively high average age would in one sense, make clearance more of a hardship, at the same time reducing the practicability of long-range rehabilitation. Again in long range terms, a rather complete change in land use is apparently inevitable. However, unless stimulated, the change-over will likely take place over an extended period of time.

Based on this variety of considerations a combination clearance-rehabilitation program seems indicated. The clearance tool could be utilized to bring about needed physical changes and improvements, such as construction of an inner-loop roadway to serve the section. Rehabilitation, however, to the extent possible should be the predominant tool for Blocks 10 and 11. The residential upgrading portion of the program in Section II should be viewed as an improvement for an interim period of time. During this time the forces already at work in the section will gradually reduce the appropriateness for continuation of residential use. These forces are the continuing aging of the population and tendency for younger families to move away, both of which reduce the strength of present neighborhood ties; the continuing aging of the housing stock, whose life would be extended by the renewal program; and gradually increasing pressure for expansion of the Central Business District uses beyond Broad to Pearl Street. Therefore, by the end of the amortization period, the Section will likely be ready, physically and socially, for a more complete change of character. To force that change prematurely would run the risk of social dislocation and unnecessary hardship to many area residents.

In Section III all the indicators point to the need for renewal and, further, lean strongly toward the use of extensive residential clearance. Respondents tended, more than in other sections of the first priority study area, to rate their own dwelling quarters unfavorably. By a considerable majority, they felt their neighborhood would get worse rather than better. Finally, they expressed a predominantly negative attitude toward neighborhood features and facilities. The other indicators studied uniformly warn against the practicability of extensive residential rehabilitation, and would tend, rather, to enhance the feasibility of clearance. The section is occupied by comparatively young families whose rate of housing turnover exceeds all other sections of the first priority study area. The section is faced with both a relatively low income level and a low proportion of home ownership. In only one block, 76, is there any significant incidence of strong family-neighborhood ties. In the other blocks of the section there is a small number of families having relatives living in the neighborhood, less than 5 percent in Blocks 16 and 80. Finally, in comparison with other sections in the study area, more residents here reported themselves to be thinking of moving or definitely planning to move. These factors all point to comparative instability in neighborhood soundness and composition, and indicate a favorable climate for the effectuation of a clearance program with a minimum of hardship to area families and with the expectation of cooperation from them.

The analyses of this chapter point to a distinct need for renewal in Section IV, an area comparable, in many respects, with Section III. Section IV, too, is composed of relatively younger families or single persons with a relatively high rate of housing turnover. Transient residency is, in fact, the prevailing characteristic in some parts of the section. Section IV contains a low level of home ownership and a comparatively low level average family income. Block 91 reports a high amount of family-neighborhood ties; on the other hand, Block 93 has a small number of such ties, and the section as a whole is average in this respect. Respondents in Section IV generally revealed a comparative willingness to move, as expressed by the replies that many of them are already thinking of moving or are definitely planning to move. This section, like Section III, exhibits a climate apparently favorable to clearance treatment. However, consideration of the physical aspects of residential uses in the section reveals that conditions vary considerably within the section, and that some parts could very well be saved. Studies of replies in the survey signify that respondents' answers of the questions varied depending on the specific part of the section they lived in. Based on examination of all these matters, a combination clearance and rehabilitation treatment is ostensibly the most appropriate for Section IV. A more detailed delineation of clearance and conservation boundaries would have to be based on the more detailed analysis of the project planning phase.

In Section V residents gave a generally unfavorable rating to their dwelling quarters and, further, stated their judgment that the neighborhood would worsen with the passage of time. These statements would signify that families are concerned about problems which renewal to some degree could alleviate. The other indicators examined in the chapter point, almost uniformly, to a high feasibility for a voluntary residential rehabilitation program in Section V. For example, section residents have a long average tenure in their present dwelling units, and almost all of them report that they plan to remain where they are. Further confirming the preliminary judgment, there is a large amount of home ownership and a relatively high average family income. Respondents' generally favorable responses regarding neighborhood features and facilities gives another foundation on which to base an overall restoration of the section.

In terms of the attitudes of the residents, Sections VI and VII have a somewhat lower priority for renewal treatment than do the other sections. If early renewal action were to be undertaken in this area, the indicators point strongly toward rehabilitation and conservation, with some localized exceptions in each section. Residents of both sections are generally favorable in their comments regarding neighborhood features and facilities. Section VI respondents felt that their neighborhood would hold its own, or remain about the same in years to come, whereas, in Section VII persons interviewed foresee an actual improvement in their surroundings. This was the only section in the first priority study area to make such an

evaluation about itself. Although these sections tend to contain relatively younger families with only moderate lengths of tenure in the present dwelling unit, the overwhelming majority of families plan to remain where they are. There is a large amount of home ownership in these sections. They lead all other sections in the study area in terms of average family income. If renewal were to be undertaken here, these factors would all tend to enhance the prospects for rehabilitation treatment.

The fact that residents in Sections VI and VII are concerned about the future expansion of Wesleyan is an important consideration in the evaluation of this area. Because the university already owns considerable property in both sections, and because it appears to be expanding its holdings, the possibility exists that the present residential character of the area will be changed over a period of time. The way in which this might take place would depend to some extent on what the university plans to do in the area. It has already begun construction of dormitories in the northerly portion of Block 90. Therefore, the factor of university expansion as a private "redevelopment activity" may have a bearing on ultimate decisions as to the future of the sections under consideration.

CHAPTER 5.

RELOCATION LOAD

5. RELOCATION LOAD

Residential Relocation

Information on the number of families in each section and family characteristics, i.e., family size, income, race, tenancy, etc., is based on a 20 per cent sample family interview survey conducted as part of the CRP analysis. Relocation estimates are made by projecting the sample to 100 per cent of dwelling units counted during structure inspection. An effort was made to get a "true" sample, by interviewing every fifth family, and not just any 20 per cent who happened to be home when the interviewer was working. This procedure required that numerous call-backs be made, often in evenings or on weekends, before the family could be found at home. A 20 per cent sample is considered adequate to establish a general range of family characteristics in the study area. It would not, of course, be complete enough for actual project planning, which requires that an attempt be made to interview every family.

Based on statistics developed from the sample interviews, tentative rehousing needs have been estimated for the high priority area. These estimates are detailed enough to permit a realistic evaluation of the relocation implications of renewal activities in the area. The rate at which renewal should be undertaken, the way it may be staged, and a tentative estimate of new housing resources which need to be created can be developed from this data. The estimates therefore give an advance picture of what new housing programs the City should consider to complement its renewal plans. In these ways, early steps may be taken in the preparation of a realistic relocation plan, which can be ready for effectuation at the time the Urban Renewal Plan for a project is submitted to HHFA for review. An acceptable relocation program is a prerequisite to HHFA approval of project plans, but even more importantly, it must be a key objective of the community in the carrying out of its renewal program.

For the purpose of estimating the potential relocation load, a very tentative designation was made of properties to be acquired. The actual load could be higher or lower depending on whether a fewer or greater number of

properties were actually acquired. Nevertheless, the final total load should be in the general range of the estimate projected here. (See Table 5-1, page 57). The estimated relocation load is shown, section by section, permitting an evaluation of the relocation to be generated by each portion of the first priority area.

Determination of the type of rehousing needed for each family (as shown in Table 5-1) was based on present tenancy status, i.e., owning or renting, and stated family income. Income limits for eligibility for both federally aided low rent public housing and state aided moderate income public housing have been established by the Middletown Housing Authority. Families apparently eligible for low rent public housing according to their stated incomes have been tentatively assigned to this resource. There is a relatively small amount of existing standard private rental housing in sound neighborhoods at the low rental levels required for these families. In the same manner, families and single persons apparently eligible by age and income for housing for the elderly have been tentatively assigned to this resource, although Middletown does not at present have housing specifically designed for the elderly. Similarly, families eligible for moderate income public housing have been tentatively assigned to that resource in Table 5-1. However, some of these families may actually be relocated into private rental housing (see discussion on housing resources, below), because the income range for these two housing types overlap somewhat. Families who presently own their own homes, and who give indication of being able to purchase new homes are tentatively assigned to private sales housing. The remainder, families not covered under any of the other categories, are considered in need of standard private rental housing.

Local Policy Considerations

An urban renewal program should be thought of as a positive means of providing improved housing for the community's citizens. Viewed in this light, relocation becomes more an opportunity than a burden. When the objective of making available better housing is vigorously pursued, the most serious objection to renewal becomes one of its chief advantages.

One measure of the success of a renewal program is the extent to which it replaces or causes to be replaced the housing units being demolished. This is particularly true for housing in the lower and middle cost ranges, because these generally are the units being eliminated. Relatively higher cost units are seldom a replacement problem as these tend to be produced in accordance with the extent of the market demand. Even without a program of demolition of substandard dwellings, a growing city needs a steady supply of new housing to meet the needs of expanding population. In conjunction with an active renewal program an even greater rate of new construction will be needed. Some of this new construction may very well take place within redevelopment areas, but undoubtedly some of it will also take place in other locations in the City. The selection of sites for new housing is an important policy function that goes along with a renewal program. Cooperation of citizen groups can be very helpful in the selection of sites and the creation of a favorable climate of opinion throughout the community for such development. Careful consideration must be given to the relocation of minority group families being displaced. It is important that where segregated housing patterns now exist, a positive relocation program will take steps toward its elimination. A major objective should be the enhancement of housing opportunity for minority families.

Report on Family Relocation in Connecticut

In July, 1963, the Connecticut Advisory Committee to the United States Commission on Civil Rights published a study which it had prepared, Report on Connecticut: Family Relocation Under Urban Renewal. This study analyzed problems of the urban renewal relocation program in the state and made recommendations regarding it. Because this material is relevant to the preparation of relocation plans and policies in Middletown, parts of it are summarized here for consideration.

The committee observed that the major difficulties in relocation were with racial problems, low incomes, families with many children and multi-problem families. The study discloses that, "such integrated communities (approximately half white, half non-white) as existed prior to relocation were rarely preserved during the process and that, more often, a polarization took place, with whites using this opportunity to flee from racially mixed neighborhoods into ones which are either all-white or mostly white in composition, while the overwhelming majority of Negroes ended up being relocated in neighborhoods having 50 percent or more Negroes". Among relocated Negro families there was an increase from 12 to 21 percent of families living in mostly white neighborhoods, to this extent a breaking down of segregated patterns. However, there was a reduction in families living in half-white, half-Negro neighborhoods (49 percent to 41 percent). And perhaps even more important, "the proportion of Negro families living in mostly Negro or all-Negro neighborhoods remained at 38 percent -- virtually the same percentage which had been living in this type of neighborhood prior to relocation". Over-all, then, based on this study, the breakdown by urban renewal of segregated residential patterns was slight. One encouraging factor is that, "a far smaller percentage of LPA* relocated families ended up in racially segregated neighborhoods than did families who relocated themselves". Based on these statistics the Committee concluded, "Our experience shows that unless the local authority actively promotes desegregation at the time of relocation, it will inevitably perpetuate further residential segregation. This calls for a rigorously executed positive policy of diversity by design. Otherwise, the physical renewal that Federal programs bring to the city may produce further human blight in the lives of low income non-white families."

One of the factors which reduces the amount of assistance given to families by the local relocation officer, and which reduces the percentage of families actually relocated by him, is the phenomenon of panic moving. As described in the Report, "families to be relocated enter the relocation officer's workload only after the LPA has acquired the subject property. By this time, however, most of the families involved have become aware that they must move quickly. Panic often ensues, for the pressure to move before the building is taken becomes great. There is anxiety, fear, and the lack of

*Local public agency, usually the redevelopment agency.

understanding regarding the entire urban renewal concept and the specific program. When the LPA does finally start to work with the families to be relocated it is often too late to start an adequate educational program about the rights and opportunities open to these families on the renewal site. It is evident that some provision must be made to launch at least the information-sharing aspect of the relocation process considerably before the current entrance into the LPA workload. "

The process of urban renewal has brought into the open many long hidden urban social problems. The Report continues, "It appears to the subcommittee that the dissatisfaction of the relocated families arises not only from the racial patterns resulting from relocation but from a variety of accompanying social problems. In many instances relocation acts as a spotlight illuminating the grave problems of the hard-core (problem) urban families. The conference on relocation held at Wesleyan University demonstrated that urban renewal consistently performed this 'spotlight' function, arousing indifferent communities to the social, economic, and other problems upon which existing community efforts have so little effect. Increasingly the complex of urban ills is being attacked on an over-all basis by foundation-sponsored health, employment, education, and welfare organizations such as Community Progress, Inc., in New Haven. The need for new forms of help is also sensed, if poorly articulated, by the subject families themselves. "

The Committee found that redevelopment agencies were well aware of the existence of these problems. "In all interviews except one, the LPA officials lamented the lack of adequate facilities and personnel for dealing with the manifest social problems. Most relocation officers stated that they would and did do whatever they could to ease or solve a pressing problem, but that any larger personal involvement would be destructive of their main task -- physical relocation. "

The Committee conclude their work with a series of recommendations to the Urban Renewal Administration to serve as guidelines for future residential relocation. These included the following:

"The Local Public Agency must be committed (a) to encouraging and supporting all families in their efforts to live wherever they desire and are able, (b) to preventing the repetition of previously existing patterns of racially segregated housing, and (c) to making the maximum use of all Federal, State and local laws, ordinances, and regulations to accomplish the purposes just stated. "

"Home-finding and rehousing must not continue as an unplanned operation. It must be central in the urban renewal process. URA policy should condition approval of grants to projects on the prior availability of standard housing, physically verified, or on firm plans to supply sufficient housing through new construction or rehabilitation. . . We urge. . . more personal contact by (the) LPA with the families themselves. "

"The families to be affected by the project should be informed. . . at the outset of launching a project and before relocation actually begins: (a) of the scope of the project and its residential implications for them; (b) of the aid available to them from the LPA; (c) of the existing State statutes on

discrimination in housing; (d) of the housing possibilities already known to be available from the prior supply study. Furthermore, the preference and needs of the families as to location, kind, and cost of housing should be determined, if possible, at this initial conversation, and should guide the LPA so that it can meet specific housing needs. These initial interviews at the first survey of site occupants may prove very helpful in avoiding the panic reaction we have described. "

"The LPA should include a trained staff member to insure that community support will be given during and after relocation in those situations which stand in the way of successful rehousing -- such as poor health, inadequate income, insufficient furniture, ignorance of urban standards of homemaking, and other family or social problems. Because relocation creates a crisis for most families, it offers a uniquely advantageous occasion and opportunity for bringing constructive services into direct use. This trained staff member should be charged with the responsibility for enlisting and coordinating the assistance of the social agencies within the community and encouraging the families to use the services available. He might well be the staff member responsible for maintaining formal contact with displaced families following their relocation for a longer period than at present. "

"Since public housing is an important resource for rehousing, its image and actual operation must be significantly improved. . . The scheduling of additional public housing construction by the Public Housing Authority and the selection of sites for it should be closely coordinated with all other renewal activities of a given city. "

"Federal grants should be awarded to only those cities which demonstrate commitment to codifying, strengthening, and enforcing standard housing and health and building codes. "

The Report's final comments were these: "If these recommendations are adopted and implemented, family relocation need no longer be an obstacle to urban renewal; it will become its key constructive and positive element. By achieving the rehabilitation of people along with the rehabilitation of structure, and by encouraging diversity throughout the community, relocation will no longer be a painful process, the price paid for progress, it will be a fundamental part of progress itself. "

Existing Local Housing Resources

Housing resources in Middletown have been analyzed to assay the ability of the existing inventory to absorb families displaced by renewal. The following objective, as stated in the URA manual, has been used as a guide in evaluating the City's existing resources:

Families displaced by a Title I project shall have the full opportunity of occupying housing that is decent, safe, and sanitary, that is within their financial means, and that is in reasonably convenient locations.

The Middletown Housing Authority operates 190 units of federally aided low rent public housing with an annual turnover rate of 18 per cent or 34 units, and 198 units of state aided moderate income public housing with an annual turnover rate of 18 per cent or 36 units. The City does not have any public housing specifically designated as housing for the elderly. Because families displaced from urban renewal areas tend to have relatively low incomes, the existing public housing resources will be a valuable asset to Middletown's contemplated renewal activities.

The private rental housing market in Middletown appears to be fairly tight. Virtually all new residential construction in the City in recent years has been single family detached housing. Only within the past year or so has a beginning in garden apartment construction been made. Rental units which do exist are generally in duplexes or in multi-family tenement buildings. Being older buildings, they are found predominantly in the older areas of the City. A portion of this rental inventory is located in areas that are being considered for urban renewal treatment. There is an existing turnover of rental housing, some of which is in the range of \$60-\$90 per month. Some of this turnover takes place without recourse to rental agencies or newspaper ads, the information on vacancies simply passing by word of mouth. Units tend to rent quickly in keeping with a tight market. Further, as rental units are removed from the market through renewal, an even tighter situation in rental housing will be created unless new units are built to replace those being lost. The statistics indicate, therefore, that some new rental housing will be needed to relocate successfully those families who desire or need this type of housing.

Recently there has been a considerable amount of new apartment construction in Middletown. Several units have just been completed; others are under construction or are being planned. Hillside Apartments, on Hillside Avenue, which contain 28 dwelling units, were opened for occupancy late last year by Edison Realty Company. The development contains one and two bedroom apartments renting for \$125 to \$135 a month, including heat, hot water and air-conditioning. Also on Hillside Avenue, across the street from the Hillside Apartments, are the Garden Apartments, Inc., which

contain 16 dwelling units of three and four room apartments. Rentals here are reported to be \$135 a month, also including heat, hot water and air-conditioning. These units have recently been opened for occupancy.

On Washington Street are two other developments, Park Washington Apartments and Washington Arms Apartments. Park Washington is currently under construction by Coughlin and Coughlin Real Estate, at the intersection of Washington Street (Route 6-A) and Route 72. It will contain 44 units, and reportedly will rent from \$100 to \$130 per month for two and one-half and three and one-half room units. Washington Arms Apartments, another Edison Realty Company development, is also under construction. It will contain 21 units, with rentals reportedly ranging from \$75 to \$110 for studio apartments and from \$100 to \$110 for one bedroom units.

Two developments for Newfield Street are also contemplated. Meadoway Gardens, being constructed by the Carabetta Brothers Construction Company, is planned to have more than 100 units. Nearby, the Randall Construction Company is putting up the Arawana Apartments, a 12-unit venture. Other details are not yet available for these two developments.

The total of all these developments is over 200 units. The majority of the reported rentals are in the moderate to luxury class, particularly because most of the units are small. While the moderate and luxury units will be suitable for relocation of a number of families, only a development containing two, three and even four bedroom units with rentals ranging from \$65 to \$110 per month would really come to the heart of the relocation needs for private rental housing. Builders in other cities under the federal 221-d-3 program have established rentals in this range, and it may be that one of the developments projected for Newfield Street will accomplish this, or that other similar developments will be proposed. The 221-d-3 is intended to produce good private rental housing for families of low or moderate incomes, particularly those who have been displaced by urban renewal. The program contains a provision for FHA insurance of below-market interest rate mortgages to reduce rental and cooperative housing costs where the normal rental market does not meet the need. Projects may be developed by public agencies, cooperatives, private non-profit corporations or limited dividend corporations. The term of mortgage and ratio of loan to value are higher than with most conventional and other FHA mortgages.

Sales housing is relatively plentiful in Middletown at a price of \$14,000 or above. Some houses are available in the \$12,000 to \$14,000 range. Little or no sales housing in standard condition is available at prices less than \$12,000. Based on the accepted standard that a family can afford to purchase a home at twice its annual income, families with incomes of \$6,000 or more can be considered to be in the sales housing market. This figure could be reduced somewhat if the family has considerable equity in its present home. It is reported that financing is readily available to families whose financial position makes them eligible.

Residential Relocation by Section

Table 5-1, page 57, shows a total estimated relocation load of 692 families, if renewal action is undertaken in all sections of the high priority study area. If any sections are excluded, the totals will be decreased accordingly. Table 5-1 also indicates the amount of each type of rehousing apparently needed. Housing types analyzed are federally aided low rent public housing (LR), federally aided housing for the elderly (eld), state aided moderate income housing (MI), private rental housing and private sales housing.

In order to test the relocation impact under various possible project delineations, several hypothetical projects have been outlined. The first hypothetical project includes only Section I, the second contains Sections IA, II, III, and IV, and the third hypothetical project is made up of a combination of the first two, i. e., Sections I, IA, II, III, and IV. The fourth hypothetical project includes the entire first priority study area. In these analyses Section I is assumed to be predominantly residential clearance, Section IA to be predominantly residential rehabilitation, Section II predominantly residential rehabilitation with some clearance for contemplated project improvements, Section III predominantly residential clearance, Section IV a combination of residential clearance and rehabilitation, and Sections V, VI and VII predominantly residential rehabilitation. Each of the various housing types being studied will be evaluated in turn for each of the four hypothetical projects described above. For the first, a two year relocation period is assumed. For the three others a four year relocation period is assumed.

TABLE 5-1*

Estimated Family Relocation Load
 In First Priority Study Area
 By Housing Category Range

Section	(1)			(2)		(3)		(4)		(5)		(6)	
	T O T A L S			LR		Eld		MI		Private Rental		Private Sales	
	All	W	NW	W	NW	W	NW	W	NW	W	NW	W	NW
I	228	114	84	27	34	16	0	16	15	62	23	23	12
IA	14	14	0	1	0	6	0	1	0	4	0	2	0
II	42	42	0	0	0	9	0	9	0	19	0	5	0
III	197	176	21	10	10	11	0	39	4	89	7	27	0
IV	159	130	29	28	11	12	0	46	14	40	4	4	0
V	13	13	0	0	0	2	0	2	0	5	0	4	0
VI	29	29	0	0	0	3	0	4	0	16	0	6	0
VII	10	10	0	0	0	0	0	0	0	5	0	5	0
Total	692	558	134	66	55	59	0	117	33	240	34	76	12
				121		59		150		274		88	

*Abbreviations used in relocation tables are as follows:

- LR - Federally aided Low Rent public housing
- Eld - Federally aided housing for the Elderly
- MI - State aided Moderate Income housing
- W - White
- NW - Non-white

Low Rent Public Housing (LR)

Dwelling units in Long River Village, Middletown's low rent public housing project, range from \$26 to \$77 a month, including utilities. Apartments range in size from 2-1/2 to 6 rooms. In the City there is little private rental housing in standard condition available at rents comparable to low rent public housing, particularly in the lower range of the scale. Units of this description that do exist tend to have several disadvantages regarding their use as relocation resources. They are predominantly one bedroom units which are unsuitable for families with children. They tend to be located in older areas of the City, some of which are being contemplated for urban renewal treatment. When renewal does go ahead, the demand for low rent apartments will be increasing at the same time as the number of such units is decreasing. In older areas that are not contemplated for early renewal activity, families tend to hold on to the good low rent units, or in many instances make them available to relatives and friends. For these reasons, this analysis assumes that private rentals comparable to public housing will not be available for relocation and that an adequate supply of public housing units will be necessary for a successful relocation process.

An additional consideration at this time is that of racial balance in public housing. It has been the Housing Authority's policy that a racial balance be maintained so that public housing will continue to be integrated. It has been reported locally that current demand from non-white families exceeds that from white families so that unless a balance is artificially maintained a largely or totally non-white occupancy will result. It appears, however, that if all displaced families are to be rehoused into safe, sanitary and decent quarters, units will have to be made available without regard to race or racial balance. Table 5-1 shows that of 121 families tentatively eligible for low rent public housing, 55 of 121, or 46 per cent are non-white. It is not clear at this time what effect an actual renewal relocation load would have on racial balance. If it should turn out that the bulk of renewal displacees in the low income category are non-white and the families are to be accommodated, then the racial balance in either the existing units or new units may become upset. This does not necessarily mean that a total segregated housing pattern need result. If new units are well located with respect to any other housing types (existing or new) which are likely to have predominantly white occupancy then the area will certainly not have any of the undesirable aspects of a ghetto.

It is up to the Housing Authority to decide what priorities it will give to families displaced by renewal, and its decision in this matter will largely determine the extent to which existing low rent public housing resources can meet the projected renewal needs. The Housing Authority's policy could range from giving first priority to renewal displacees on 100 per cent of its turnover, to giving first priority to renewal displacees on none of its available units. It is likely that the policy actually adopted would be somewhere between these two extremes. For purposes of analyzing housing resources let us consider the implications of these three cases, i.e.,

Case (1): first priority on a 100 per cent of dwelling unit turnover;
 Case (2): first priority on a portion of the dwelling unit turnover; and
 Case (3): no priority at all. To put Case (2) on a statistical basis, let us assume (for analysis only) that 31 per cent of available dwelling unit turnover would be made available to renewal displacees on a first priority basis. This figure is based on the Redevelopment Agency's experience in the Center Street Project, in which 31 per cent of families apparently eligible for low rent public housing were actually relocated into such housing. (This figure has only statistical meaning; it implies nothing about past, present, or future Housing Authority policy). The implications of these three cases will be considered for each of the Hypothetical Projects set up for evaluation.

As discussed above, there is a turnover of 34 units of low rent public housing each year, which means 68 units in two years and 136 units in four years. If these units were made available on a first priority basis for relocation, the following comparison of needs with resources results:

<u>Hypothetical Project - 1 (Section I only)</u>		
Case (1) First Priority on 100% of turnover		
Resources: 34 units/year x 2 years		68 units
Need: (From Table 5-1)		<u>61 units</u>
	Surplus	7 units
Case (2) First Priority on 31% of turnover		
Resources: 11 units/year x 2 years		22 units
Need: From Table 5-1		<u>61 units</u>
	Deficit	39 units
Case (3) No Priority		
Resources in existing housing		0 units
Need: (from Table 5-1)		<u>61 units</u>
	Deficit	61 units

The results range from a surplus of seven units to a deficit of 61 units, depending on the number of existing units made available on a first priority basis. Deficits indicated here would have to be made up by the construction of new units.

Making the same comparison for each of the three other hypothetical projects results in the following comparisons:

<u>Hypothetical Project - 2 (Sections IA, II, III, and IV)</u>		
Case (1) First Priority on 100% of turnover		
Resources: 34 units/year x 4 years		136 units
Needs: (From Table 5-1)		<u>60 units</u>
	Surplus	76 units

Hypothetical Project 2 (cont'd)

Case (2) First Priority on 31% of turnover	
Resources: 11 units/year x 4 years	44 units
Needs: (From Table 5-1)	<u>60 units</u>
Deficit	16 units
Case (3) No Priority	
Resources in existing housing:	0 units
Need (from Table 5-1)	<u>60 units</u>
Deficit	60 units

Hypothetical Project - 3 (Sections I, IA, II, III, IV.

Case (1) First Priority on 100% of turnover	
Resources: 34 units/year x 4 years	136 units
Needs: (From Table 5-1)	<u>121 units</u>
Surplus	15 units
Case (2) First Priority on 31% of turnover	
Resources: 11 units/year x 4 years	44 units
Needs: (from Table 5-1)	<u>121 units</u>
Deficit	77 units
Case (3) No priority	
Resources in existing housing	0 units
Needs: (From Table 5-1)	<u>120 units</u>
Deficit	121 units

The results for this hypothetical project range from a surplus of 15 units to a deficit of 121 units.

Hypothetical Project - 4

This project differs from Hypothetical Project 3 only in the inclusion of additional Sections V, VI, and VII. There is no projected relocation demand for low rent public housing in these three sections. (See Plate 5-1). Therefore, the comparison of needs and resources for this type of housing is identical to that for Hypothetical Project 3, discussed just above.

In comparing estimated resources with various projected needs, using a variety of assumptions as to availability of resources, the overall picture that appears is one of potentially inadequate low rent housing resources. Even where the unrealistic figure of 100 per cent availability is assumed the surplus of units is generally not significant. All of the low rent turnover could not be made available to renewal because there inevitably exist in a community emergency cases of families needing housing, as a result of code enforcement evictions, or for other reasons. An additional problem is that of not having the right size unit available at the time if is needed.

Where the apparent surplus of available units is small, this factor could make relocation very difficult. It would be less of a problem if new units were used as the relocation resource because the range of unit sizes could more or less be planned for on the basis of need established in a relocation survey.

If some existing low rent units are to be used as a relocation resource, HHFA will more than likely require that the Housing Authority make available on a first priority basis the number of units contemplated for such use. Whatever utilization is made of existing resources, any deficit will have to be met through the construction of new units. After analyzing Middletown's existing low rent housing resources, it is our feeling that in order to continue to meet present needs, and to adequately rehouse renewal displacees, a program of construction of new low rent public housing is definitely needed. Building such housing in conjunction with a renewal program would be taking advantage of an excellent opportunity to strengthen the City's housing resources. The problem of site location would be eased because of the likelihood that renewal could make some land available for this use. On the basis of the needs projected in this analysis (assuming that renewal activity of significant scope will be undertaken) a minimum construction program of 50 to 70 units of low rent public housing should be considered. It would be even more helpful in terms of meeting long range needs, including displacement due to code enforcement, if the City were to plan to provide this housing resource on a 1 to 1 basis, which would mean a construction program of 120 units. (These need not, and probably should not, all be built on the same site).

Housing for the Elderly (Eld)

Although low rent public housing is available only to families, housing for the elderly is available to eligible single persons as well. Throughout the first priority study area, in addition to the 59 families apparently eligible for such housing (Table 5-1), there are also 45 eligible single persons, resulting in a projected need for 104 dwelling units. Since there is no existing housing for the elderly in Middletown, the entire estimated relocation load for this type of housing would have to be met with new construction. Construction of more than the minimum number of units required might permit some tenants in the existing low rent project to move into elderly housing, thus creating additional vacancies for low rent needs in the present project. The estimated need for relocation housing for the elderly for each section of the first priority study area is shown below:

<u>Section</u>	<u>Dwelling Units For Elderly</u>	
	<u>Families</u>	<u>Single Persons</u>
I	16	14
IA	6	3
II	9	10
III	11	5
IV	12	8
V	2	1
VI	3	2
VII	0	2

This results in the following needs for each of the hypothetical projects:

<u>Hypothetical Project</u>	<u>Dwelling Units for Elderly</u>	
	<u>Families</u>	<u>Single Persons</u>
1. (Section I only)	16	14
2. (Sections IA, II, III, IV)	38	26
3. (Sections I, IA, II, III, IV)	54	40
4. (All Sections)	59	45

Moderate Income Rental Housing - Public (MI) and Private

Moderate Income rental housing is rental housing for families not eligible for low rent public housing. In Middletown this category consists of state aided moderate income housing projects (MI) and the normal private rental housing resources. The City is fortunate in having, in addition to the usual private rental housing, the state MI projects, which could be of particular help at the lower range of the moderate income rental housing category. Middletown contains three state aided moderate income housing projects, Sunset Ridge, Santangelo Circle and Rockwood Acres. These apartments contain four to six rooms each and rent for \$59 to \$70, plus utilities, per month.

In terms of the number of units needed as a relocation resource, private rental housing is by far the most important housing type. A study made of rental listings in the Middletown Press indicates that there is a turnover of units in the moderate rental category, including some units in the range covered by the state aided projects. However, in view of the limited private moderate rental resources available, and because of the expected tightening of this rental market due to renewal (see pages 54 and 55), we recommend that new construction be contemplated for the majority of the needed private moderate rental units projected by this analysis. Therefore it appears highly desirable that efforts be made by the Redevelopment Agency to encourage or sponsor construction of new 221-d-3 housing, which is the primary tool for production of new resources in this category. Because of high income, not all of the displaced families will be eligible for housing built under the 221-d-3 program. These families will be able to afford units in non-assisted private housing developments now under construction or being planned.

Projected housing needs in this category are shown in Table 5-1 columns 4 (families tentatively eligible for state aided moderate income projects) and 5 (families ineligible for the projects). All of the families in column 5 would, for purposes of this analysis, be relocated into private rental housing. Of those families in column 4, some would probably be relocated into the MI projects and others into private rental housing. In general it would be desirable that the lowest income families in column 4 be rehoused into the state-aided projects. However, a number of factors make it impossible to foresee at this time how many families might utilize this relocation resource. As with the low rent public housing, the Housing authority must set the policy as to what priority, if any, it will give to renewal displacees. The Housing Authority might decide, for example, that it would rather establish special income limits for low-rent public housing in order to minimize the number of displaced families entering the MI projects. This decision would increase the number of new low rent units needed. If some MI units were made available for relocation, there might still be the problem of not having the right size unit available at the time it is needed. Then there is the further consideration of the personal preference of the families themselves. For these reasons no attempt will be made here to establish what specific number of families would utilize each type of resource.

In order to gauge the magnitude of relocation needs in this category, the housing requirements will be shown for each of the hypothetical projects being analyzed. The needs will be divided into the three groups mentioned above, i.e., (a) those families tentatively eligible for MI housing, column 4 Table 5-1, (b) families needing private housing in the 221-d-3 range, and (c) families able to afford non-assisted private housing. Groups (b) and (c) are a further breakdown of the figures in column 5, Table 5-1. Housing needs for the four hypothetical projects are as follows:

Hypothetical Project 1 (Section I only)

Moderate Income Rental Housing Needs:

(a) Tentatively eligible for MI projects	31 units
(b) 221-d-3 private housing range	<u>54 units</u>
Subtotal	85 units
(c) Non-assisted private housing	<u>31 units</u>
Total	116 units

Hypothetical Project 2 (Sections IA, II, III, and IV)

Moderate Income Rental Housing Needs:

(a) Tentatively eligible for MI projects	113 units
(b) 221-d-3 private housing range	<u>135 units</u>
Subtotal	248 units
(c) Non-assisted private housing range	<u>28 units</u>
Total	276 units

Hypothetical Project 3 (Sections I, IA, II, III, and IV)

Moderate Income Rental Housing Needs:

(a) Tentatively eligible for MI projects	144
(b) 221-d-3 private housing range	<u>189</u>
Subtotal	333
(c) Non-assisted private housing range	<u>59</u>
Total	392

Hypothetical Project 4 (entire first priority study area)

Moderate Income Rental Housing Needs:

(a) Tentatively eligible for MI Projects	150
(b) 221-d-3 private housing range	<u>208</u>
Subtotal	358
(c) Non-assisted private housing range	<u>56</u>
Total	424

In evaluating needs in the moderate income rental housing category, we must differentiate between the three income categories used in the above tables. We can assume that families in group (c) will utilize private rental housing now being planned or under construction.

Additional public assistance will not be required to produce the housing needed by this group.

Categories (a) and (b), however, need housing at rents which cannot be produced in private market without governmental assistance. The total number of families in these two categories is indicated by the subtotals in the above tables. Let us assume that some portion of this total would be located into the state-aided MI housing and that the rest would be relocated into standard private housing.

On the basis of the analysis of existing resources we recommend that a minimum of 50 to 75 per cent of these moderate income rental housing needs be met with the construction of new dwelling units. Because the rental market is tight, it would not be unreasonable to consider encouraging the production of new housing equivalent to 100 per cent of projected needs. In numerical terms, these projections indicate that for hypothetical project 1, e.g., development from 45 to 65 units of new private rental housing in the 221-d-3 rental range will be needed to facilitate the relocation process. For hypothetical project 2, the range would be approximately from 125 to 185 new units; for hypothetical project 3 from 165 to 250 units; and for hypothetical project 4 from 180 to 270 units. These amounts are in addition to any demand that may already exist in the City. To the extent that apartments now being planned or built in the City fill the need shown here, the relocation problem in private rental housing will be correspondingly reduced.

Private Sales Housing

Because sales housing is relatively plentiful in Middletown, little or no problem is anticipated for the families apparently able and desiring to purchase their own home. The projected demand by hypothetical project is listed below:

<u>Hypothetical Project</u>	<u>Private Sales Housing</u>	
	<u>Number of Families</u>	
	<u>White</u>	<u>Non-White</u>
1. (Section I only)	23	12
2. (Sections IA, II, III, and IV)	38	0
3. (Sections I, IA, II, III, and IV)	61	12
4. (Entire first priority study area)	76	12

Summary of Residential Relocation

One of the most important aspects of urban renewal activity is a vigorous and positive rehousing program. For such a program to be successful it must have widespread local support. Interviews and meetings held as part of the CRP study disclose that considerable support for improved housing does exist in the community. The enlistment of active backing for new housing from among the ranks of citizens who favor these efforts is an important part of the public relations work for the renewal program. Adherents to the cause of improved housing must come not only from project area residents but also from citizens throughout the City. A program of this scope will inevitably bring about many changes in the City. The most obvious alterations will, of course, take place in the renewal area itself, but other neighborhoods, particularly any selected for the location of new housing may be apprehensive about real or imagined changes in neighborhood character. Active cooperation from residents in these areas can be achieved if preparations for any needed public facilities are coordinated with the housing construction, and if it is made clear that the new units will be attractive and designed to fit in with the existing neighborhood character. It should be noted that if a large renewal program is decided upon, considerations of staging, available sites, etc. make it more likely that many of the required new resources could be built in a sound manner within the project area itself.

The extent of relocation needs will vary, of course, depending on the size of project finally delineated. Estimates of relocation needs have been made for several possible projects. In cases where it appeared necessary, recommendations for the construction of new housing of various types has been made. Some additional low rent public housing will almost surely be needed for any but a very small project, unless the Housing Authority decides to make available virtually all of its vacancies of renewal relocation. If new construction is decided upon, the amount needed will be based on the extent to which existing units are made available for relocation. Construction of housing for the elderly is recommended. The number of units needed varies from approximately 30 to over 100 depending on the size of project undertaken. New private rental housing will also be needed. Because of the limited existing resources in this category, it is recommended that new units be constructed to satisfy most if not all the demand. However, because relocation into private rental housing is somewhat flexible, undoubtedly some of the relocation will actually be into existing units. The amount of existing moderate income public housing is deemed adequate for this category of relocation needs in the first priority study area, regardless of the size of project undertaken. Also, because private sales housing is rather widely available in Middletown, and because it is being regularly produced, no program for the production of additional units is recommended to meet anticipated needs.

New units of housing might be built within the project area, elsewhere in the City, or most likely, a combination of the two. Even though some of this would be private development, site selection will be a matter of concern for the Redevelopment Agency, Planning Commission, Mayor's Redevelopment Advisory Committee and other interested civic groups.

The recommendations made here work toward a major objective of the rehousing program, which is to strengthen the diversity of housing types available in the City in order to give a wider housing opportunity to local citizens.

Interviews and discussions with Middletown residents reveal that some local people have negative attitudes toward public housing. It is, however, a valuable tool for renewal and rehousing. Design techniques and Federal Public Housing Authority attitudes have improved substantially in the past few years, making possible a far wider range of creative possibility for this housing. It does not have to be regimented or barracks-like but can have a residential character that will fit into virtually any neighborhood. Public housing does not have to be grouped in large projects but can be developed in smaller clusters of units on scattered sites. The objective of a greater degree of racial integration in housing would be advanced by not having public housing located all in one place. It may also be possible to coordinate the design and construction of new public housing, housing for the elderly, and private rental housing on adjacent or nearby sites.

CRP analysis also indicates that a greater degree of social work among low income families being relocated would be beneficial. This work should begin prior to displacement so it can help families prepare for the adjustment. It would assist with moving plans and offer guidance for the furnishing and decoration of the new dwelling unit. Contact should be continued for some time after relocation to assure that a proper adjustment has been made by the family in its new environment. Long term social work may include training in homemaking, counseling on family problems and even job training if necessary. The acceptance of this special help should be on a voluntary basis, but should be made available to all families desiring it. Whether the work should be done by the Welfare Department, Public Housing Authority, Redevelopment Agency or by private social service organizations is a matter of policy to be determined locally, but, the Relocation Office of the Redevelopment Agency should in any event act as a coordinating link between the family and the assisting organization.

Nonresidential Relocation

It is considerably more difficult to estimate in advance the amount of non-residential displacement that may take place. The decisions regarding acquisition or non-acquisition are more complicated; the factors of structural condition, functional obsolescence, economic condition and effect on environment must all be considered. There is a much wider scope in non-residential property for rehabilitation and conservation. Structural renovation and modernization are coordinated with over-all improvements in the immediate vicinity, e. g., new parking, to which the conservation properties must be tied in. For these reasons much of the detailed study that leads up to a decision regarding acquisition can only be done during the project planning phase, and each decision must be made on an individual basis. An added complication is that when commercial or industrial enterprises relocate, almost invariably their space needs and layout requirements change. They may be larger or smaller, may change to one story operation, may need new loading facilities, and so forth. Therefore, only a relatively general indication of the nonresidential relocation problem can be given. A very tentative tabulation of potential displacement has been made, simply to gauge the magnitude of the problem that may be encountered. Estimates of properties to be affected by each of the hypothetical projects is as follows:

<u>Hypothetical Project</u>	<u>Estimated Nonresidential Displacement</u>		
	<u>Commercial</u>	<u>Industrial</u>	<u>Semi-Public</u>
1. (Section I)	27	7	5
2. (Sections IA, II, III, IV)	27	6	2
3. (Sections I, IA, II, III, IV)	54	13	7
4. (Entire first priority study area)	59	13	7

Most of these properties are small; a few of the larger ones have already been mentioned and discussed in other sections of this report. Some smaller industrial enterprises would probably find relocation into existing loft space satisfactory. In general, however, whenever possible, the industrial and heavy commercial operations should be relocated outside the central area. Outlying sites generally are more efficient for the operations involved, and the adverse environmental effect on other central area uses is eliminated. It will undoubtedly be necessary for the City to provide positive assistance in the preparation of sites appropriate for this contemplated relocation.

Many downtown businesses and retail establishments in the first priority study area will undoubtedly be able to remain in their present locations and participate in the renewal effort through a program of renovation and modernization. To the extent economically feasible and in accordance with the needs of an over-all redevelopment plan, they should be encouraged to do so. In some cases, however the over-all plan might require the acquisition of properties in order to make possible project improvements or land assembly for a specific purpose. Of at least equal importance, the removal of blighted and obsolete

structures is an important objective for renewal in the downtown area. This objective should not be lost in the attempt to preserve as many existing structures as possible. If any significant number of deteriorated structures are permitted to remain, the opportunity for effective renewal will be greatly weakened. The two objectives are to some degree, then, contradictory, and a careful weighing of each situation will be necessary to produce the proper balance of clearance and conservation. Many firms which may want to remain in their present quarters would actually benefit from relocation into new and modern quarters. If they become convinced of this, and of the commercial benefits of renewal, they will be unlikely to oppose displacement. In any case, because some commercial displacement is inevitable in any plan extensive enough to be meaningful, it is important that the Redevelopment Agency take steps to develop a close working relationship with the downtown business community and to maintain the support for renewal which now exists within it.

Contact with downtown merchants and other business people during CRP research revealed that some of them are eager for greater opportunity for participation in redevelopment. As one respondent put it, "The net result should be of benefit to all while causing the least harm to those now in the area. Any renewal changes should allow present local businessmen and local realty investors to carry out, and benefit from renewal projects." The Willard Center Project in Providence, Rhode Island, and the Wooster Square Project in New Haven illustrate that this concept can be successfully accomplished. In both projects local business firms from the project area itself were the primary redevelopers. In Providence they formed a corporation to construct a retail center on cleared land behind, or near, their former stores. They continued in their old stores until the new building was completed. When they moved into the new quarters, their old buildings were torn down to provide land for parking. In New Haven, many of the developers in Wooster Square have been a variety of local firms who have bought and developed separate individual sites, near the locations from which they were displaced. We recommend, therefore, that the Redevelopment Agency establish the policy that, to the greatest extent possible, local merchants and businessmen will be given the opportunity to participate actively in the renewal program.

The dislocation of small businesses by renewal can be a difficult occasion for the firms affected. However, evaluation of nationwide experience reveals that the final result for small business is largely favorable. In a report issued by the Federal Small Business Administration, William N. Kinnard, Jr., and Zenon S. Malinowski, of the University of Connecticut, made the following summary: "Over 75 percent of business firms dislocated by urban redevelopment and urban renewal projects in the United States have relocated successfully.

"Some dislocated firms have neglected to take advantage of available assistance much to their own regret.

"Among the nearly 25 percent of dislocated firms that go out of business or disappear, some are submarginal and substandard operations that could not exist in any area or under any circumstances other than those of a slum area. Of the firms that do relocate successfully, by far the largest proportion relocate in the same city. Nearly half relocate within 1 mile and over a third within one-quarter mile.

"As far as can be determined, the great majority of firms that do relocate successfully are better off in their new locations within 6 months to a year,

"The net result in over 85 percent of relocations is increased business - and higher profits."

Provisions in the proposed Federal Housing Act of 1964, if enacted, would provide additional relocation aids to very small businesses affected by a renewal program.

CHAPTER 6.

COST ESTIMATES AND FINANCING POSSIBILITIES

6. COST ESTIMATES AND FINANCING POSSIBILITIES

Preliminary estimates have been made of the cost of undertaking renewal in the first priority study area. Because many decisions remain to be made regarding the details of proposed renewal activity, the figures cannot be considered as definitive. However, they include analysis of all the cost items that go into a renewal project, and provide reasonable estimates based on this analysis. They establish a "cost level" which is generally in line with major renewal expenses likely to be incurred in this high priority area.

As was done in the relocation analysis (Chapter 5), several renewal projects are delineated, and preliminary cost estimates made for each one. This permits comparison of possible alternatives. The hypothetical projects established for purposes of these cost estimates are:

- (1) Section I only.
- (2) Sections IA, II, III, and IV.
- (3) A combination of these two; Sections I, IA, II, III, and IV.
(See Plate 6-1, following page 73).
- (3A) Section VI added to Project (3) (see Plate 6-2, following page 85)
- (4) Several variations of these are also considered and their estimated costs analyzed.

The major items for which cost estimates are shown, and the basic elements which make them up are as follows:

Survey and Planning - Includes all administrative, physical planning, legal, acquisition and reuse appraisal, preliminary engineering and other costs which occur prior to the final approval of a project; i.e., before it enters the "execution" stage.

Administration - Includes renewal administration and coordination; administrative expenses for land acquisition, disposition, conservation activities, costs of relocation and property management staffs, etc. during execution.

Land Acquisition - Includes the cost of property to be purchased.

(For these preliminary estimates, the assessed value multiplied by an acquisition factor was used.)

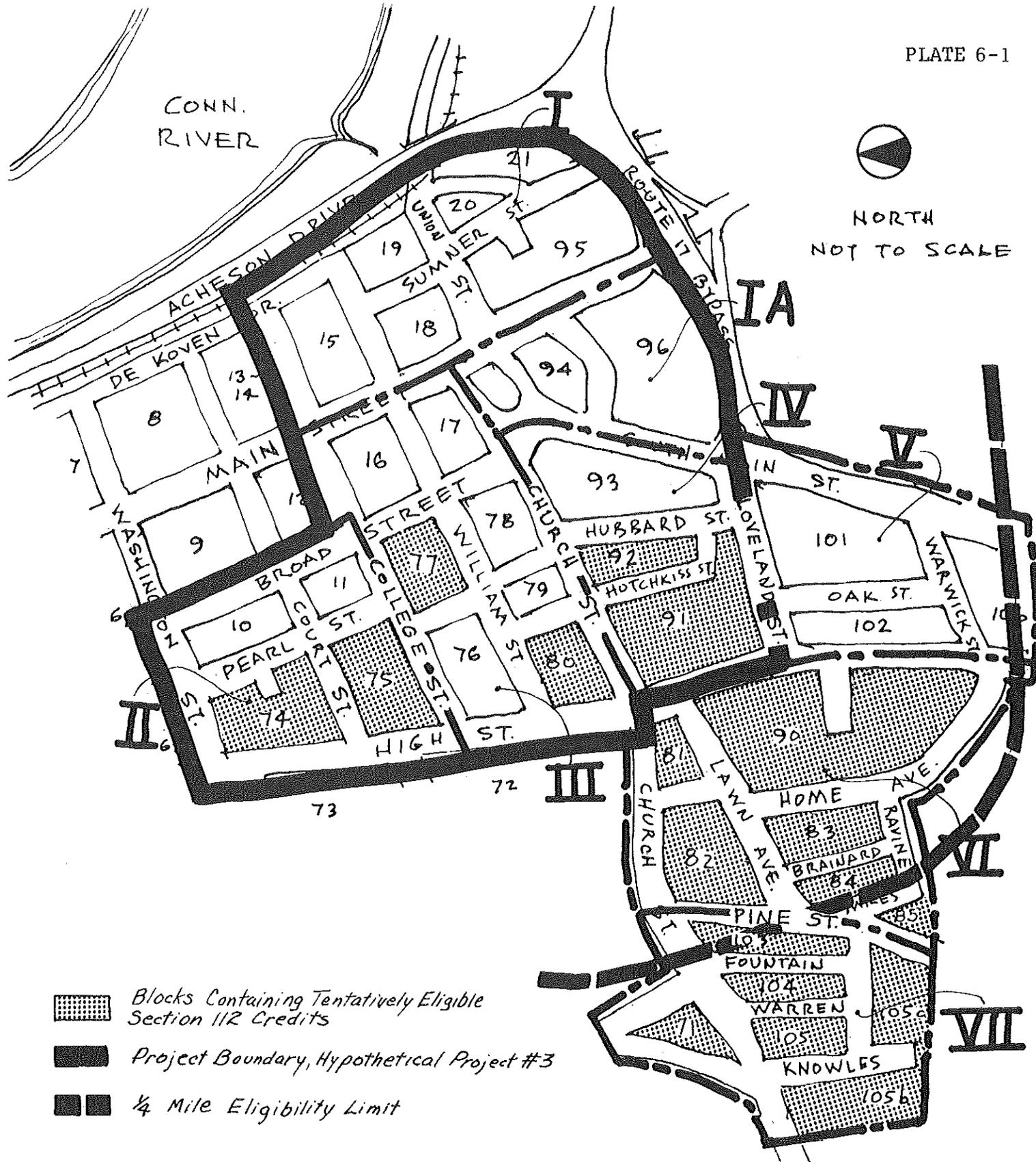
Demolition - Includes the cost of removing buildings, removal of obsolete utilities and the clearing of sites.

Project Improvements and Supporting Facilities - Includes costs of new streets and sidewalks, storm drains, sanitary sewers and other public utilities. Also the eligible costs of schools, parks, fire stations, electric, telephone, water and gas lines, grading, public parking, public tree planting, etc. (See note below)

Contingencies and Miscellaneous - Includes amount for contingencies, interest payments on loans, and the cost of federal project inspection.

Based upon the six (6) categories of cost enumerated above, and the hypothetical renewal project areas shown on Plate 6-1, the following preliminary cost estimates are derived:

NOTE: Estimates for these items include the eligible cost of relocated utility lines and other facilities necessitated by project activities, and the eligible cost of new facilities installed to serve the project area. An expensive item under this category is new storm drains and sanitary sewers. In an assessment for the CRP of facilities under its jurisdiction, the Department of Public Works has reported that the present sewer system in the entire high priority study area is unsatisfactory. (See Exhibit A, page 91). Therefore, the replacement of these lines by new, modern, and adequate size lines is contemplated as part of future renewal activity. It is one of the important physical objectives of renewal in the central area.



ANALYSIS OF SECTION 112 CREDITS
HYPOTHETICAL PROJECT 3

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
Raymond & May Associates

TABLE 6-1

COST ESTIMATE, HYPOTHETICAL PROJECT #1

Section I (See Plate 6-1)

Approximately 41 acres

Survey and Planning	\$ 100,000
Administration	250,000
Land Acquisition	3,000,000
Demolition	100,000
Project Improvements and Supporting Facilities	300,000
Contingencies and Miscellaneous	500,000
Section 112 Credits	<u>-0-</u>
<u>Gross Project Cost</u>	\$4,250,000
Land Proceeds	(-) <u>700,000</u>
<u>Net Project Cost</u>	\$3,550,000
Federal Share (75 per cent of Net Project Cost)	(-) <u>2,650,000</u>
Local Share (remaining 25 per cent of Net Project Cost)	900,000
State of Connecticut (one-half local share)*	(-) <u>450,000</u>
Cost to City	\$ 450,000

*The State contribution, under present State law is a long-term loan, repayable out of a portion of the tax revenue increase, if any, in the renewal project area (see Exhibit B, page 92).

TABLE 6-2

COST ESTIMATE - HYPOTHETICAL PROJECT #2

Sections IA, II, III, and IV (See Plate 6-1) Approximately 109 Acres

Survey and Planning	\$ 300,000
Administration	650,000
Land Acquisition	7,500,000
Demolition	150,000
Project Improvements and Supporting Facilities	1,650,000
Contingencies and Miscellaneous	1,300,000
Section 112 Non-cash local grant-in-aid credit*	<u>1,050,000</u>
<u>Gross Project Cost</u>	\$12,600,000
Land Proceeds	(-) <u>1,700,000</u>
<u>Net Project Cost</u>	\$10,900,000
Federal Share (75 per cent of Net Project Cost)	(-) <u>8,200,000</u>
Local Share	\$ 2,700,000
State of Connecticut	(-) <u>1,350,000</u>
Net Local Share	\$1,350,000
Section 112 Credit*	(-) <u>1,050,000</u>
Cost to City	\$ 300,000

* Section 112 credits are non-cash local grants-in-aid which may be used to meet the City's share of the cost of renewal, see Exhibit C, page 93).

TABLE 6-3

COST ESTIMATE, HYPOTHETICAL PROJECT #3

Sections I, IA, II, III, and IV (See Plate 6-1) Approximately 150 Acres

Survey and Planning		\$ 400,000
Administration		900,000
Land Acquisition		10,500,000
Demolition		250,000
Project Improvements and Supporting Facilities		1,950,000
Contingencies and Miscellaneous		1,800,000
Section 112 credits		<u>1,050,000</u>
<u>Gross Project Cost</u>		\$16,850,000
Land Proceeds	(-)	<u>2,400,000</u>
Net Project Cost		\$14,450,000
Federal Share	(-)	<u>10,850,000</u>
Local Share		3,600,000
State of Connecticut	(-)	<u>1,800,000</u>
Net Local Share		1,800,000
Section 112 Credits	(-)	<u>1,050,000</u>
Cost to City		\$ 750,000

Hypothetical Project #3 is made up of the two hypothetical projects #1 and #2, just discussed. It combines the most blighted section of the first priority study area with several other sections for which 112 credits are apparently available.

Alternates to Hypothetical Projects #1, #2, and #3

The first of the alternatives to the three hypothetical projects discussed so far, is to include Section V in Project No. 2 or 3. According to analyses in previous chapters, Section V is eligible and suitable for renewal treatment such as conservation and rehabilitation.

A number of factors argue for its inclusion. It is an integral part of the area included in Hypothetical Project 3 and a natural extension of Section IV. As a conservation project of only 22 acres, it is unlikely that it would be undertaken later by itself as a separate renewal project. It does not fall naturally into an alternative grouping outside the first priority study area. It is isolated by natural features from development to the south, southwest, and southeast. Because clearance in this section would be relatively minor, the project cost and relocation load from the section would not add substantially to overall totals. In regard to tax revenue, the tax picture would be about the same after renewal as before.

The primary reason against including Section V in the first project, is the possible feeling that it would make the overall project area too large. This objection might be raised locally, or perhaps at the level of federal review. For this reason, the addition of Section V is designated here only as an alternative to the Hypothetical Projects already discussed.

The cost estimate for Section V is as follows:

TABLE 6-4

COST ESTIMATE, ALTERNATE PROJECT

Section V (See Plate 6-1) Approximately 22 Acres

Survey and Planning	\$ 50,000*
Administration	50,000
Land Acquisition and Demolition	150,000
Project Improvements and Supporting Community Facilities	100,000
Contingencies and Miscellaneous	100,000
Section 112 Credits	<u>0</u>
<u>Gross Project Cost</u>	\$450,000
Land Proceeds	(-) <u>50,000</u>
Net Project Cost	\$400,000
Federal Share	(-) <u>300,000</u>
Local Share	\$100,000
State of Connecticut	(-) <u>50,000</u>
Cost to City	\$50,000

* It should be noted that these are estimated additional costs to be incurred if this area is added to one of the other hypothetical projects. These costs would probably be higher if this area were to be tackled as an individual project alone.

Other alternatives may also be considered. Regarding the cost estimates for Hypothetical Projects 2 and 3 it should be noted that the estimate of \$1,050,000 apparently eligible Section 112 credits is based on University expenditures for properties actually within these project areas, i.e., within Sections II, III, and IV. This figure does not take into account any expenditures potentially eligible because they are within a quarter mile of the project boundary. This distinction has been made because the eligibility of credits outside the project area depends on City approval of a university development plan showing how these properties are to be utilized for university purposes. There is no present assurance that such a development plan would be submitted, or that if submitted it would be approved. A second requirement for the eligibility of properties outside the project area is that the area involved must be designated as deteriorating.

It appears that the HHFA definition of a deteriorating area in this context would be that one or more of the following types of deficiencies exist in the area: structures with maintenance, utility, or alteration inadequacies, mixed incompatible land uses, obsolete street pattern, and other similar characteristics of obsolescence.

Based on CRP studies and surveys, as discussed in this report, sections VI and VII are deemed to be deteriorating according to this criteria.

In meetings with the consultants for the City Plan Commission and for Wesleyan University, we have learned that long-range University planning contemplates considerable Wesleyan expansion in Sections VI and VII. (See Plate 6-1). Within these sections, VI and VII, the University estimates that there now exists approximately \$1,450,000 in eligible Section 112 credits. A number of possible renewal project area delineations can be developed in the light of the provisions of Section 112 and within the first priority study area. In order to clarify the financial and policy considerations involved, we have analyzed several of these possible arrangements. This gives the City a general idea of the options open to it, and of the factors involved in each case.

Let us go back to Hypothetical Project 3 (see page 76, and Plate 6-1) which includes, among others, Sections II, III, and IV, but not any property west of High Street. Assume that the City wishes to take maximum advantage of the Wesleyan credits west of High Street, and therefore outside the project area, and that the University wishes to make these credits available.

Four requirements must be met. First, the properties must be within a quarter mile of the project boundary. Second, the area must be blighted or deteriorating. Third, the area must be proposed for Wesleyan use under a locally approved university Development Plan. (Participation

would be completely voluntary on the part of Wesleyan as it is under no obligation to submit such a Development Plan.) Fourth, this Development Plan must be approved by City agencies, including the Common Council, Plan Commission and Redevelopment Agency after a public hearing, and must be acceptable to HHFA.

If these conditions are fulfilled, Wesleyan expenditures for properties purchased in the Lawn Avenue--Huber Manor area for the construction of dormitories, other properties purchased for the construction of dormitories, properties purchased for the construction of the University Press and various other properties purchased in Section VI apparently would qualify as local non-cash grants-in-aid under Section 112. If these credits are eligible, the following renewal cost estimates are possible:

TABLE 6-5

COST ESTIMATE, HYPOTHETICAL PROJECT 3

(Utilizing Certain Already Existing Section 112 Credits Outside the Project Area) See Plate 6-1 following page 73.

All project costs except Section 112 Credits	\$15,800,000
Section 112 Credits, <u>within</u> Project Area	1,050,000
Section 112 Credits, <u>outside</u> Project Area	<u>900,000</u>
<u>Gross Project Cost</u>	\$17,750,000
Land Proceeds	(-) <u>2,400,000</u>
<u>Net Project Cost</u>	\$15,350,000
Federal Share	(-) <u>11,500,000</u>
Local Share	\$ 3,850,000
State of Connecticut*	(-) <u>1,900,000</u>
Net Local Share	\$ 1,950,000
Section 112 Credits	(-) <u>1,950,000</u>
No Cost to City	-0-

*See Exhibits B and C.

Although this preceding estimate results in a very favorable financing situation, a number of problems remain. The quarter mile line shown in Plate 6-1 includes nearly all of Section VI but virtually none of Section VII, which also contains a considerable amount of potentially available credits. In addition, the university thinking at the present time appears to envision expansion beyond that made possible with property it presently owns in Sections VI and VII.

Assuming this to be the case, let us consider another possible course of action. Let us assume that Wesleyan University prepares a Development Plan for its expansion within these latter sections. To the extent that the Plan utilizes property previously purchased, these expenditures are apparently eligible as Section 112 credits, as set forth in the previous analyses. To carry out the University Plan, in line with its current thinking, it would have to purchase additional property in these sections. We estimate these expenditures to be approximately \$1,700,000.

Let us assume that the University makes these purchases, and all HHFA requirements have been met. For this situation, the cost estimate is as follows: (Table 6-6)

TABLE 6-6

COST ESTIMATE, HYPOTHETICAL PROJECT 3

(Utilizing already Existing and Potential New Section 112 Credits,
Both Within and Outside the Project Area)

All Project Costs except Section 113 Credits	\$15,800,000
Estimated Section 112 Credits, <u>within</u> Project	1,050,000
Estimated Existing Section 112 Credits, <u>outside</u> Project	900,000
Estimated Potential new Section 112 Credits, <u>outside</u> Project	<u>400,000*</u>
<u>Gross Project Cost</u>	\$18,150,000
Land Proceeds	(—) <u>2,400,000</u>
<u>Net Project Cost</u>	\$15,750,000
Federal Share	(—) <u>11,700,000</u>
Local Share	\$ 4,050,000
State of Connecticut**	(—) <u>1,700,000</u>
Net Local Share	\$ 2,350,000
Section 112 Credits	(—) <u>2,350,000</u>
No Cost to City	-0-

* This \$400,000 is part of the \$1,700,000 estimated on Page 81 as potential new expenditures. The \$400,000 is that portion of the total that is within a quarter mile of the boundary of Hypothetical Project 3.

** See Exhibits B and C.

This estimate results in the same financial situation for the City because its cost of renewal remains zero. Under existing State law, all excess credits for Section 112 are subtracted from the State's 1/8th share, and thus there is no substantial advantage to the City in increasing 112 Credits beyond the City share of Net Project Cost; except that the State share, a loan is further reduced.

Reference to Plate 6-1 reveals, however, that this scheme fails still to take into consideration a considerable proportion of potentially eligible credits located beyond the quarter mile limit, specifically, in Section VII. Since neither of the last two computations takes these into account, let us assume a variation on each of them to see what the financial implications are. Assume, then, the extension of the project area to include Section VI. (See Plate 6-2). The quarter mile limit now includes all of Sections VI and VII, and most of the tennis court development on Vine Street as well. Call this delineation Hypothetical Project 3-A.

The project cost estimates now are as follows: (Table 6-7, page 84, and Plate 6-2, following page 85)

TABLE 6-7

COST ESTIMATE, HYPOTHETICAL PROJECT 3-A

(Utilizing Estimated Existing Section 112 Credits Both Inside and Outside the Project Area. Project Includes Sections I, IA, II, III, IV, and VI) See Plate 6-2.

Survey and Planning		\$ 450,000
Administration		1,000,000
Land Acquisition		10,800,000
Demolition		250,000
Project Improvements and Supporting Community Facilities		2,150,000
Contingencies and Miscellaneous		1,950,000
112 Credits <u>within</u> Project Area		
(Sections II, II, and IV)		1,050,000
(Section VI)		900,000
112 Credits <u>outside</u> Project Area		<u>500,000</u>
<u>Gross Project Cost</u>		\$19,050,000
Land Proceeds	(-)	<u>2,500,000</u>
<u>Net Project Cost</u>		\$16,550,000
Federal Share	(-)	<u>12,400,000</u>
Local Share		4,150,000
State of Connecticut*	(-)	<u>1,700,000</u>
Net Local Share		\$2,450,000
Section 112 Credits	(-)	<u>2,450,000</u>
		-0-
No cost to City		

* See Exhibits B and C.

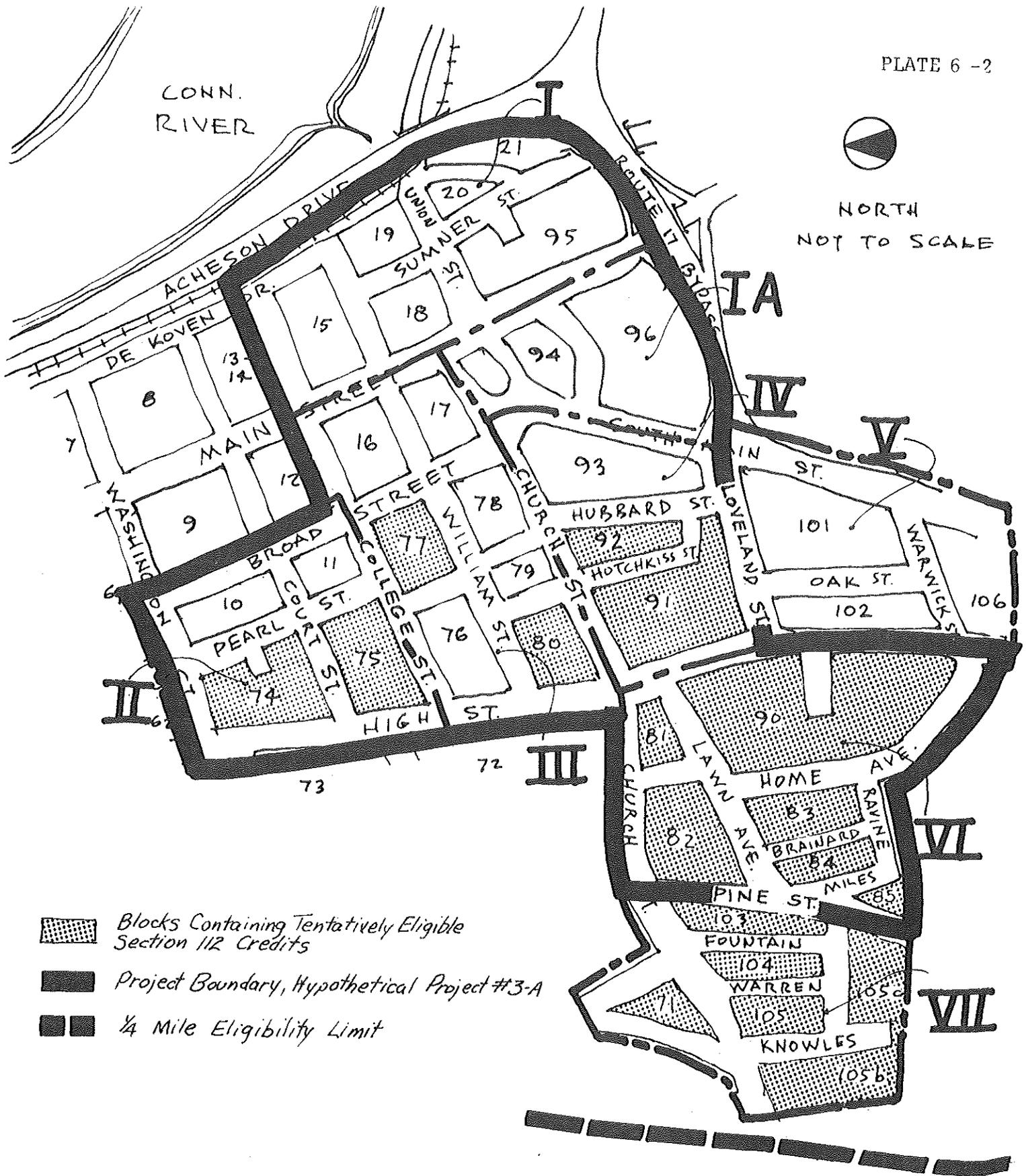
TABLE 6-8

COST ESTIMATE, HYPOTHETICAL PROJECT 3-A

Utilizing Estimated already Existing and Potential New Section 112 Credits, Both Inside and Outside the Project Area. (Project includes Sections I, IA, II, III, IV and VI) See Plate 6-2.

All project costs, including estimated already existing 112 credits (same as previous tabulation)		\$19,050,000
Potential New 112 Credits		
<u>Within</u> Project Area		400,000
<u>Outside</u> Project Area		<u>1,300,000</u>
<u>Gross Project Cost</u>		\$20,750,000
Estimated Land Proceeds	(-)	<u>2,500,000</u>
<u>Net Project Cost</u>		18,250,000
Federal Share	(-)	<u>13,700,000</u>
Local Share		4,550,000
State of Connecticut*	(-)	<u>400,000</u>
Net Local Share		\$ 4,150,000
Section 112 Credits	(-)	<u>4,150,000</u>
No Cost to City		-0-

* See Exhibits B and C.



**ANALYSIS OF SECTION 112 CREDITS
HYPOTHETICAL PROJECT 3-A**

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
Raymond & May Associates

This tabulation, Table 6-8, assumes that Wesleyan will buy on its own most of the additional property it needs to accomplish its development plans in Sections VI and VII. Based on very preliminary Wesleyan development plans it appears that in Section VI the only clearance area would be in Blocks 81, 82, and the northerly portion of Block 90. A large proportion of this land is already owned by the university, and some of it has already been cleared and built upon. Certain portions of Block 90 could even be excluded from the project area, Mansfield Terrace, for example. The remaining blocks in the section, 83, 84, and 85 would be designated for conservation and rehabilitation with very minor spot clearance possible. According to preliminary university plans a much larger clearance section is contemplated for Section VII. This accounts for the larger amount of credits potentially available in that section.

The situation pictured in Tables 6-7 and 6-8 does not reduce the City's cost below that shown in Table 6-6, which is zero. This delineation does, however, reduce the State share considerably, thus lowering the amount of State loan to be repaid. To this extent, they are the most advantageous to the City.

Another approach may be considered. The university may desire that the renewal boundaries be extended to include Section VII as well. As other portions of this report have indicated, based on CRP analysis and surveys, Sections VI and VII qualify as deteriorating areas. Both sections appear to be appropriate for a program of residential rehabilitation and could be included in the project on this basis. To the extent that this plan fits in with Wesleyan's long range plans, the arrangement appears workable. This appears to be the case in Section VI, but not in Section VII. The problem would be that under a conservation program the long-term viability of the neighborhood as a residential area would be enhanced, and this would, in effect, be a deterrent to further Wesleyan expansion in the area. We could assume, then, that the University would not favor a program of residential conservation in Section VII. The alternate designation of clearance for Sections VI and VII (or even for major portions of them) might be difficult to qualify under existing federal procedures. If such a course is to be seriously considered it is suggested that the Redevelopment Agency check out the eligibility of this area with Federal officials at a very early stage. In addition the potential public reaction, both within the subject area and in the rest of the City, to the use of eminent domain power in this instance must be evaluated. As private redevelopment, a process that is going on continually in every city, it would be quite another matter.

Urban Renewal and Tax Revenues

Another economic factor which should be considered when evaluating the several different high-priority renewal areas is the effect of renewal on the City's tax base. In central areas, increased local taxes from re-developed land frequently occurs. This increase is, of course, highly desirable, but should only be one of several objectives sought by the City. The desire for maximum tax revenue should not override the more important considerations of removal of blight and obsolescence, proper land use, high quality development and design, appropriate densities and necessary facilities.

New commercial development almost inevitably results in increased real property taxes, and this favorable situation seems certain for redevelopment in the first priority study area. Looking at the overall renewal program, the contemplated increase in tax revenues will, over a period of time, repay the City's investment in renewal, even with the repayment of State renewal loans as presently required. (See Exhibit B for State Financing of Renewal Projects.)

Estimated tax revenue comparisons, before and after urban renewal, are shown in the table below for each of the hypothetical projects discussed earlier in this Chapter. These estimates, like the previous ones on Section 112 credits, should be considered as preliminary and not definitive. They are, however, based on reasonable expectations of new development in the projects outlined and are based upon land uses as generally proposed in the Plan of Development Interim Report, probable construction goals, market considerations, building costs, and foreseeable City tax rates. (See Plates 6-1 and 6-2 for project Delineations.)

TABLE 6-9

Real Estate Tax Estimates (Real Estate Taxes)

<u>Hypothetical Project Number</u>	<u>Present Annual Tax Revenue</u>	<u>Future Annual Tax Revenue</u>	<u>Annual Increase (Rounded to 000)</u>
<u>Project No. 1</u> (Section I only)	\$ 71,150	\$150,000	(+) \$ 80,000
<u>Project No. 2</u> (Sections IA, II, III, & IV)	186,190	250,000	(+) 60,000
<u>Project No. 3</u> (Sections I, IA, II, III & IV)	257,340	400,000	(+) 140,000
<u>Project No. 3, Alternate</u> (Sections I, IA, II, III, IV & VI)	314,780	450,000	(+) 135,000*

* Adding Section VI actually would slightly reduce the tax revenue increase because a certain amount of property would probably go into institutional use (Wesleyan University) without a corresponding intensification of private (taxable) uses.

Other Financial Considerations

In addition to Section 112 credits and increased tax revenues, the possibility of the City obtaining non-cash credits from supporting facilities has been considered. One major possibility is in connection with the High School.

In Chapter 3, we reported that the Middletown High School is considered obsolete by the Board of Education and that a subcommittee is making a study to determine what action should be taken regarding the school. If construction of a new high school is undertaken in conjunction with renewal activity in Section II, certain financial benefits could accrue to the City. It would not make much difference whether the school were constructed within or outside of the project area.

It appears that at least four different approaches can be considered:

Case 1: Renovation of the existing school, with Section II not included in the renewal area.

Case 2: Construction of a new school, with Section II not included in the renewal area.

Case 3: Renovation of the existing school as part of renewal activity in Section II.

Case 4: Construction of a new school in conjunction with renewal activity in Section II.

In Case 1, the cost of renovation of the school and, if necessary, the acquisition of additional land for the school would be direct school costs to the City. Neither assistance in land assembly nor a write-down in land costs would be available.

In Case 2, the cost of construction of a new school would also be a direct cost to the City. The City's return on its present high school property would be whatever it could get on the open market for sale of the building and grounds. It would be difficult, over a short period of time, to find a buyer interested in an obsolete high school. Therefore, the City might, for the most part, only realize the value of the land sold.

In Case 3, any additional land acquisition required for expansion of the school site could be purchased at a written-down cleared land price. Land assembly and relocation would be handled by the Redevelopment Agency. The School expansion plan would be coordinated with adjoining land uses in an urban renewal plan prepared for the

project. The cost of renovation itself would still be a direct cost to the City.

In Case 4, the cost of construction of a new school would also be a direct cost to the City. However, the existing school building and grounds could be donated to the renewal project and its appraised value would be used by the City as a local grant-in-aid in lieu of cash.

In order to set fourth some cost comparisons for these four different cases, we must make several assumptions:

If the high school were to be acquired as part of renewal activity, its present value would be established by HHFA after a minimum of two independent appraisals obtained by the Redevelopment Agency. For purposes of these preliminary estimates, let us assume the school has a value of \$900,000. (This value is based on assessed valuation times an acquisition factor.)

Assume that the cost of renovating the old school would be \$2,000,000 and that the cost of constructing a new high school would be \$4,000,000. For this purpose, it doesn't matter whether the cost assumptions are accurate. They are close enough to use as illustrations. (When more detailed cost figures are available, identical methods would be used in making the comparisons.)

TABLE 6-10

Case 3 - Renewal Cost with Middletown High School Renovation

Gross Project Cost	\$11,700,000
Land Proceeds	(-) <u>1,650,000</u>
Net Project Cost	\$10,050,000
Federal Share (3/4)	(-) <u>7,550,000</u>
Local Share (1/4)	2,500,000
State Share (1/8)	(-) <u>1,250,000</u>
Net Local Share	1,250,000
Section 112 Credit	(-) <u>1,050,000</u>
Renewal Cost to City	200,000
Cost of M.H.S. Renovation	<u>2,000,000</u>
Total Cost to City (Renewal & School)	\$ 2,200,000

TABLE 6-9

Case 4 - Renewal Cost with Middletown High School Credit
as Part of Renewal Project.

Gross Project Cost (without School	\$11,700,000
Donation of School to Project	<u>900,000</u>
Total Gross Project Cost	12,600,000
Land Proceeds	(-) <u>1,700,000</u>
Net Project Cost	10,900,000
Federal Share (3/4)	(-) 8,175,000
Local Share (1/4)	<u>2,725,000</u>
State Share (1/8)	1,362,500
Net Local Share	1,362,500
Section 112 Credit	(-) <u>1,050,000</u>
Renewal Cost to City	312,500
Non-cash Credit for School	(-) <u>900,000</u>
Excess Credit for other Renewal	587,500
Cost of New School	<u>4,000,000</u>
City Cost Renewal & School	\$ 3,412,500*

* This compares with cost of renovation of School and City share of 1st Renewal Project of \$2,200,000. Thus for \$1,212,500 extra, the City could get a new High School, if the advantages of renewal coordination are used.

Section 6

EXHIBIT A

Sewer System Inadequacy

The present system is a combination type in which both sanitary and storm wastes flow through the same pipes. It is considered by the Department of Public Works to be both obsolete and inadequate. Most of 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 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 somewhere near the same state."

Section 6

EXHIBIT B

State Financing of Renewal Projects (P.A. 646)

The present State law for financing urban renewal projects, Section 8-154a of Chapter 130, General Statutes, 1958 Revision, as amended, provides for advances to local redevelopment agencies.

These advances may equal one-half the excess of Net Project Cost over the federal Project grant. In the case of Middletown, this in effect is equal to 1/8th the Net Project Cost, but certain costs used in computing Net Project Cost for purposes of federal aid are not allowed in computing Net Project Cost for State Aid. Any expenditure by the State for municipal non-cash grants-in-aid must be deducted from Net Project Cost in computing State Aid. (An example would be State Aid for a school which is claimed as a non-cash grant-in-aid. The State financing for the school would be deducted from the cost of school before computing its eligibility.)

Also, if the Section 112 credits (see Exhibit C) exceed 1/2 the local share, the State aid is reduced by said excess amount.

The eligible State aid that is advanced, is also repayable to the State. The amount repayable annually, starting upon completion of the Project or seven years after the State loan agreement, whichever is sooner, is equal to 1/3 the increase in real estate taxes and payments in lieu of real estate taxes received from the Project area. Such payments shall continue for 15 years or until the loan is repaid if that should occur before the fifteen year period.

This is a general interpretation of the law only and reference should be made to the State Statute and the Connecticut Development Commission procedure for actual details.

Section 6

EXHIBIT C

Section 112 Credits

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 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-fourth 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. The amounts of Section 112 credits shown in this chapter are estimated as eligible by Wesleyan University, which has made, or would make the expenditures. Use of the credits as local grants-in-aid in lieu of cash or other City contribution significantly reduces the City's share of the cost of renewal, thereby enabling it to undertake a much more extensive renewal project for the same amount of City money.

CHAPTER 7.

GOALS FOR CENTRAL AREA RENEWAL

7. GOALS FOR CENTRAL AREA RENEWAL

Goals for central area renewal should be established as early as possible so that they may serve as guides during the project planning phase. A number of urban renewal goals, both general and specific, for the central business district and adjacent areas have presented themselves during the course of the CRP study. The development of suggested goals can be based on up-to-date practice and theory in city planning and urban design. The result will have even greater meaning, however, if it also takes into account local feelings and aspirations. The recommendations in this chapter, therefore, have developed out of the planning and renewal analysis of the CRP, from interviews with local civic, business, professional and industrial leadership, from response at public meetings and from replies to CRP questionnaires from local merchants and businessmen. Areas of primary attention included parking, circulation, off-street loading, appearance, urban design, new buildings, and new facilities. One local respondent succinctly summarized the importance of the city center as follows: "In a community the size of Middletown I believe the basic services of government, Post Office, banking and good stores--all with adequate parking--should be conveniently close to one another in the downtown area. Add apartment housing and there would be a built-in downtown market."

Parking

Parking is the problem--and the objective--nearly everyone mentions first. Among the suggestions made by local citizens regarding parking were these:

Parking should be available in back of businesses on both sides of Main Street.

There should be more parking lots downtown, double-decked, if necessary.

There should be special parking areas for downtown employees.

Whatever form proposals for additional parking eventually take, its provision in an adequate amount clearly is a primary renewal objective.

Because very large parking lots tend to detract from the attractiveness of a downtown area, it is desirable that they be designed and installed with care. At-grade lots should be buffered from surrounding development by means of hedges, or well designed walls. Trees and other landscaping can do much to relieve the monotony of unrelieved pavement. Lighting should be installed with regard for its appearance as well as its efficiency. Where land area is at a premium, it may be desirable or necessary to put parking in structures. This would also tend to reduce the walking distance from parking spaces to destination. The appearance of a parking structure should receive as much attention as that of a new store or office building. City policy in this matter might make the difference between an eyesore and a visual asset.

Off-street Loading and Improved Circulation

Related to the pleas for more and better parking are the needs for off-street loading at the rear of Main Street stores and for improved traffic circulation in the downtown area. Traffic circulation is downtown's third most important issue judging from the number of people who spoke or wrote about it. CRP planning analysis confirms that present traffic patterns in and around downtown are obsolete and inadequate. The following were among the suggestions made by local citizens on this subject:

Widen Washington Street;
Establish another north-south route within the City to relieve Main Street; also improve access from the west.

Preliminary studies for the revised General Plan recognize this problem and propose a new inner loop collector and access road to serve the downtown area. This road can be designed to provide quick access into new parking areas without further congesting Main Street. Effectuation of this and other proposals for improving traffic access to the central business district is another important downtown renewal goal.

The need for off-street loading could be met by combining new loading facilities with new parking lots behind stores. The actual applicability of this concept depends on the solution possible for each individual situation, but in concept it is a sound objective.

Urban Design

The appearance and amenities of the downtown area were a major concern of a surprising number of citizens and business people during the CRP surveys. The goal of enhancing downtown's appearance was, in fact, mentioned more often than all others except parking. A number of suggestions were made regarding the provision of visual and physical amenities:

Maximum use should be made of landscaping and plazas to provide as much visual pleasure as possible in the downtown area.

A vista to the river should be created.

There should be an integrated well designed plan that will approximate, on a smaller scale, some of the integrated planning being done in Hartford.

Consideration should be given to the creation of an overall design motif to identify the City.

Riverside Park should be enlarged and tied in with Main Street.

And in a more functional vein:

Additional centrally located comfort stations should be provided.

Esthetic goals are an important aspect of renewal. Creation of an environment filled with visual delight is an ideal to be sought. In Middletown this objective has special meaning due to the City's superb physical setting. The setting, plus the potentialities represented by an extensive renewal program in the first priority study area, offer to Middletown the opportunity to create one of the most pleasant urban centers in the northeastern United States.

In general, the process to be followed in achieving good urban design is as follows:

- (1) Overall design concepts and objectives should be established as part of CRP planning. Recommendations regarding these matters are set forth in this chapter.
- (2) During the project planning stage an urban renewal plan is developed within the framework of the design objectives. Specific design standards and land use controls are established at this time.

- (3) During the project execution stage there must be continuous follow-up, coordination, and site plan reviews to assure that the objectives and standards are carried out in the actual development.

Certain design objectives refer specifically to the Middletown situation; others which are relevant for most cities should be included here too. Heading this latter category is the goal of overall design coordination. There undoubtedly will be numerous redevelopers rather than only one; a considerable amount of urban design control must be retained by the Redevelopment Agency to assure that it all fits together. Rather than thinking of new development as unrelated individual buildings, it should be visualized as groups of buildings related to adjacent open spaces and to each other in terms of height, proportion, scale and mass. Architecture of specific buildings is enhanced by its proper relationship to a whole setting, especially to open spaces. And the open spaces--plazas, promenade, sitting areas, and even streets--must be as carefully designed as the buildings themselves. Views and vistas should be created as the opportunities arise.

Although views and vistas have a place in every city, Middletown's position on the river gives it exceptional opportunities. An editorial in the Middletown Press (November 23, 1962) expressed very well an urban design concept that can be distinctly Middletown's: "The concept that is suggested here is that the two cultural heritages of Middletown be incorporated in the plan. The first is the river, and the second is the concept of the civic mall or plaza which is a part of all the great European cities, and which would find logical and natural expression here in Middletown not only because of our European roots, but also because the Village green is part of our Yankee heritage." Another factor in Middletown's redevelopment is the influence of the university. Wesleyan has, in the past, set a high standard for architecture and site planning. It is reasonable to require that in cooperating in a program of central area renewal it ought to maintain its high standard of design excellence and thus contribute to the City's achievement of its design objectives.

During the project planning stage specific plans and design standards to carry out these objectives should be developed. The City itself will be responsible for the development of certain areas, plazas, public open spaces, street improvements, and parking areas, e.g. In these areas, it can set the tone for the overall redevelopment. In plazas and public open spaces simple design elements should be used creatively. Perhaps areas of flagstones, paving bricks or cobblestones could be included to provide contrast from the usual asphalt or concrete. Items of street furniture, i.e., signs, lighting poles, benches, trash cans, and so forth, should all be designed and located so as to contribute to an overall favorable impression, rather than produce an aimless clutter. Certain downtown

streets might be given a boulevard treatment, with landscaping and trees. Exclusively residential streets, on the other hand, might purposely be narrowed at intersections so as to discourage through traffic.

The City should develop pleasant sitting areas in small or odd shaped parcels of public land that might otherwise go unused. It should also initiate a program of removal of overhead lines in the downtown area. During the project planning stage these proposals and urban design objectives should be developed in an illustrative way and their cost estimated so they can be included in the project budget right from the start. At the same time specific land use controls should be established to insure a high standard of design for private development. These controls should include such items as setbacks, landscaping requirements, density limits, site plan review, and so forth. All plans should be required to be satisfactorily related to an overall design scheme as established in the urban renewal plan.

In the project execution stage specific plans and contract drawings will be prepared for both publicly constructed project improvements and private development. The engineering and design team for project improvements should include a qualified landscape architect who would be responsible for the layout of the design features described above. During this period the Redevelopment Agency will also have to provide regular overall design coordination. It cannot dictate building design, but it can require that general architectural style, and arrangements of buildings and open spaces be compatible with the overall plan. The Agency will undoubtedly require professional assistance for reviewing the plans submitted. Funds for these services should also be included in the budget. If the City and Redevelopment Agency stand firm and demand attractive design, developers will be guided by the standards set and the objectives desired.

New Buildings and Facilities

The development of attractive new buildings and facilities is a widely held goal in Middletown. In local interviews and in questionnaires, many persons are quite specific about the kind of buildings and development they want. An unexpectedly large number of respondents expressed the desire to see attractive new multi-family housing built in the downtown area. Among the comments and suggestions received were these:

The area south of the Center Street project should be designed around a central plaza and should consist of the post office, office buildings, some commercial structures, and possibly a first-class inn-motel.

The area west of the Center Street area should be developed on a selective basis with individual approaches. Provision might be made for expansion of the Russell Library, HELCO,

creation of a medical center, university uses, etc.

We should have a modern shopping area including a motel with restaurant and banquet facilities.

Encourage location of post office downtown.

There should be new buildings, both commercial and apartments, and modern fronts on old buildings.

Encourage private construction of apartments, particularly for elderly couples in the downtown area.

There should be more and better housing in the central business area.

Construct apartment buildings facing the river, including elevator apartments for the elderly.

The ways in which this development may be guided have been discussed in the urban design section. Certainly residential buildings should be subject to review as stringent as that for commercial buildings. This should be particularly true for publicly sponsored housing, because, as the client, the City can exert considerable control over the quality of development.

In areas where existing commercial buildings are to be modernized, the urban renewal plan should provide for an overall design scheme within which the individual owners can work out their plans. Cooperative schemes by groups of owners should be encouraged. Conformity to specific design standards, such as similar or compatible signs, choice of facing material, etc. should be required. Where existing stores are adjacent to new municipal parking facilities, owners should be required to create new entrances from the parking area, and generally to renovate the side of the building facing the parking area.

Summary

These general objectives, originating for the most part locally, provide a suitable framework within which the renewal and revitalization of downtown Middletown can proceed. It is clear that the citizens of Middletown want to set a high standard for themselves in their renewal program.

In order to maintain a high level of local interest in superior design standards, we recommend that the Redevelopment Agency make maximum use of models, photographs, and other graphic presentations. These displays will enable the many people unskilled in reading maps to visualize the proposals and to develop support for them. The preparation of this material should begin during the project planning stage.

CHAPTER 8.

LAND UTILIZATION AND MARKETABILITY

8. LAND UTILIZATION AND MARKETABILITY

A detailed land utilization and marketability study is being prepared as part of the CRP studies. This study will be submitted with the final CRP report. The material in this chapter is taken from the working papers of the land utilization and marketability study in order to indicate the general characteristics of market factors in the area under consideration.

Because the project size and the extent of clearance have not yet been determined, it is not known just how much land will be available for disposition. Several low and high ranges of estimates can be made, however. A small project (hypothetical project 1, e.g.) with a moderate amount of clearance might produce approximately 15 acres for disposition. with a greater amount of clearance approximately 25 to 30 acres might be made available. Assuming a relatively large project (or series of projects) with a modest amount of clearance, land in the range of 40 to 45 acres might be made available for disposition. A relatively large project with a greater amount of clearance might produce up to 90 or 100 acres of land for redevelopment. The probable lower range, then, would be approximately 15 to 20 acres; the probable upper range would be approximately 90 to 100 acres of land for disposition.

The land utilization and marketability prospects for the first priority study area are excellent for a number of reasons. Due to the nature of proposed renewal activities a certain portion of the market is virtually "built-in" to the project itself. A built-in market exists for relocation housing, university expansion, public parking, and certain other public or semi-public uses. An additional market appears to exist for some commercial development and some speculative housing. Besides these uses land will be needed for project improvements, particularly street improvements.

The displacement of families from deteriorated housing in the renewal area automatically creates a market for relocation housing. The relocation analysis in Chapter 5 recommended that a considerable portion of the demand for relocation housing should be met through the construction of new housing units. A considerable portion of this construction could take

place in the project area itself, particularly if the project were of sufficient size. Until project size and extent of clearance have been determined, it will not be possible to project accurately the relocation load. Here again a range of possible needs may be indicated to illustrate the possible land requirements. Taking into account rental housing only (although there is a possibility that some sales housing might be constructed in the first priority study area, the great majority of units would be rental housing) the projected relocation loads for the four hypothetical projects discussed range from approximately 190 units (for hypothetical project 1) to approximately 600 units (for hypothetical project 4). Assuming a density of about 15 dwelling units to the acre, the approximate range of land needed to meet these needs is from 13 to 40 acres. The amount of land required would increase somewhat if the density were lower; it would decrease somewhat if a portion of the relocation housing were constructed outside of the project area.

The marketability report indicates a strong rental housing market, even without consideration of any demand created by renewal displacement. Middletown is an active community with a population growth resulting from both in-migration and normal expansion. Furthermore, the entire Mid-state region has excellent long range development potential, a share of which will go to Middletown.

The bulk of the City's new housing development in recent years has been single family detached units in the outlying areas. The home builders appear to be able successfully to meet all the demand for housing of this type at the going rates. However, production of this housing alone has, for the most part, led to a very limited type of housing being available. Evaluation of population statistics reveals that there are a large number of families in Middletown who are potential apartment dwellers, single persons, young marrieds, professional people who must move often, older couples whose children have grown, and so forth. The need for multi-family dwellings has been brought out many times by local people in interviews, questionnaires, and public meetings held as part of CRP studies. The suggestion that multi-family housing be located in the downtown area has been made a surprisingly large number of times.

Available rental units have, until recently, been limited primarily to two or three-family houses and tenements in the oldest part of the City, including the first priority study area. Based on analysis of advertised rentals and discussions with local realtors, it appears that the rental market is presently very tight. This situation is now being alleviated by the planning and construction of a considerable number of new apartment units in the City. Although some of the apparent demand will be met through the planned new construction

outside of renewal areas, demand still exists for multi-family housing in or near the downtown area. There might be a market for one, or at most, two, luxury towers, perhaps overlooking the river. These would have to be high prestige buildings, in a status location, with the highest quality design and services. With these advantages they would still be a rather speculative venture for the normal investment builder. There is, however, a greater demand for intermediate or modest cost rental accommodations, to rent at levels generally below those for buildings now being prepared. As the present rental inventory ages, it deteriorates, wears out, or simply becomes obsolescent. Little or no new units are presently being produced to replace this segment of the market, much less to meet the increasing demand. There is also a strong possibility that a demand would exist for sale or cooperative town housing in the central area of the City. Because these are housing types not now common in Middletown, production should begin with a few units to test the market and to create familiarity. It is very important that the units and site be very well planned, because mediocre town housing can be very disappointing, and conversely, a high quality job can be very exciting, visually and functionally. CRP analysis also indicates a very strong demand for low rent housing for the elderly. These units could be partly private investment at moderate rentals and federally aided units for lower rentals. They should generally be located in the older, built-up part of the City for convenience, access to public transportation, and continuation of associations and emotional attachments.

These factors all indicate a solid market for residential land in the first priority study area for speculative building. We estimate that a minimum of 5 to 15 acres could be absorbed in the area within the next several years.

It appears fairly clear, from CRP investigation to date, that expansion of Wesleyan University in the first priority study area is inevitable, whether carried on in conjunction with a City program or undertaken independently. This expected expansion presents to Middletown, under Section 112 of the urban renewal program, significant planning and financial opportunities. The potential implications of these opportunities have helped to determine the size and shape of the first priority study area itself. By including this area in its urban renewal program, the City can take a more active role in the formulation of Wesleyan planning; if the City and the University work together in this program there is a far greater chance that the City plans and the university plans can be coordinated properly. In addition, the financial benefits could, under certain circumstances, pay a major proportion of the City's costs for renewal of the area. (The financial factors are discussed in detail in Chapter 6).

It cannot be determined at this time precisely how much land Wesleyan wishes to develop, or how much the City feels it could make available for this purpose. Detailed agreement on this matter would have to be worked out in the project planning stage. This means that before the City completes its urban renewal plan, the university will be committed to the land it will acquire. It will not be a speculative venture for the City; in this context Middletown will not face the problem of having unwanted cleared land on its hands. Preliminary discussions with university officials reveal that very tentative plans exist for the construction of university facilities that could serve as a convention center. This facility would have very positive effects for the image and prosperity of Middletown. It would also serve to generate additional development potential for restaurant and motel facilities in the first priority study area. Without at this time attempting to make a specific estimate of the extent to which Wesleyan would acquire land, some low and high estimates may be made. A likely low range for university expansion would be about 5 acres; estimates of the high range of university land utilization would be from 20 to 30 acres.

The need for additional downtown parking facilities provides another built-in market for land in the first priority study area. The marketability report indicates that existing central business district retail uses occupy about 400,000 square feet.* There is an additional 330,000 square feet of other commercial and service uses. To serve these uses, there are now approximately 1400 public and private parking spaces. For a downtown area in a city such as Middletown, a reasonably desirable parking ratio would be about 5 cars per 1,000 square feet of retail floor space and about 3 cars per 1,000 square feet for the auxiliary uses. At this standard, Middletown should have about 2,990 spaces. Its present inventory, then, would represent a deficiency of about 1590 spaces. It may not be possible to meet this standard, but a reasonable target would be a minimum of 900 to 1200 additional spaces in the CBD. It is expected that the Plan of Development, when completed, will make detailed recommendations in this regard.

Not all of these spaces need to be provided within the first priority study area, but at least one-half to two-thirds should be. This means that renewal activities in the first priority area should provide a minimum of 500 to 900 additional parking spaces to help make up for the existing deficit. The lack of adequate parking has been one of the main concerns of downtown merchants and of other local citizens. Part of the support for renewal activity in the central area stems from the desire for more parking, in some cases, more convenient parking.

* Excluding auto, gasoline, and lumber retail uses, which would ordinarily not require a significant amount of customer parking.

The amount of land that would be needed for additional downtown parking cannot be specified. The figure could vary considerably, depending on the extent to which the necessary parking spaces were provided in structures rather than in at-grade lots. The size of project undertaken will also have an effect. A very low estimate of land needed for parking would be in the range of 2 to 3 acres, for a relatively small project using parking structures. A high estimate would be in the range of 6 to 9 acres or possibly even more.

It is a rather commonly accepted principle that in downtown areas the municipality has a portion of the responsibility for providing parking. It seems likely that Middletown will take this approach with some modification as in the Center Street Project garage. Here again, then, the developer can be committed before final approval of the project, further reducing land disposition risks.

Certain other public and semi-public uses give evidence of needing additional land in the first priority study area. The most obvious of these is the post office, for which the City has been trying to locate a site for some time. It appears now that the post office could be one of the earliest redevelopers to break ground, and that use of some land for this purpose is virtually assured. A low estimate of post office needs would be from 2 to 4 acres. A slightly higher estimate would range from 3 to 5 acres. Since the post office intends to lease a building developed privately, this would be a tax paying use of downtown land.

Two public elementary schools are located within the study area, Central School and Stillman School. It appears likely that both facilities could use additional land area. Middletown High School is also located in the first priority study area, but it is not clear whether the present building will be renovated or abandoned. If the building is to be retained for school use additional land will certainly be required. As for other public needs it will undoubtedly be desirable to add park and playground space in conjunction with new residential development and rehabilitation programs. There may also be requests for land by churches and parochial schools. A low estimate of the amount of land needed by these various public uses (besides the post office) would be from 2 to 4 acres; a high estimate would range from 5 to 10 acres.

Working papers of the land utilization and marketability study indicate a continuing growth of buying power in the Middletown market region. New highways will enhance Middletown's potentiality as a regional business and commercial center. They will also, however, create opportunities for new shopping centers and increased commercial competition from shore towns and other outlying areas. In meeting this competition Middletown has a

head start in that it already is an operating regional center which combines business, retail, professional, entertainment, personal services, government, and cultural functions. Middletown must exploit the greater choice of goods and services its center contains, the opportunity it gives for the potential consumer to do many different kinds of things in one relatively convenient trip, the possibility of arranging meetings for face to face contacts, and so forth. None of these functions can be accomplished as well in outlying shopping centers. The City will, as a natural matter of course, lose sales of the mere convenience items for which there is no need to compare quality and price, and other standard stock items.

But, by means of a thorough-going modernization program, Middletown can retain and strengthen its position as a regional center with diverse, excellent facilities. The construction of a new Sears Roebuck store in the Center Street Project Area will in itself increase the business district's drawing power. There is evidence of investor interest in downtown hotel-motel facilities. These prospects would be enhanced considerably if Wesleyan builds a convention center. For these reasons, and assuming steps toward modernization are taken, there will be a modest but continuing increase in the need for retail space and a corresponding demand for other related CBD services and commercial functions. Some of this development should take place right in the retail core; other developments, which do not require a prime location could be a block or two away, nearer the fringe of the core. The need for commercial space will consist partly of expansion of enterprises already operating in Middletown. The expansions might take place either in the present location or as a part of renewal in new locations within the business district. Opportunity for the start of new enterprises will also exist. There is a possibility that a demand for modern office space might arise. Because a considerable amount of new housing is contemplated in the first priority study area, and because much of the existing housing inventory in the area will be retained, there will also be a market for some convenience shopping facilities.

The combination of all these factors produces a need for additional retail and service floor space in conjunction with adequate parking in the first priority study area. Estimates would vary somewhat according to size of project. Clearance of existing commercial and auxiliary uses will create some relocation market. Based on estimates in the marketability report, during the period of project activities, expansion demand for commercial land (including parking) in the first priority area would range approximately from 5 to 10 acres. A total low estimate for commercial land would be about 8 to 13 acres; a high estimate would range from 15 to 20 acres (including parking). Disposition would be spread out over a period of time according to a carefully staged plan. There is no intention that cleared land would lie idle for a long period of time.

Acquisition and clearance could also be staged to tie into the various renewal needs and resources. For a relatively large renewal project (or projects) simultaneous disposition and redevelopment would not be practical.

Project improvements, particularly streets, also require utilization of land. Only a very generalized estimate can be made of these needs until project planning is well underway. A reasonable low estimate would be about 2 to 3 acres; a high estimate would range from 8 to 10 acres for this use.

Preliminary land use indications are that no parcels would be provided for new industrial development in the first priority study area. If any existing firms to remain needed additional space, these needs would be worked out during the planning stage. There would be, therefore, no question of marketability of industrial land in the priority study area.

Summary

Because a wide variety of alternatives and possibilities must be considered, no direct comparison between potentially available land and potential land needs can be made. However, it is possible to make some general comparisons. Adding all the low estimates made in this chapter results in a range of land demand of from 40 to 50 acres. Adding all the high estimates results in demand of from 110 to 140 acres. Although these estimates admittedly are somewhat rough, they give a good indication of the magnitude of contemplated needs. These figures compare well against the 15 to 100 acres that may possibly be made available through renewal. The conclusion of this comparison is that the likelihood exists, that, far from being undisposable, the available land will be oversubscribed. At each step of the way the specific needs and demand for land can be weighed against proposed project activities so that the two elements can be kept in balance. These estimates lead to considerable optimism as to Middletown's capability for carrying out renewal when analyzed from a land utilization and marketability point of view.

CHAPTER 9.

ADDITIONAL AREAS TO BE CONSIDERED

9. ADDITIONAL AREAS TO BE CONSIDERED

During the analysis of the first priority study area three adjoining areas were considered for inclusion. These areas are Blocks 9 and 12 (bounded by Main Street, College Street, Broad Street and Washington Street, hereafter referred to as Section II-A), the waterfront area, and Blocks 98, 99, 100, and the southerly portion of Block 106 (hereafter referred to as Section V-A. Section II-A might be attached to Section II as part of a larger project, or it might be handled separately. The waterfront would make sense only if handled in conjunction with Section I, or if done entirely with City funds. Including Section V-A with Section V, would bring the overall first priority study area to a sounder boundary in terms of renewal action. Each of these areas should be given consideration for early renewal action.

Section II-A is made up of two prime commercial blocks in the heart of the central business district. Their Main Street frontages are generally in good condition, although in some cases they are in need of modernization. The rear portions of the blocks contain some deteriorated areas. The existing condition of structures by block is as follows:

TABLE 9-1

Condition of Structures in Section II-A

Block Number	Res.			Non-Res.			Total		
	std.	def.	% def.	std.	def.	% def.	std.	def.	% def.
9	6	5	45%	17	2	11%	23	7	23%
12	3	4	57%	9	3	25%	12	7	37%
Total	9	9	50%	26	5	16%	35	14	29%

The primary objectives to renewal in this area would be the upgrading of those structures which have not yet been privately rehabilitated and clearance of some structures to create space for parking. Discussions with civic and business leaders seemed to indicate that a favorable atmosphere would exist for the improvement of this portion of the central business district. A number of individual problems exist within each of the blocks which would limit the amount of clearance.

This may mean that clearance would be limited to a degree that would permit creation of sites for structure parking only. In any case, the land use character of the section would remain just about as it is now. The decision as to how much residential use would be permitted to remain in the section would affect both the potential relocation load and the question of grade versus structure parking. Because clearance will probably not be extensive, the relocation impact would be minimal; at maximum it would not exceed 30 to 35 families. Cost estimates would vary somewhat also according to the extent of acquisition and to whether parking is to be at grade or in structure. In either case, inclusion of these blocks in a project the size of hypothetical project 3, for example, would not significantly change the financial picture.

The waterfront area, as discussed here, lies east of Acheson Drive and north of Sumner Brook, extending approximately to Washington Street extended. The area contains a number of structures, all of which contain deficiencies, and some of which are very badly deteriorated. There are no dwelling units in this area.

In the various CRP surveys a considerable local interest was expressed regarding waterfront development. Middletown citizens appear to be quite conscious of the river, and wish to take greater advantage of the asset. A number of persons felt that the waterfront should be closely tied in with central business district renewal. It apparently would not be feasible to establish a small-boat marina at this location because the deepwater channel comes very close to the bank on the Middletown side.

Because the City owns several of the structures in this area, a financial benefit might accrue to it if the waterfront is included in a renewal project. The City could donate the buildings to the project and receive some financial credit for them. An alternative approach would be for the City to develop only the open area with local funds, and allow the existing structures to remain. However, because the waterfront is an exceptionally attractive area, and because the existing structures are unsightly, redevelopment in conjunction with central business district renewal appears to be the logical course.

Section V-A is made up of two conflicting uses, industrial uses in Blocks 98 and 106, and predominantly residential uses in Blocks 99 and 100. The South Main Street frontage of these latter blocks has experienced some conversion to commercial and professional use and it is possible that further changes may occur. The residential uses appear to be basically sound, but exhibit evidence of incipient blight. The major industrial use, the Wilcox Crittenden Plant, creates environmental problems for the nearby residential uses. Table 9-2 shows the existing condition of structures by block. The major industrial structures have not been included in the rating statistics due to their complexity. These buildings definitely are an obsolete type of industrial building, however.

TABLE 9-2

Condition of Structures in Section V-A

Block Number	Residential			Non-Residential			Total		
	std.	def.	% def.	std.	def.	% def.	std.	def.	% def.
98	14	5	26%	3	0	0%	17	5	23%
99	8	4	33%	1	0	0	9	4	31%
100	6	4	40%	0	0	0	6	4	40%
Total	28	13	32%	4	0	0%	32	13	29%

Families' attitudes and characteristics also were investigated in this area. There is a considerable variety of age groups in the section; the median age of household head is 50 years. The average length of dwelling unit occupancy is 4 years, relatively low compared to other areas surveyed during the CRP. Approximately 50 per cent of families in the section are homeowners. There is a relatively small proportion of families having relatives living in the neighborhood. About 30 per cent of families surveyed were either definitely planning to move or were thinking about moving.

The primary problem in this area is the existence of conflicting land uses. 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 Wilcox-Crittenden Plant apparently falls within the intent of this policy, as the Plan of Development indicates that this industrial land use eventually should be changed to residential and commercial.

If provision could be made, therefore, for the relocation of this facility to an outlying site within Middletown, inclusion of Section V-A would permit significant upgrading of the area. The existing residential uses appear suitable for conservation treatment, with the result that there would be little or no increase in the relocation load.

Inclusion of this area would also bring the first priority area to a sounder boundary. Relocated Highway 6-A is proposed by the Plan of Development to pass just south of Section V-A. This highway would provide an excellent southerly boundary for renewal activity in this general vicinity. Failure to include Section V-A would result in the leaving of an isolated, untreated, pocket of blighted area adjacent to the otherwise renewed area.

CHAPTER 10

ACTION PROPOSALS

10. ACTION PROPOSALS

As a result of the CRP studies and analysis in the first priority study area, we recommend that the first priority project be made up of Sections I, I-A, II, III, and IV. If industrial relocation can be accomplished, as discussed in Chapter 9, we recommend that Sections V and V-A be included in the first priority project. We recommend that a second smaller project, composed of Section VI be filed as soon as possible after the first is begun.

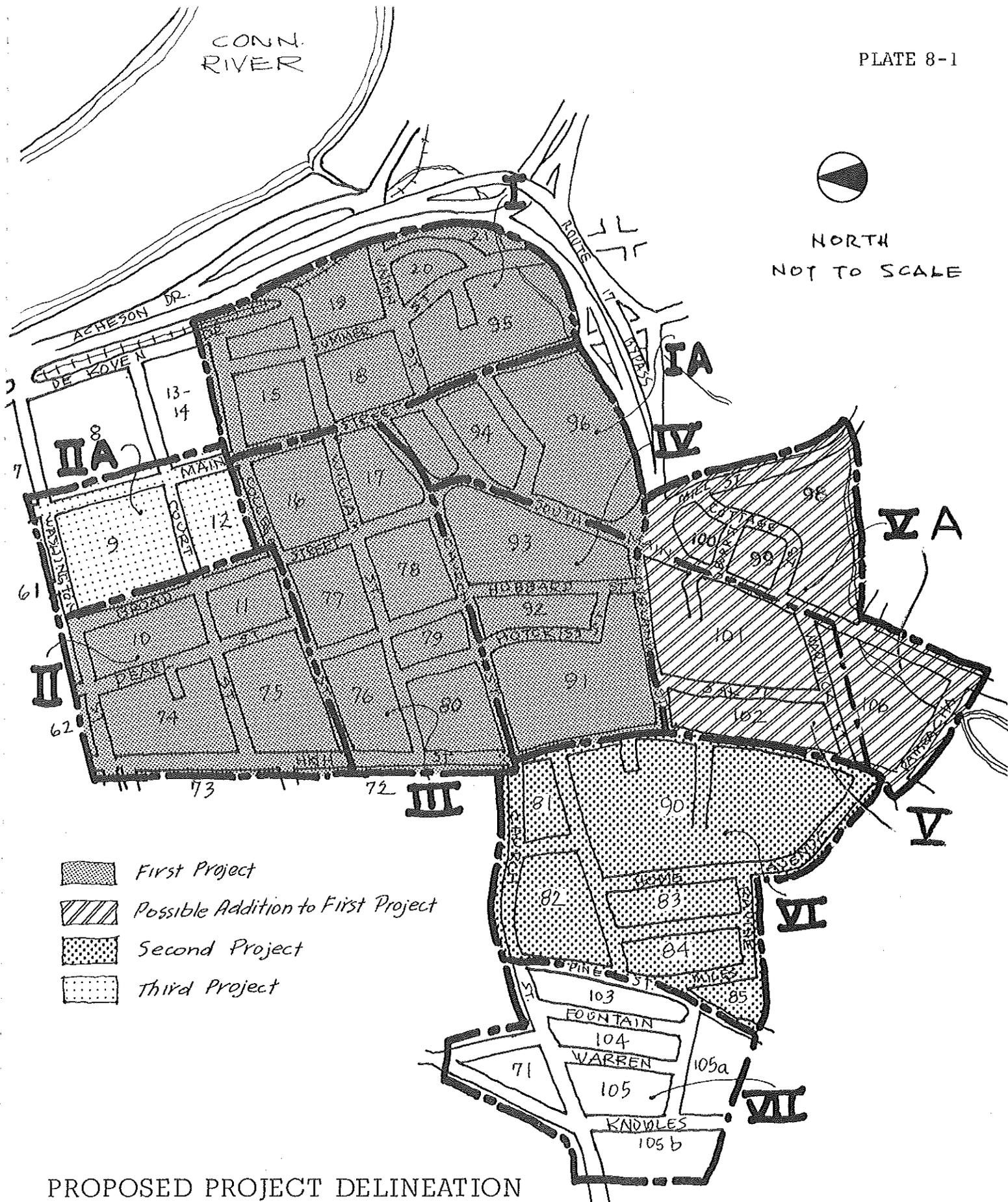
We have considered many of the various alternatives open to the City in the first priority study area, and have tried to weigh all aspects of the analysis touched on in this report. There is nothing absolute or final about the recommendations made here; this delineation is not, by any means, the only way the work could be accomplished. The projects could be larger or smaller, there could be more of them or fewer, and they could be arranged in other ways. It would be quite feasible, e.g., for the City to undertake as projects any of the individual sections in the first priority study area. In comparing benefits with effort expended, however, this approach would not be as rewarding as an operation in a larger area. In a small project many of the same motions would be necessary, but the results would be relatively modest. In carrying out a large project more people get involved and a greater proportion of personal interests are affected. People often tend to ignore or oppose activities in which they do not seem to benefit directly, or in which their share of the benefit is small. Therefore a large project, fulfilling a wide variety of objectives for a large number of people has a firmer base of support than a small project with a single objective. The larger project achieves, in a sense, something for everybody. If this approach to renewal is properly developed, strong local support can result. A wide variety of groups with diverse goals can be enlisted to give positive backing. When this merger of interests is achieved the result is a favorable atmosphere in which trivial matters are more likely to retain their proper perspective.

It is possible, then, that the City, if it were to be eligible for most of the potential Wesleyan financial credits, would want to undertake a single project including most of the first priority study area. The relocation load

CONN. RIVER



NORTH
NOT TO SCALE



-  First Project
-  Possible Addition to First Project
-  Second Project
-  Third Project

PROPOSED PROJECT DELINEATION
 COMMUNITY RENEWAL PROGRAM
 MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
 Raymond & May Associates

would not be prohibitive if the City worked energetically in the creation of new public and private housing resources. The land utilization and marketability prospects are excellent. Over a contemplated disposition period of several years, land disposition should be readily manageable. As the Redevelopment Agency work load gradually increases the Agency can build up its staff to a level necessary for efficient performance of the work. The program would have complexities, but it would still be carried out one step at a time.

Certain other factors must be taken into account, however, when a large project (or series of projects) is being considered. An intangible, but nevertheless important element is that of so-called "digestibility" which the Urban Renewal Administration currently evaluates in reviewing project applications. This essentially means the amount of renewal activity the City can carry out successfully over a given period of time. There certainly might be some question raised on the basis of the City's previous experience, which has been limited to two relatively small projects. If a program of the magnitude recommended here is contemplated, it would be necessary for Middletown to demonstrate, based on the material contained in this report, that it can properly handle a large program. In its efforts to convince federal officials of this capability, the City would have to streamline its procedures with respect to policy decisions, devise a more complex administrative framework for renewal, and commit itself to taking expeditious action in providing relocation housing. Suggestions on the two former items will be contained in the full CRP report; the relocation housing requirements are set forth in Chapter 5 of this report.

Proposed First Project

The proposed first project area consists of Sections I, I-A, II, III, and IV (and possibly the waterfront area) and contains approximately 150 acres, excluding the waterfront. Inclusion of Sections V and V-A would increase the area to approximately 170 acres. The compelling reasons for this delineation include the existence of extensive blight, strategic location, the opportunity to revitalize an important sector of the central business district, the opportunity for installation of major public facilities, the possibility of achieving important land use changes, and the desirability of cooperation with Wesleyan on Section 112 credits.

The proposed first project would include the most blighted sections of the first priority study area. The incidence of blight found in Sections I, III, and IV constitutes the most severe and extensive concentrations of blight in the entire City. Blighted conditions do exist in other parts of the City, but they are either less severe or less extensive. This blighted area has

been pinpointed by CRP structural inspections; the validity of the designation has been confirmed many times in the CRP public meetings and questionnaires. As discussed at length in Chapter 4, the intensive investigations of family attitudes within the first priority study area also confirms the desirability of renewal in the area. A number of the serious deficiencies mentioned by residents are amenable to correction or improvement through the use of renewal tools. The analysis of family attitudes shows that a favorable climate for both clearance and conservation activities probably exists.

The proposed project area is of vital importance to the continued development of the City as a whole. It contains a major portion of the central business district, and is adjacent to the present area of redevelopment. It is the key area to the development and expansion plans for Wesleyan. It also contains Middlesex Memorial Hospital and many other public and semi-public uses. The intrinsic value of this vital area provides justification for the conservation and/or renovation of those features sound enough to remain. Its prime location is assurance of a high degree of marketability. Some of the potential marketability is virtually "built-into" the area. The need for additional downtown parking will utilize some land. Need for new central area apartments and convenience retail associated with new housing both have excellent prospects. There is good potential for some new central business district type retail and some office development. Wesleyan expansion as indicated in preliminary plans of the university will take up additional land. Besides this, Wesleyan tentatively plans to build a convention center which will contribute to the marketability feasibility for new motel and restaurant facilities. In no other area of the community does a more favorable climate for real estate investment exist.

The Wesleyan expansion is of signal importance to the renewal program because of the financial credits potentially available to the City through a cooperative program with the university. The Wesleyan estimate of over \$2,000,000 in potential 112 credits for renewal projects near the campus radically changes the renewal financing picture for Middletown. It gives the City the opportunity to accomplish a far greater amount of renewal activity than it could possibly do using only its own resources. The development of the university is important to the City for other reasons as well. It provides employment, creates market for housing, causes other money to be spent in the City, and acts as a cultural center. To the extent that Wesleyan's presence makes Middletown a more pleasant place in which to live it is an asset in the attraction of new business and industrial enterprises into the City.

✓ A number of physical objectives can be accomplished in the proposed renewal area. New storm and sanitary sewers can be installed to replace the present inadequate and seriously deteriorating system. An inner

loop thoroughfare can be constructed to serve the traffic needs of the project area. New parking facilities can be created to strengthen the downtown commercial base. Purchase of the old and inadequate Middletown High School may be part of the renewal plan. Expansion of Central and Stillman Elementary Schools may be accomplished. It may be possible to expand the grounds of the St. Mary's Church and School. Project activities will permit the elimination of incompatible land uses and will create the opportunity for firms to utilize renewal aid in undertaking a modernization program.

Although this may at first appear to be a rather large project, a number of reasons indicate that it is not excessive. First of all the area is not, by any means, entirely a clearance section. Major areas are deemed appropriate for conservation treatment. The contemplated financial arrangements, utilizing local non-cash grant-in-aid credit under Section 112, show that the project will not be an excessive economic burden on the City. Project activities would be staged over a period of years; the relocation period, e.g., is estimated as four years. Although the projected relocation load is substantial, an aggressive program of housing construction is recommended. The size of the project will permit relocation housing to be scattered throughout the area in a number of modest-size developments, rather than being lumped all into one spot; a number of the proposed project improvements necessarily involve an extended area, the proposed inner loop thoroughfare, e.g. The relatively large size will permit coordinated project planning on a scale appropriate for the desired central business district revitalization. Without a program of this extent, the City will not be able to move into the area in greatest need of renewal treatment while simultaneously taking advantage of a "Section 112-College Project." To further postpone entering into a 112 project will result in significant credits being lost because the time period (seven years) of eligibility of expenditures will have elapsed. To the degree that potentially eligible credits are lost the City will reduce its ability to undertake future renewal. Furthermore, the proposed boundaries are sound and logical. On the east is Acheson Drive, which essentially marks the easterly edge of central business district development. This easterly boundary could be extended to include the waterfront. Including this area would help to implement the design objective that the waterfront be connected and coordinated with CBD redevelopment. The Route 17 By-pass on the south is also a definite boundary which separates the proposed project area from the development beyond. The boundaries of Section V-A establish a logical southerly extent for the first priority project. The easterly side of Block 98 provides a clear topographical boundary. The creek along the southerly side of this block is a natural boundary, marking a change in land use. Block 106 also marks a district land use change. The southerly boundary is also well related to the relocation of Highway 6-A as proposed in the Plan of Development Interim Report. High Street forms a satisfactory westerly boundary. It is somewhat arbitrary in that Section VI, west of High Street, is also proposed for renewal, but as a second project. The boundary in this case serves only scheduling purposes.

therefore makes an excellent boundary. Blocks 9 and 12 fill out this cohesive area, leaving out the already redeveloped Block 8 and the block presently being redeveloped, Block 12.

For these many reasons we feel that the proposed first project is the most feasible and appropriate first step for Middletown's renewal action program.

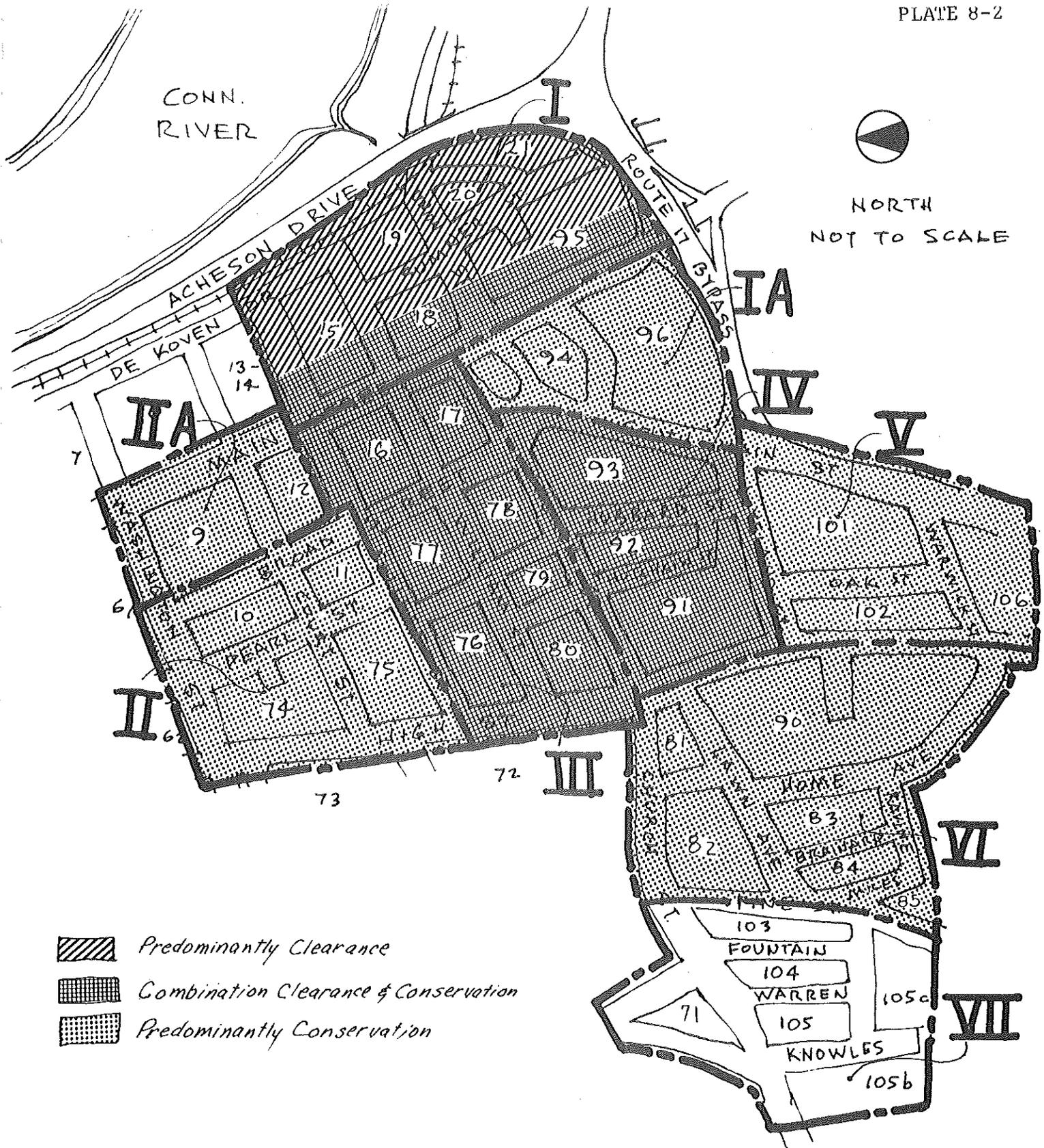
Suitable renewal treatment in the proposed first project should include both conservation and clearance. In Section I virtually 100 percent residential clearance is recommended. As discussed in Chapter 3, the McDonough Place half of Block 95, would be excluded. The remainder of the Main Street frontage will require detailed building by building analysis to determine the extent to which conservation is feasible there. Proposed reuse in the section may include parking, some central business district type commercial, some new office space and new multi-family housing, which should be of more than a single type, i.e., the area could include low rent public housing, housing for the elderly, moderate rental private housing and perhaps even a small amount of luxury housing.

Section IA is important primarily as the location of the Middlesex Hospital. The proposed treatment is principally conservation with the possibility of some clearance for expansion of hospital grounds. Some other minor spot clearance may be necessary. Unless hospital related, no other non-residential reuse is contemplated.

Analysis denotes that a significant portion of Section II would be suitable for conservation. Some clearance is indicated in order to accomplish certain public improvements such as the inner loop thoroughfare, and to bring about land use changes, such as Wesleyan expansion.

For Section III we recommend a considerable amount of residential clearance and some non-residential clearance. The section does contain a number of structures which could be retained, and coordinated into an urban plan. This is true particularly along the Main and High Street frontages and on Church Street in Block 17, and in some other locations. The major obstacle is, as discussed in previous chapters, the existence of the Goodyear factory. Its retention would make renewal planning more difficult, but unless the firm can be persuaded to relocate elsewhere within the City, a renewal plan must be developed to include it in its present location. Section III would be appropriate for commercial and parking reuse and it appears that some new housing reuse should be included. Here, again, relocation housing of a variety of types would be appropriate.

Partial clearance and partial conservation is also indicated for Section IV. Some Wesleyan expansion into this area must be considered. Significant clearance will be necessary in the section in order to remove residential blight. Some incompatible non-residential uses also should be eliminated.



PROPOSED URBAN RENEWAL TREATMENT (by section)

COMMUNITY RENEWAL PROGRAM
MIDDLETOWN, CONNECTICUT

Middletown Redevelopment Agency
Raymond & May Associates

The principal reuse, other than public, should be housing.

In Sections V and V-A, residential uses appear to be suitable for conservation treatment. If land is made available for redevelopment, new housing and neighborhood commercial would be appropriate reuses.

Proposed Second Project

The proposed project area is made up of Section VI and contains approximately 53 acres. In terms of need for blight removal, the proposed second project is not one of the most pressing areas in Middletown. The area shows signs of deterioration, but has an essential soundness that makes residential conservation a natural choice of treatment. From the City's point of view, the access to additional Section 112 credits is the principal reason for the high priority of this area. (See Chapter 6 for financial implications). By taking advantage of the grant-in-aid credits here, the Redevelopment Agency will build up resources with which to undertake additional renewal elsewhere. This can be done because excess renewal credits on any 112-College project may be pooled with other projects. Here again, to delay would result in the loss of potential credits. A modest amount of clearance for Wesleyan expansion in Blocks 81, 82, and the northerly portion of Block 90 seems indicated. Otherwise, most of the existing structures would be retained.

Once the Redevelopment Agency develops staff and skills in conservation techniques, this project should be a relatively easy one to execute. No major problems are now apparent and no extensive change in the area is anticipated. Renewal activity in this area would permit installation of proposed improvements, particularly new sewers. Other localized improvements, such as the provision of off-street parking may also be included.

Proposed Third Project

The primary objective for renewal in Blocks 9 and 12 is to permit this area to participate in the revitalization of the central business district. CRP inspections reveal the existence of blight which should be removed or corrected. The provision of additional parking will also be an important factor for this part of downtown. By undergoing an upgrading of its own, this area will prevent any adverse effect from renewal activity in other downtown blocks. The treatment here would have to be decided almost on a parcel by parcel basis because this is a closely built-up area in the heart of downtown.

Summary Analysis

The overall size of the three areas under consideration is approximately 260 acres.

The estimated relocation load is as follows:

TABLE 10-1**

Estimated Relocation Load for Recommended Action Program

Area	Totals			LR		Eld.*		MI		Private Rental		Private Sales	
	All	W	NW	W	NW	W	NW	W	NW	W	NW	W	NW
Recommended Project #1	640	506	134	66	55	54	0	111	33	214	34	61	12
Recommended Project #2	42	42	0	0	0	5	0	6	0	21	0	10	0
Recommended Project #3	20	20	0	4	0	4	0	3	0	9	0	0	0
	702	568	134	70	55	63	0	120	33	244	34	71	12

* In addition to the families indicated in Table 10-1, there are 120 elderly single persons tentatively eligible for housing for the elderly.

**Abbreviations used in relocation table are as follows:

- LR - Federally aided Low Rent Public Housing
- Eld.- Federally aided Housing for the Elderly
- MI - State aided Moderate Income Housing
- W - White
- NW - Non-white

In comparing relocation needs with resources, the estimated needs for the proposed renewal area are as shown in Table 10-1. Relocation resources are discussed in detail in Chapter 5. To meet low-rent public housing needs in the total proposed renewal area, we recommend that construction of 50-70 units as a minimum; or more desirably, 120-125 units, be contemplated. In addition, from 100 to 120 units of housing for the elderly should be contemplated. We recommend also that in the range of 221-d-3 private rental housing, from 180 to 270 units be developed. These latter figures are in addition to any demand that may already exist in the City. To the extent that apartments now being planned or built in the City fill the need shown here, the relocation problem in private rental housing will be correspondingly reduced.

Cost estimates for the proposed projects are as follows:

Proposed Project 1:

Since the proposed first project is identical with hypothetical project 3, as discussed in Chapters 5 and 6, the cost estimate shown in Table 6-3 on page 76 applies here as well. A summary estimate is shown in Table 10-2:

TABLE 10-2

Cost Estimate, Proposed Project 1

Project Costs Excluding 112 Credits	\$15,800,000
112 Credits	<u>1,050,000</u>
Gross Project Cost	16,850,000
Land Proceeds	(-) <u>2,400,000</u>
Net Project Cost	14,450,000
Federal Share	(-) <u>10,850,000</u>
Local Share	3,600,000
State of Connecticut Share	(-) <u>1,800,000</u>
Net Local Share	1,800,000
112 Credits	(-) <u>1,050,000</u>
Cost to City	\$ 750,000

Proposed Project 2:

Based on the estimates made in Chapter 6, proposed project 2 will result in an excess of non-cash grant-in-aid (Section 112) credits. For this reason the financing for projects 1 and 2 is combined, with the result that the \$750,000 cost to the City for project 1 above is eliminated by the 112 credits. The financing estimate for combined projects 1 and 2 is shown in Table 10-3:

TABLE 10-3

Cost Estimates, Combination of Proposed Projects 1 and 2

Project Costs Excluding 112 Credits	\$17,050,000
112 Credits Project 1	1,050,000
112 Credits Project 2	<u>1,400,000</u>
Gross Project Cost	\$19,500,000
Land Proceeds	(-) <u>2,550,000</u>
Net Project Cost	16,950,000
Federal Share (rounded)	(-) <u>12,700,000</u>
Local Share	4,250,000
State of Connecticut	(-) <u>1,800,000</u>
Net Local Share	2,450,000
112 Credits	(-) <u>2,450,000</u>
No Cost to City	0

Third Project:

As explained in Chapter 9, cost estimates for renewal in Blocks 9 and 12 must be fairly general because so many variables exist. Nevertheless, a general range of expenditure can be established. The financing computation is shown in Table 10-4:

TABLE 10-4

Cost Estimates, Third Priority Area

Project Costs Excluding 112 Credits	\$1,300,000
112 Credits	<u>0</u>
Gross Project Cost	1,300,000
Land Proceeds	(-) <u>300,000</u>
Net Project Cost	1,000,000
Federal Share	(-) <u>750,000</u>
Local Share	250,000
State Share	<u>125,000</u>
Net local share; cost to City	\$ 125,000

Cost estimates and the financing computation for the overall proposed renewal area is shown in Table 10-5:

TABLE 10-5

Overall Cost Estimates for Proposed Renewal in First Priority Study Area

Project Costs Excluding 112 Credits	\$18,350,000
112 Credits Project 1	1,050,000
112 Credits Project 2	1,400,000
112 Credits Project 3	<u>0</u>
Gross Project Cost	\$20,800,000
Land Proceeds	(-) <u>2,850,000</u>
Net Project Cost	17,950,000
Federal Share (rounded)	(-) <u>13,450,000</u>
Local Share	4,500,000
State of Connecticut	(-) <u>2,050,000</u>
Net Local Share	2,450,000
112 Credits	(-) <u>2,450,000</u>
No Cost to City	0

These tabulations indicate that the estimated 112 credits reduce the City's cash obligation to zero for overall proposed renewal activities in the first priority study area.

For the overall proposed renewal area, comparisons of present tax revenue with revenue contemplated upon the completion of renewal indicate an estimated increase in revenue of about \$150,000 per year. This estimated increase in annual tax revenues provides another factor in support of the proposed renewal program.

In addition to increasing City revenues from the project area, the proposed renewal program would result in an estimated private and

institutional investment of about \$26,500,000 in new buildings and facilities. This added to the estimated gross project cost (excluding 112 credits) of about \$18,500,000 means that a volume of approximately \$45,000,000 of activity would be generated in Middletown as a direct result of renewal activities. This total volume of economic activity generated is significant in terms of local jobs created, construction work, business district revenue, banking activity, and so forth. These items would be a significant factor in the overall economic base of the City.

Assuming that the availability and utilization of Section 112 credits will be as estimated, this computation indicates that the proposed renewal can be accomplished without cash outlay by the City. This does not mean that Middletown will not have to spend any money for renewal. It may have to pay for supporting facilities, such as municipal parking lots, schools, and so forth. It would also have to pay for project improvements, such as streets and utilities, to the extent that these facilities may be ineligible as a project cost. Partial ineligibility would occur when a facility serves non-project uses as well as project area uses. We further want to emphasize that these estimates are preliminary and therefore somewhat tentative. At the CRP stage of planning more accurate and detailed estimates cannot be made. In addition, the eligibility of estimated 112 credits will have to be approved by HHFA. The City will be in a position to know exactly what proportion of these credits HHFA will approve only after it has prepared detailed plans and a budget for the project, but, before it finally commits itself to the project. In spite of these cautions, the estimates given here are in the range that may be contemplated for the proposed renewal program. They can and should be used as a guide in determining the next steps to be taken in Middletown's renewal program. The indication at this time is that Middletown can undertake and accomplish a renewal program of major proportions with only a modest financial investment of its own. The renewal program proposed here could bring into being a dramatic new period in Middletown's development as a modern City.

No attempt has been made in this report to develop a detailed plan. The discussion throughout has dealt with needs, objectives, concepts, and resources. This is the intent of CRP studies. Development of detailed physical plans must come as part of the project planning phase. It does seem fairly clear that if a program of this magnitude is contemplated, careful staging of project activities will be necessary. The program could be scheduled out over a several year period with careful coordination provided by the Redevelopment Agency staff.

Action Program Summary

After considering all the influencing factors, and acknowledging that a number of possible arrangements are feasible, we advance our recommendation (see page 110) as being Middletown's most feasible overall approach to a renewal program. This report should be viewed as a discussion document. Before the City takes the next formal step toward a project, filing an application for survey and planning funds, this report should be reviewed by the Mayor and Council, the Mayor's Advisory Committee, the Redevelopment Agency, the Planning Commission, the Chamber of Commerce, and other interested groups. After these discussions it is possible that the City may wish to consider some other combination of areas and arrive at another feasible alternative.

During the formative period in which a program is being decided upon it is important to continue coordination with local citizens' groups; the Mayor's Advisory Committee may fulfill an important function during this time in explaining the proposals to interested groups and organizations.

Once an action program is decided upon and a Survey and Planning Application for a project is approved by HHFA, then a number of supplementary steps should be given early attention. These should include an information and education program, a gradual increase in Redevelopment Agency staff, and an early start on relocation plans, including a social services program and emphasizing housing opportunity for minority groups.

These steps will get the program off to a good start and will help mitigate various problems as they come along. An aggressive information program will be important at every stage of the renewal process; it will be of particular importance, however, during the planning stage, particularly from the time a preliminary plan is submitted until the time a final plan is approved. Because of the magnitude of the proposed program we recommend that the Redevelopment Agency staff and consultants give major emphasis to public information in all of its activities, using appropriate media at every stage including discussions, newsletters, news releases, brochures, models, etc. A detailed discussion of overall potential staff needs will be included in the final CRP report. Advance preparation establishes a framework so that as the work load increases, staff additions can be made in an orderly manner. And, finally, because relocation planning can be a lengthy process, it is essential that policy be determined early and a program initiated. Foresight in this area can prevent costly delays later on.

APPENDICES

APPENDIX I

Criteria used in classifying buildings as deficient

The detailed criteria used in classifying structures as deficient are 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 long 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.

APPENDIX 2

SURVEY METHODS FOR DETERMINING CONDITION OF STRUCTURE

Several surveys were used in determining condition of structures in the first priority study area as well as in other portions of the City. The original survey was conducted by members of the consultant's staff who drove or walked over every block in the City and noted the general condition of the exterior of structures. Ratings were made on a block front basis. This survey was a major factor in identifying the areas which would receive more detailed investigation.

The second survey consisted of exterior inspections of individual structures in selected areas. When a building contains a public hallway, this was also checked as part of the exterior survey. The exterior inspections were done by City firemen under general supervision of the Redevelopment Director and the consultant. (The firemen's time was part of the local contribution of the cost of the CRP).

The third survey involved family interviews and inspection of the interiors of dwelling units. These were done primarily by personnel from the Department of Public Works under general supervision of the Redevelopment Director and the consultant. (This staff time was also part of local contribution). Two different types of family interviews were used depending on the situation, a "short form" and an "in-depth" interview. The tabulation and evaluation of all surveys was done by the consultant.

The extent to which the various techniques were utilized varied from section to section, according to specific circumstances. Detailed surveys were undertaken in areas that appeared to have some blight or which contained blighting influences. Because only a limited number of surveys could be made, not every block that gave any evidence of the existence of blight could be inspected in detail. The additional surveys were concentrated therefore in the areas which seemed to have greater priority for early renewal action, or where the kind of treatment necessary, even in a tentative way, could not be determined by block-front inspection. Some of these blocks received only exterior survey, but in others the family interview and dwelling unit inspections were done as well. In the blocks selected for exterior survey, all buildings were inspected. The interior surveys and interviews, however, were done on a 20 percent sample basis.

As the delineation of the highest priority areas became clearer, the greatest amount of effort was concentrated in these areas. As might be expected, these areas were primarily the older portions of the City, generally in or near the central area. The most detailed analyses were conducted in the first priority study area.

APPENDIX 3

STRUCTURAL AND ENVIRONMENTAL CRITERIA FOR CLEARANCE

Since the completion of CRP surveys, the Urban Renewal Administration has revised its criteria with respect to the eligibility of specific areas for clearance treatment. To quote the Manual:

"In a built-up project area or sizable part thereof which is proposed for clearance and redevelopment, one of the following conditions must exist:

- (1) More than 50 percent of the buildings, not including accessory outbuildings, must be structurally substandard to a degree requiring clearance as determined by specific criteria consistent with the definition set forth below.
- (2) More than 20 percent of the buildings must be structurally substandard to a degree requiring clearance, and additional clearance, in an amount bringing the total to more than 50 percent of the buildings, must be warranted to effectively remove blighting influences such as:
 - (a) Inadequate street layout.
 - (b) Incompatible uses or land use relationships.
 - (c) Overcrowding of buildings on the land.
 - (d) Excessive dwelling unit density.
 - (e) Obsolete buildings not suitable for improvement or conversion.
 - (f) Other identified hazards to health and safety and to the general well-being of the community.

"Buildings classified as 'structurally substandard to a degree requiring clearance' must contain defects in structural elements and/or a combination of deficiencies in essential utilities and facilities, light and ventilation, fire protection (including adequate egress), layout and condition of interior partitions, or similar factors, which defects and/or deficiencies are of sufficient total significance to justify clearance."

The term "deficient", or "with deficiencies", as used in Chapter 3 refers to the evaluation of structural condition only. Those structures categorized herein as deficient include those which would also qualify under the above quoted criteria 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. Chapter 3 does discuss those environmental conditions which would have to be corrected to remove blighting influences. These factors might require the clearance of some standard structures. The particular manner in which this would be done could only be determined as a part of detailed project planning. Conditions in the first priority study areas have been considered in terms of the new criteria. Comparison of current Federal requirements with the condition of structures in each of the various sections and the environmental conditions which will have to be corrected indicates that all areas tentatively discussed in this report as possible clearance areas would meet all of the applicable URA criteria governing clearance areas.

