THE CITY OF PROVIDENCE

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

RESOLUTION OF THE CITY COUNCIL

No. 734

Approved December 18, 1964

WHEREAS, pursuant to a certain Contract for Community Renewal Program Grant numbered R. I. R-5 (CR) G and dated June 7, 1961 (hereinafter called the "Contract") with the United States of America (hereinafter called the "Government"), the City of Providence undertook the preparation of a certain Community Renewal Program, more particularly described in the Contract for Providence (hereinafter called the "Locality"); and

WHEREAS, the City of Providence has duly completed its activities and duties under such Contract; and

WHEREAS, it is required under the terms and conditions of the Contract that the City Council of the City of Providence (hereinafter called the "Governing Body") must certify that the Community Renewal Program conforms to the general plan of the Locality as a whole in order that final payment of the Community Renewal Program grant provided for in the Contract may be effected by the Government; and

WHEREAS, there has been referred to the Governing Body for review and a finding as to conformity a copy of the Community Renewal Program completed by the City of Providence pursuant to the Contract, which program is numbered Project No. R.I. R-5 (CR) and dated June 23, 1964 and consists of "Providence Community Renewal Program, A Summary of Renewal Proposals, 1965-1970", the same including the recommendations for urban renewal action and the proposed scheduling or programming of urban renewal activities as set forth in the CRP; and

WHEREAS, The Community Renewal Program has been endorsed by the Mayor of the City of Providence as evidenced by a copy attached hereto of his letter of November 30, 1964 addressed to the Regional Director of the Urban Renewal Administration; and

WHEREAS, a general plan has been prepared for the general development of the Locality as a whole; and

RESOLUTION
OF THE
CITY COUNCIL

WHEREAS, the Locality's planning body, the City Plan Commission of the City of Providence (hereinafter referred to as the "Commission") which is the duly designated and acting official planning body for the locality has certified as evidenced by a copy of the Commission's letter attached hereto that the Community Renewal Program conforms to said general plan of the Locality as a whole; and

WHEREAS, the Governing Body has reviewed and considered the Community Renewal Program's recommendations and the certification of the Commission:

NOW, THEREFORE, BE IT RESOLVED BY THE GOVERNING BODY, that the Community Renewal Program conforms to the general plan of the Locality as a whole. Nothing contained herein shall be construed to imply approval of economic or social findings and recommendations, administrative reorganization or other content of the renewal program.

IN CITY COUNCIL

DEC 17 1964

READ and PASSED

ACTING President

Clerk

APPROVED

DEC 18 1964

MAYOR

No.

CHAPTER

AN ORDINANCE

THE COMMITTEE ON

Ordinance

Approves Passage of
The Within Resolution

Vincent Vespasi
Chairman

12-11-24

Clerk

CITY OF PROVIDENCE
EXECUTIVE CHAMBER
PROVIDENCE, R.I.

WALTER H. REYNOLDS
MAYOR

November 30, 1964

Mr. Charles J. Horan, Regional Director
Urban Renewal Administration
346 Broadway
New York, New York 10013

Dear Mr. Horan:

Subject: Providence, Rhode Island
Community Renewal Program
Project No. R.I. R-5(CR)
Project Submission

Pursuant to a Contract for Community Renewal Program Grant numbered R. I. R-5(CR)G and dated June 7, 1961 the City of Providence undertook the preparation of a Community Renewal Program.

I have received for my review a copy of "Providence Community Renewal Program, a Summary of Renewal Proposals 1965-1970 dated June 23, 1964 and containing the recommendations for urban renewal action and the proposed scheduling or programming of urban renewal activities as set forth in the CRP.

In accordance with the provisions contained in the Urban Renewal Manual (Section 41-2-2) and specifically in accordance with the subsequent Local Public Agency Letter No. 276 of August 19, 1963 (pages 4 and 5) I am pleased to advise you that the Providence Community Renewal Program (Project No. R.I. R-5(CR) is herewith given my endorsement.

Very truly yours,

Walter H. Reynolds
Mayor of Providence

WHR:kn

cc: Jack Wilkes, City Controller

IN CITY COUNCIL

DEC 3 - 1964

FIRST READING
REFERRED TO COMMITTEE ON
.....ORDINANCES.....

Vincent Vespia, CLERK

City Plan Commission

Suite 103, City Hall,
Providence, Rhode Island 02903

November 17, 1964

The Honorable City Council
of the City of Providence
City Hall
Providence, R. I.

Gentlemen:

At a meeting of the City Plan Commission on August 11, 1964 the Community Renewal Program was discussed at length and approved as to its conformity with the Master Plan for the City of Providence.

At that meeting the Commission staff presented a report on the Program, resulting from a review and field inspection and the Urban Renewal Coordinator discussed the purpose and scope of the Program.

Following the discussion,

The Commission

VOTED: That this is a sound plan and is in conformity with the Master Plan.

Very truly yours,

Edward Winsor

EDWARD WINSOR
CHAIRMAN
CITY PLAN COMMISSION

EW:MMH

IN CITY COUNCIL

DEC 3- 1964

FIRST READING

REFERRED TO COMMITTEE ON ORDINANCES

Vincent Vespia, CLERK

CONFIDENTIAL
NOT FOR PUBLICATION

6-23-64
C.R.W.

PROVIDENCE COMMUNITY RENEWAL PROGRAM
(A Summary of Renewal Proposals)
1965 - 1970

Introduction. The recently revised Community Renewal Program now being prepared for publication contains a panoply of economic and population projections, social analyses, field studies of existing blight, extended examination of market feasibility, review of administrative organization for renewal, and other materials designed to make the program comprehensive in approach.

Each of these has its justification in the development of a planned program for urban renewal, financially feasible, and carefully scheduled to meet community needs with primary consideration to the elimination of urban blight. The end product of this time consuming and costly enterprise is the program itself. Completion of this program marks the first occasion since the "Central Areas Report" of 1951 that the urban renewal needs of Providence have been viewed in their totality against a background of extensive research.

Problem Perception. The basic research done in preparation of the scheduled CRP is designed to document the nature and extent of community problems on the premise that these may be alleviated by a specific renewal program tailored to meet the needs of the individual community.

It is presumed also that awareness of economic, social and other data will enable the program developer to avoid the dilemma of unduly aggravating some community problems while in the course of contributing to the solution of others - thus it is hoped, substantially avoiding the so-called "unforeseen consequences" which may constitute a hazard in project selection. The principal problems of Providence measured by the CRP include:

(1) Loss of employment sources and resulting low income patterns
(2) Declining population and growing imbalances in age distribution and family composition
(3) Concentrations of social, health and welfare cases
(4) Deterioration of structures and their environment
(5) Disparity in relative condition of housing occupied by whites and by non-whites
(6) Failure of municipal revenues to keep pace with expanding needs

None of these problems can be solved definitively through urban renewal. Each in large or small measure can, however, be significantly affected by an urban renewal program soundly conceived and executed.

Recommended Renewal Policies. To exercise the maximum potential corrective effort, it is recommended the renewal program be designed to carry out the following policies:

(1) Economic development through the provision of cleared sites for industrial and commercial construction

(2) Improvement of the existing housing stock by means of residential rehabilitation
(3) Construction of new housing on vacant and cleared sites
(4) Improvement of existing non-residential buildings and areas (industrial rehabilitation)

Renewal Strategy. A set of guide lines is needed in project selection where the basic factors affecting different potential sites are essentially equal. These guide lines comprise a strategy for renewal action. Some points of strategy found useful for project selection in Providence are:

(1) Use renewal action in "key areas" of the City. Some parts of the City can be identified as key areas in terms of the spread of blight, relationship to the downtown area, major institutions or other facilities, relationship to the circulation pattern, or influence on the economy of the City.

(2) Build on established areas and values. A renewal project adjoining a stable area might well have greater potential for success than one surrounded by blight. Residential rehabilitation efforts in an area which has adequate public educational and recreational facilities, and no serious traffic problems, should be more successful than in an area in which public facilities are inadequate and traffic problems are intensive.

(3) Relate renewal action to earlier projects. Once the first project is underway in an area, it is frequently more logical to select subsequent projects which can capitalize on the work already begun, rather than shift attention to a distant unrelated area.

(4) Capitalize on public improvements which can be used as local non-cash grants-in-aid. Where public improvements must be made anyway, a renewal project in the service area of the improvement is often a better choice than one in a similar area elsewhere.

(5) Select projects which maximize potentially desirable results. Frequently multiple objectives can be achieved through a single project. A renewal project may also permit accomplishment of master plan proposals for changing land uses, improving circulation patterns, or providing community facilities. A renewal project can occasionally be used to strengthen relocation resources needed to execute some other project.

(6) Select projects which minimize potentially undesirable results. For example, two projects which ostensibly would accomplish the same result might have quite different consequences in relocation, number of persons, families or businesses which must be dislocated, or in impact on minority families who have difficulty in finding suitable relocation housing.

Recommended Program. The CRP accepts the broadest possible definition of urban renewal and postulates that in addition to the "program" of projects there will be a city-wide effort, stepped-up in volume, to enforce minimum housing standards, provide educational and recreational facilities where needed, eliminate traffic delays and hazards, plant and beautify city streets and highways, and in-short take any and all feasible action which conceivably can result in neighborhood conservation and maintenance. For the purpose of recommending the nature of treatment appropriate, the CRP divides the total geographical area of Providence into 120 treatment areas. Each is analyzed in detail in the three appendix volumes to that study. From these 120 treatment areas the consultants, excluding 18 treatment areas in which public housing or redevelopment programs are now in operation, have selected 17 treatment areas involving different types of redevelopment or concentrated conservation action as the major effort of a recommended community renewal program between 1965 and 1970. Selection was based upon the policies and the strategy outlined in the foregoing.

The proposed projects are more fully described in the table titled "Providence Community Renewal Program, 1965-1970" appearing at the end of this summary. In consideration of this table the following comments may be appropriate:

(1) The CRP accepts the current urban renewal program including Railroad Relocation and the East Side Renewal Project as committed and looks to an on-going program which must be commenced well before present projects are completed if we are to maintain a continuous and uninterrupted renewal operation.

(2) Seventeen treatment areas are listed under proposed projects and shown on the map titled in the same manner as the table above referred to. The CRP does not analyze each of these in the same depth as is done under the Survey and Planning phase of a renewal project. Therefore the boundaries should not necessarily be construed as final project boundaries. In the judgment of consultants these projects satisfy the requirements for eligible projects. However, since the amount of private investment and tax returns cannot be accurately determined as between the seventeen projects, exact cost-benefit ratios have not been computed as a basis for assigning treatment priorities.

(3) It will be noted from the principal re-uses in each project that, while continuing several projects necessary for economic development, the emphasis of the program is more heavily upon the residential portion, since it is the consultants' conviction that a large amount of residential development is required to bring the present program into proper balance.

(4) In a number of instances special effort is directed to arrested areas, especially on the city's periphery, with the dual view of lessening the relocation burden on the one hand, and of creating on the other hand, suitable opportunities for private investment in one-family homes.

(5) Residential conservation is to be taken to mean rehabilitation. Rehabilitation can take place without the wholesale dislocation required by clearance, and without the volume investment of public funds required for clearance. The bulk of the projects recommended for rehabilitation occur in the later stages of the recommended program. This is specifically to permit time for a local acquisition of "know-how" in this type of operation. Experience will be gained in the interim through certain phases of the East Side Renewal Project currently underway. Other cities, notably Philadelphia, New Haven and Detroit are reported to be successful in this type program and their pioneering efforts should be of value to Providence.

(6) The "human side of renewal" is recommended by the CRP as being of equal importance with physical renewal. The treatment methods referred to in the program table by letter designation range from the most intensive as "A" to "D" which is the least intensive. In relation to social treatment the CRP recommends a new-and full-partnership between physical planners and social planners in the execution of renewal projects. This is set forth in detail in the study of the Rhode Island Council of Community Services which will be published as a separate volume of the CRP. The proposals contained are intended to coordinate the voluntary services and expenditures of private health, welfare and social agencies and of similar public agencies in renewal areas in order that the renewal operation may become more than the mere removal of disadvantaged families and individuals from one site to another.

(7) Some 25,000 families and 8,000 individuals would be affected by the recommended program. Because, however, the program is oriented to a large extent toward arrested area development and toward residential rehabilitation only about 5 percent of the families and about 7 percent of the individuals would need to be relocated according to study estimates based upon field survey of structural condition and the 1960 census distribution of population.

A statistical effort has been made by the consultants to estimate required non-white relocation needs by projecting the percentage of non-white to total population in the affected areas. This at best can afford only an indication of relative burdens, but it would appear that under the present recommendations the total relocation load would involve not more than 10 percent non-whites compared to some 42 percent in previous programs. The CRP analysis indicates relocation facilities available annually in Providence at acceptable rental or sale prices, and in quantity approximately five times the total requirements of the program proposed one by-product of the depressed economic pattern and the population decline.

(8) The estimated cost of the 17 project program proposed shows a net total project cost of $24,387,000 of which the estimated city cost (including assisted and non-assisted projects)* would amount to approximately 9.6 million dollars. This may be further reduced to less than 8 million by inclusion of some projected non-cash items through the capital improvement program process. Compared to present renewal efforts, the cost of the proposed five year program amounts to approximately one-third the 25.3 million dollars expended or to be expended by Providence for the 10 past and current projects since 1947.

(9) It will be observed that the first three years of the recommended program are in better balance and more extensive in scope than the final two years. This is deliberate and recognizes that conditions, markets and other factors are constantly changing. Midway in this program a reappraisal should take place based upon data from a recommended Central Records System and an extension of market feasibility studies from that approximate time. Scheduling of the 17 proposed projects should be so arranged that additional project selection for action in 1971 can be initiated beginning in 1968.

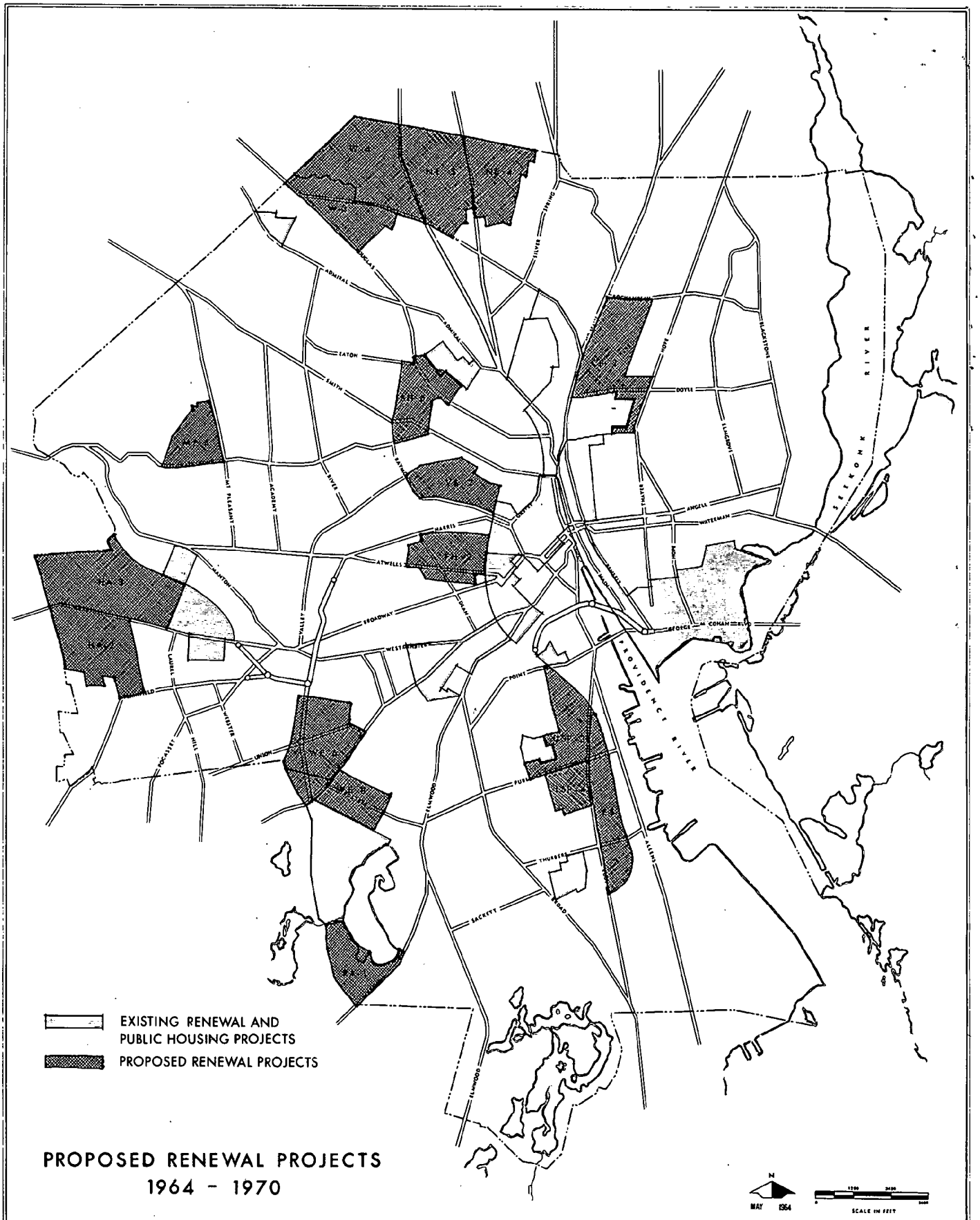
* federally-assisted or non-assisted projects

(10) The scope and timing of the program are correlated with economic projections and forecasts by Brown University (one-printed volume) and Hammer and Company of Washington, D. C. (in a series of memoranda); they correspond also to a five year market feasibility study 1965-1970 prepared for the CRP by the W. S. Ballard Company (printed in three volumes). Prospects are for the use of 70-110 acres of land for industry in this period. Current renewal projects would leave a potential demand of 45 acres of which the proposed program will provide approximately 35 acres. Institutional expansion is expected to require a minimum of 30 acres prior to 1970 - and the actual demand may develop considerably in excess of this.

The market for new dwelling units is estimated at 6,500 of which current projects would supply about 1,250 and the proposed program would seek to supply 2,765 more. With the largest demand predicted for rehabilitated dwelling units, the proposed program is recommended to supply 2,400 by 1970 - about one-fifth the total estimated demand in this category. No limiting estimate is available on demand for non-residential rehabilitation. It is suggested, therefore, that this proceed on an experimental basis. Nothing in the period 1965-1970 is programmed for governmental use because this may be satisfied by the current Railroad Relocation Project's Civic Center, nor for commercial expansion which may be substantially met - insofar as the needs of this period are concerned - by the Weybosset Hill Project and by relevant portions of the East Side Renewal Project.

Conclusion. It would appear that this program must be judged upon its intrinsic merit and in the light of Providence experience and aspirations. It should be remembered at all times that this is a proposed program. If accepted as is - or with some immediate future amendments - it remains a proposal. Before any of the several projects are instituted each must be re-examined. One (or more than one) anticipated for execution at a given time must be analyzed in greater depth, its value reaffirmed, its boundaries precisely defined, and approval received from the City Council for each project submission.

Neighborhoods change in character, federal legislation is continually being revised, private action - indeed the mere passage of time - can appreciably alter market feasibility. The best we can say about such a program at this juncture is that in the light of current knowledge we consider it sound in approach and direction.



PROPOSED RENEWAL PROJECTS 1964 - 1970

PROVIDENCE COMMUNITY RENEWAL PROGRAM

OFFICE OF THE URBAN RENEWAL COORDINATOR

BLAIR ASSOCIATES – CONSULTANTS

PROVIDENCE COMMUNITY RENEWAL PROGRAM — 1965 - 1970

Treatment Areas (Proposed Projects)	Principal Re-Use	Approx. Gross Area in Acres	Primary Renewal Action	Social Treatment Recommended ***	No. of Residents	No. of D.U.	Anticipated Total Relocation Fam.	Anticipated Total Relocation Ind.	Anticipated Non-White Relocation Fam.	Anticipated Non-White Relocation Ind.	Est. Net Project Cost	Est. Total City Cost (Excluding Non-Cash)	Selection Criteria ** Policy	Selection Criteria ** Strategy
Group One														
Eddy Street	Industrial	79	Clearance	A	1,200	419	303	82	34	9	$ 2,425,000	$ 808,000	1	1,4,5
Valley Street 2	Industrial	59	Non-Resident Conservation	A	546	223	131	47	-	-	736,000	245,000	4	1,5
Wanskuck 4 *	Residential	117	Arrested Area Dev.	D	232	83	-	-	-	-	2,025,000	2,025,000	3	1,5,6
Hartford Ave. 2	Residential	110	Arrested Area Dev.	C	994	322	4	1	-	-	1,542,000	514,000	3	1,4,5,6
		365			2,972	1,047	438	130	34	9	6,728,000	3,464,000		
Group Two														
Federal Hill 2	Res. Comm.	59	Clearance	A	1,932	764	286	80	3	1	6,586,000	2,195,000	1,3	1,3,5
Smith Hill 5	Residential	60	Residential Conservation	A	1,644	591	20	8	1	-	509,000	170,000	2	1,2
Mt. Pleasant 4 *	Residential	29	Arrested Area Dev.	C	832	252	1	-	-	-	119,000	119,000	2,3	1,2
Reservoir Ave. 1	Residential	58	Arrested Area Dev.	C	144	51	-	-	-	-	155,000	52,000	2,3	1,2,3
		206			4,552	1,658	306	88	4	1	7,369,000	2,526,000		
Group Three														
Upper S. Prov. 3	Res. Inst.	89	Clearance	A	1,904	676	318	265	34	28	3,757,000	1,246,000	3	1,3,4,5,6
West End 8	Res. Ind.	75	Residential Conservation	A	1,878	619	16	7	1	1	1,072,000	357,000	2	1,3,6
North End 5	Residential	103	Arrested Area Dev.	C	1,130	353	21	2	-	-	646,000	230,000	2,3	1,6
Hartford Ave. 3	Residential	155	Arrested Area Dev.	C	2,626	886	13	2	-	-	1,191,000	397,000	2,3	1,4,6
		422			7,538	2,534	368	276	35	29	6,716,000	2,230,000		
Group Four														
Camp Street 2	Residential	120	Residential Conservation	C	3,604	1,269	14	6	4	2	1,400,000	467,000	2	1,2,3,4,6
Lower S. Prov. 4	Residential	50	Residential Conservation	A	1,673	582	14	4	2	-	623,000	408,000	2	1,3,6
North End 4	Residential	80	Arrested Area Dev.	C	855	264	11	1	-	-	330,000	110,000	2,3	1,3,6
		250			6,132	2,115	39	11	6	2	2,353,000	785,000		
Group Five														
Wanskuck 3	Residential	82	Residential Conservation	C	1,096	351	7	1	-	-	1,171,000	340,000	2,3	1,3,6
West End 6 *	Residential	25	Residential Conservation	A	2,905	1,005	-	-	-	-	50,000	50,000	2	1,3,6
		107			4,001	1,356	7	1	-	-	1,221,000	390,000		
	TOTAL	1,350			25,195	8,710	1,159	506	79	41	$24,387,000	$9,583,000		

* Non-Assisted

Source: Revised CRP - June, 1964

C-23-64 CRW

** Numbers in these columns refer to numbers on pages 1-3 preceding where multiple numbers are listed these are not necessarily in the order of importance.

*** Letters refer to programs combining social and physical renewal as described in the "Social Foundation Study" to be published with the full CRP Report. "A" areas will require the most social services; "D" areas - the least.

Community Renewal Program
SCHEDULE TABLE

Office of Renewal Coordinator
PROVIDENCE - RHODE ISLAND

IN CITY COUNCIL

DEC 3 - 1964

FIRST READING
REFERRED TO COMMITTEE ON
.....ORDINANCES.....

Vincent Vespia, CLERK

CERTIFICATE OF RECORDING OFFICER

The undersigned hereby certifies that:

1. He is the duly qualified acting City Clerk of Providence, Rhode Island (hereinafter called the "Locality"), and the custodian of the records of the locality, including the journal of the proceedings of the City Council (hereinafter called the "Governing Body"); and is duly authorized to execute this certificate.

2. Attached hereto is a true and correct copy of a resolution, including the WHEREAS clauses adopted at a meeting of the Governing Body held on the 17th day of December, 1964 (hereinafter called "Resolution of the Governing Body").

3. Also attached hereto is a true and correct copy of the "Providence Community Renewal Program", A Summary of Renewal Proposals 1965-1970," dated June 23, 1964 which has been previously endorsed by the Chief Executive ~~on~~ as evidenced by a letter from him to the Regional Director of the Urban Renewal Administration, dated November 30, 1964, the same being attached to the Community Renewal Program which was presented at said meeting.

4. The Resolution of the Governing Body has been duly recorded in the journal of said meeting and is now in full force and effect.

5. Said meeting was duly convened and held in all respects in accordance with applicable law and the by-laws of the Locality. To the extent required by law or said by-laws, due and proper notice of said meeting was given. A legal quorum of members of the Governing Body was present throughout said meeting and a legally sufficient number of members of the Governing Body voted in the proper manner for the adoption of the Resolution of the Governing Body. All other requirements and proceedings under law, said by-laws, or otherwise incident to the proper adoption of the Resolution of the Governing Body, including any publication, if required by law, have been duly fulfilled, carried out, and otherwise observed.

6. The seal appearing below constitutes the official seal of the Locality and was duly affixed by the undersigned at the time this certificate was signed.

IN WITNESS WHEREOF, the undersigned has hereunto set his hand the day of , 19 .

_____
Signature of Recording Officer

_____
Title

(SEAL)

IN CITY COUNCIL

DEC 3 - 1964

FIRST READING
REFERRED TO COMMITTEE ON
.....ORDINANCES.....

Vincent Vespia, CLERK

CITY OF PROVIDENCE - RHODE ISLAND - Walter H. Reynolds, Mayor

EXECUTIVE DEPARTMENT

Charles R. Wood
Urban Renewal Coordinator

City Hall
Providence 3, R. I.

December 16, 1964

The Honorable Mayor and
City Council of the
City of Providence
City Hall
Providence, Rhode Island

Gentlemen:

I am forwarding herewith the "Community Renewal Program" report including the "Social Plan for Community Renewal" prepared by the Rhode Island Council of Community Services, and the "Economic Foundation Study" prepared by Brown University.

On file with the Clerk of your Honorable Body and on file also in the office of the Mayor are the technical appendices to the study including: Appendix A-B containing the methodology and classifications employed in the blight study; Appendix C containing the analyses of planning areas and treatment proposals for the entire city; Appendix D-E-F-G containing methodology for estimating renewal costs, case studies in rehabilitation of housing, and description of statistical procedures, including use of IBM equipment; and the Technical Supplement to the social plan describing the methodology and the formulas employed by the Council of Community Services in the preparation of its work.

Basic proposals are contained in the principal volume the "Community Renewal Program". There are substantial differences between the content of this volume and the November 1963 draft which was distributed to the City Council at an earlier date.

The number of projects proposed for approximately the next five years has been reduced from twenty-three to seventeen, including in the latter number three rehabilitation projects not among the original twenty-three. The estimated capital cost is approximately nine and a half million dollars to the City. Non-cash credits could reduce this cost to seven and a half million or less. The emphasis of this program is largely upon rehabilitation of existing housing for low-income families, and the provision in "arrested areas" of opportunities for construction of new middle-income housing. Only enough clearance projects are recommended to keep pace with estimated market demand for commercial and industrial re-use.

The proposed administrative re-organization has also been revised and up-dated. No change in status is recommended for the Department of Building Inspection. The proposals call for a repeal (through a special legislative act for Providence) of the quasi-independent status of the Redevelopment Agency, and its establishment as an operating division under the authority of the Mayor. At the same time the role of the City Plan Commission as a staff function to assist the Mayor is proposed to be clarified and strengthened.

The Redevelopment Agency, the Division of Minimum Housing Standards, and a new Division of Community Services to include the present Family Relocation Service, would be combined in a single Department of Urban Renewal headed by a Coordinator, who would report directly to the Mayor, and be responsible for the execution of renewal policy formed by the Mayor and City Council.

The proposed annual budget for this revised operation is shown in Part V of the principal volume. It was the conclusion of the consultants that the relatively small increase in operating costs (less than ten percent over the present) would be more than off-set by elimination of conflict, more effective and speedier programming and execution of projects, and improved executive control.

Actually, in a single department of renewal, complementing functions - such as certain code enforcement efforts and social services - may become eligible for two-thirds federal financing. If so, the cost of operating the proposed new department could conceivably be less than the present cost of the currently divided effort.

In the Social Plan, which spells out in detail the proposals for a Division of Community Services, are a number of recommendations for programs apparently eligible for financing from the Equal Opportunity Act, as well as from Demonstration and other Special Grants from the Department of Health, Education and Welfare and from the Housing and Home Finance Agency.

If the City is to operate directly in the poverty field, which may have certain advantages over a Committee outside the municipal body, the Division of Community Services could be established at a very early date and qualified as the Community Action Agency for this purpose.

The Community Renewal Program has employed a number of consultants and specialists of national reputation. It has looked at the experiences and practices of other cities. It presents a carefully developed program and organization for effective renewal in accord with the most modern concepts.

With the hope that you may find it, not only of interest, but of very real assistance, I am

Yours most sincerely,

Charles R. Wood

Charles R. Wood
Urban Renewal Coordinator

CRW:clh

PROVIDENCE COMMUNITY RENEWAL PROGRAM 1964 - 1970

TECHNICAL SUPPLEMENT

APPENDIX A-B

BLAIR ASSOCIATES • PLANNERS • PROVIDENCE • RHODE ISLAND

COMMUNITY RENEWAL PROGRAM 1964 - 1970

TECHNICAL SUPPLEMENT

City of Providence
Rhode Island

Blair Associates Incorporated, Providence, 1964

BLAIR ASSOCIATES INCORPORATED PLANNERS

36 KENNEDY PLAZA PROVIDENCE, RHODE ISLAND 02903 351-4900

March 1964

Mr. Charles R. Wood
Urban Renewal Coordinator
City Hall
Providence, Rhode Island

Dear Mr. Wood:

This Technical Supplement contains seven appendix sections to the report Providence Community Renewal Program, 1964-1970. They describe the studies made by Blair Associates and other private and governmental organizations in analyzing the structures and environment which make up the physical city, as well as some of the methods by which this information was related to social and economic data and programs.

Additional working materials have been placed on file in your office. The data compiled in the course of these studies constitutes an important resource for many future city activities. These volumes and the supplementary files form the nucleus of an information storage center or data bank for continuing use in programming future renewal activities in Providence.

Yours very truly,

Lachlan F. Blair

LFB:las

PROVIDENCE COMMUNITY RENEWAL PROGRAM 1964 - 1970

TECHNICAL SUPPLEMENT

The materials in this Technical Supplement either show methods used in developing the Community Renewal Program or present detailed information not suitable for inclusion in the full report. The first four sections describe major studies in the order in which they were made. The final three sections provide more detailed information supplementing the earlier material. Further background material is contained in the separate social and economic study reports.

First Volume:

Appendix A: "Methodology". Development and application of methods for examining and classifying structural and environmental conditions.

Appendix B: "Classification of Residential Structures". Use of housing code and Federal Housing Administration standards in formulating treatment standards and programs.

Second Volume:

Appendix C: "Analysis of Planning Areas and Treatment Areas". Description areas, integrating physical, social, and economic data to determine appropriate treatment types.

Third Volume:

Appendix D: "Estimating Renewal Costs". Estimation of the cost of urban renewal activities.

Appendix E: "Case Studies: Rehabilitation Techniques". Case studies of potentials for improvement of selected residential structures and residential blocks.

Appendix F: "Conversion Table for 1960 Census Data". A table for use in converting data collected by the Bureau of the Census, United States Department of Commerce, to the areas used for analysis in the Community Renewal Program studies.

Appendix G: "Format for Punch Cards". Layouts for all IBM punch cards prepared as part of the Community Renewal Program studies.

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APPENDIX A: METHODOLOGY

This appendix reviews the methods used in the Community Renewal Program, stating the assumptions on which the studies are based, describing the studies made, and pointing out areas in which continuing study is needed.

I. BACKGROUND

A. Assumptions

A major concern of the Community Renewal Program is to initiate a programming process which can be extended beyond the completion of the initial studies. The problems of blight are so complex and widespread, and the means of attacking blight are so limited and unwieldy, that the work undertaken in this program must be considered only a beginning. The analysis now begun must be carried forward within a meaningful framework. This framework, or administrative structure, must be responsive to policy shifts within the executive and legislative branches and must be capable of executing such policy mandates. Without such a structure wherein responsibility and authority are united, continuing development of the community renewal program will be very difficult. At one place in municipal government some portion of the executive branch must be fully responsible for the future of the community renewal program, must have authority commensurate with responsibility, and must have the staff needed to carry out its responsibilities.

Such a structure is essential as the basis for an ongoing process in renewal activities. It must be built upon these assumptions:

1. The problems of physical blight cannot be separated from those of economic and social blight. The physical environment is affected by the actions of people (it, in turn, influences them). Therefore, attention must be centered upon the physical, social and economic conditions as they interact with each other.

2. Solution of the problems inherent in these conditions requires the use of many kinds of tools. Some of these are government centered: the power to tax and the power to spend, the police power, and the power of eminent domain. Some are semi-public: the social welfare agency, the educational institution, the bank. Some are private: the neighborhood improvement association, the private investor. Common to all groups is the ability to communicate.

3. An adequate community renewal program requires the use of all these tools in a coordinated fashion, aimed toward achieving a particular set of goals.

4. The basic goals with which we are concerned are (1) creating opportunities for those individuals and groups that are capable of taking advantage of them, and (2) creating minimum standards of health, safety and welfare for those individuals and groups that, for a variety of reasons, will be unable to take advantage of the opportunities created for them but who have the right to such standards. Both opportunities and standards must be conceived within the framework of basic democratic principles.

5. Solutions to problems and formulation of goals inevitably involves conflict. The structure proposed, while recognizing the impact of such conflict, must attempt to minimize friction and to set goals in which a majority can concur.

The program of basic studies was developed to function within an administrative structure which could provide the essential element of continuity throughout the foreseeable future.

B. Social Studies

Basic studies concerned with the social environment were conducted by the Rhode Island Council of Community Services, Inc. For a detailed statement of the methodology used, see their report entitled A Social Plan for Community Renewal of the City of Providence, Rhode Island, published as a companion volume to the Providence Community Renewal Program 1960-1970. A separate "technical" supplement to this report is also available.

C. Economic Studies

Three major studies were conducted of the economic environment. The first of these was done under the auspices of the Brown University Department of Economics. Its purpose was to set the overall demand for land and space in the state. Based upon this report, the W. H. Ballard Company produced a study which was to determine the demand for industrial and commercial space.

Serious methodological problems developed due to the use of employment projections as a basis for demand for land and buildings. As a check, Hammer and Company Associates of Washington, D.C. was retained by the city to review the other economic studies and develop their own estimates of demand. These figures for demand formed the basis for the program's economic proposals.

Priorities for action were recommended by W. H. Ballard Company in a series of separate reports concerned with specific geographic areas of the city. These geographic areas were large divisions of the city, defined as "program areas". Such areas were redefined at a later date but correspondence was maintained between these earlier areas and the treatment areas as finally defined.

The information utilized in each of these studies can be found in separate reports issued by each of these contractors.

II. PHYSICAL CONDITION STUDIES

The original contract between the City and Blair Associates stated that:

> Planning districts for the entire city will be defined by utilizing the data available from the Social Foundations Study . . . and housing and socio-economic variables available from the 1960 U. S. Census. Using the framework of the planning districts, this section will locate specific areas and degree of blight within these districts. This work will entail external structural condition surveys of special areas of the City, including all categories of structures, sufficient to confirm blighted areas indicated by processing material of the U. S. Bureau of the Census. Physical and social criteria of blight other than external structural condition will be established and applied to the planning districts . . .
>
> The areas requiring urban renewal as defined . . . above will form the basis of work on this item. Appropriate renewal treatment will be arrived at for these areas.

In fulfilling this requirement, work was divided into residential and non-residential blight analyses. Each of these analyses is discussed separately below.

A. Residential Blight Analysis

Every effort was made to follow the method defined in the original contract. Census data was mapped for each block in the city. Special cross tabulations of such data were purchased from the United States Bureau of the Census.

Unfortunately, census data concerned with the condition of housing, unsuspected at the inception of the program, was not satisfactory for use in this study. A major revision proved necessary. This revision was made on the part of the City and Blair Associates without a contract amendment although it implied much greater effort on the part of the consultant.

The entire work based upon census data was dropped and a new method of identifying residential blight was developed. This method also produced a punch card for every residential structure in the city as a basis for the ongoing process of renewal.

In order to determine the precise degree of blight, extensive firsthand information about each structure in the city would have had to be gathered. This was an obvious impossibility, for reasons of time, money, and manpower. The next best procedure was to gather information which would give the greatest results per unit of effort expended, in terms of pointing out difficult and costly deficiencies to be overcome.

A three-stage study procedure was carried out:

* A survey of each residential structure and each residential block with information gathered from a variety of sources;

* Detailed examination of selected structures, to gather data for determining the economic feasibility of the necessary treatment; and

* Correlation of data from the preceding two stages in order to classify residential structures and blocks according to the condition of the buildings and the environment in which they exist.

In the following sections, each stage of the study is outlined in detail.

1. Stage One: Residential Survey

In Stage One, specific information was gathered and analyzed for each residential structure in the City. This information identifies deficiencies in:

a. the fixed facilities in the structure;

b. the maintenance of the structure; and

c. the environment of the structure.

The first two of these headings relate to deficiencies below the minimum level for health and safety, as specified by the Ordinance Providing Minimum Housing Standards. The last relates to deficiencies which make the structure less marketable, regardless of its condition. In addition, information about the structure type was gathered for use in determining the structure's usefulness and desirability as will be explained in Stage Two.

In determining the items to be studied under these three headings, the American Public Health Association (APHA) appraisal method[1] was used as the starting point.

This comprehensive housing quality survey method was studied item by item to determine its suitability for the CRP residential survey and many of the APHA techniques and penalty scores were found to be extremely useful. However, certain items of the APHA method were discarded because:

the item could not be readily evaluated using the CRP's information sources, or

the item was not considered significant in the broad scale approach of the CRP, because it required only minor cost to correct.

[1] American Public Health Association, An Appraisal Method for Measuring the Quality of Housing (New York: Committee on the Hygiene of Housing, 1946 - 50.)

Other survey items were added where necessary to indicate important local considerations.

In the following sections, each item of the residential survey will be discussed, indicating what information was gathered, how it was evaluated and recorded, and how the penalty score was determined.

Survey Work: The survey work was done in three parts:

a. Office recording of structure interior information from Assessor's office records;

b. Field recording of information on the structure type and exterior condition; and

c. Office calculation and recording of information from a variety of sources on the environment of each residential block.

In each part, the necessary information was recorded on standard IBM Mark-Sense cards for subsequent machine punching.

From the records of the Tax Assessor's office, the following information was determined and recorded for each residential structure:

1. Assessor's plat number

2. Assessor's lot number - using a separate card for each structure with the same lot number

3. Structure number - if more than one structure on the lot

4. Number of dwelling units

5. Number of baths or showers

6. Number of water closets

7. Number of wash basins

8. Number of kitchen sinks

9. Water supply - whether or not the structure has hot and cold running water

10. Electric lighting

11. Number of units with central heating.

From the field inspection of each residential structure, the following information was obtained and recorded:

1. Assessor's plat number
2. Assessor's lot number
3. Structure number, if more than one structure on the lot
4. Main access - indicating whether the main access to the structure is from a street, rear yard, or alley
5. Structure type - indicating the arrangement of units in the structure
6. Number of stories
7. Number of residential stories
8. Exterior wall material - indicating the principal wall material or materials
9. Deterioration of foundation walls - considering the type and extent of deterioration
10. Deterioration of exterior walls - type and extent
11. Window deterioration - type and extent
12. Roof deterioration - type and extent
13. Porch and stairs deterioration - type and extent
14. Garage deterioration - type and extent
15. Number of sides with daylight obstruction - condition existing when the height of an adjacent structure is more than twice the distance between the structures
16. Number of improved parking spaces - in a garage or paved
17. Total number of parking spaces - improved and unimproved.

The following information for the environmental survey was recorded for each residential block:

1. Census tract

2. Census block

3. Area of the block covered by structures

4. Total area of the block

5. Average number of stories

6. Total improved parking spaces - from field inspection

7. Total parking spaces - from field inspection

8. Total dwelling units on the block - from the Tax Assessor's office

9. Area in commercial and industrial (including mixed) uses

10. Area in all uses (excluding vacant, public, and institutional)

11. Number of parcels in heavy commercial use

12. Number of parcels in general industrial use

13. Number of parcels in heavy industrial use

14. Number of major street frontages

15. Number of collector street frontages

16. Number of residential street frontages

17. Character of nearby railroad - whether a tertiary, secondary or primary line or primary switchyard.

18. Distance from the railroad

19. Number of frontages lacking sewers

20. Number of frontages lacking water

21. Distance to an elementary school

22. Number of major crossings to the school

23. Distance to a public park

24. Number of major crossings to the park.

More detailed information on how each item of the survey is to be recorded and how the deterioration items are to be evaluated is given in Tables A-1 and A-2.

Assignment of Penalty Scores: In the APHA method, penalty points are assigned depending on the severity of the condition as a detriment to health, safety, or basic amenity. Points are assigned in the following ranges:

1 - 3 points for a slight threat to health and safety;

4 - 7 points for a moderate threat;

8 - 15 points for a considerable and ever-present threat; and

16 or more points for an extreme and ever-present threat.

Impairments to amenity alone are given penalties in the next smaller class than comparable detriments to health and safety. These same ranges were used in assigning penalties in the CRP rating system. In Tables A-3 and A-4, the calculations necessary to convert survey data to penalty scores are given.

The penalty scores for each structural item and each environmental item were totaled. A total penalty score for each structure was also obtained. This is the sum of the penalty scores for each structural item. The total penalty score for all environmental items was also obtained for each block, but did not prove to be useful in evaluating the environment.

APPENDIX TABLE A-1

INFORMATION RECORDED FOR CRP RESIDENTIAL SURVEY

	ITEM	COLS.	RECORDING INFORMATION
A.	ASSESSMENT INFORMATION DECK		
1.	Plat Number	53-55	
2.	Lot Number	56-59	
3.	Number of Dwelling Units	60-61	99=totally a rooming house.
4.	Number of Baths	63-64	
5.	Number of Water Closets	65-66	
6.	Number of Wash Basins	67-68	
7.	Number of Kitchen Sinks	69-70	
8.	Water Supply	71	1=hot and cold, 3=cold, 5=no water.
9.	Electric Lighting	72	1=yes, 5=no.
10.	Number of Units with Central Heating	73-74	
11.	Structure Numbers	75	
B.	FIELD INSPECTION DECK		
1.	Plat Number	53-55	
2.	Lot Number	56-59	
3.	Main Access	60	1=street, 3=rear yard, 5=alley.
4.	Structure Type	61	1=detached, 3=attached, 5=mansion, 7=apartment w/o elev., 9=apartment w/elev.
5.	Number of Stories	62-63	Record to nearest 1/2 story to one decimal point.
6.	Number of Residential Stories	64-65	Same as 5
7.	Deterioration of Foundation Walls	66	Degree 0, 1, 2, or 3
8.	Exterior Wall Material	67	1=masonry, 3=wood, metal, or asbestos, 5=asphalt or stucco, 2=1/3, 4=3/5, 6=1/5.
9.	Deterioration of Exterior Walls	68	Degree 0, 1, 2, or 3.
10.	Window Deterioration	69	Degree 0, 1, 2, or 3.
11.	Roof Deterioration	70	Degree 0, 1, 2, or 3.
12.	Porch and Stairs Deterioration	71	Degree 0, 1, 2, or 3.
13.	Garage Deterioration	72	Degree 0, 1, 2, or 3.
14.	Number of Improved Parking Spaces	73-74	
15.	Number of sides with Daylight Obstruction	75	1, 2, 3, or 4
16.	Total Number of Parking Spaces	76-77	
17.	Structure Number	78	

Appendix Table A-1 (continued)

	ITEMS	COLS.	RECORDING INFORMATION
C.	ENVIRONMENTAL SURVEY DECK		
1.	Census Tract	53-54	
2.	Census Block	55-57	
3.	Block Area Covered by Structures	58-62	Record Number of 400SF squares
4.	Average Number of Stories	63-64	Record next lower whole no.
5.	Number of Major Street Frontages	65	
6.	Number of Collector Street Frontages	66	
7.	Number of Residential Street Frontages	67	
8.	Railroad Character	68	0=none, 1=tertiary line, 2=secondary line, 3=primary line, 5=primary switchyard
9.	Distance from Railroad	69	0=more than 10001, 1=500'-1000', 2=200'-499', 3=100'-199', 4=1'-99', 5=RR bounding the block.
10.	Number of Frontages Lacking Sewers	70	
11.	Number of Frontages Lacking Water	71	
12.	Distance to Elementary School	72	0=less than 1/3 mile, 1=1/3-2/3 mile, 2=more than 2/3
13.	Number of Major Crossings to School	73	
14.	Distance to Public Park	74	0=1'-1000', 1=1001'-1/3 mile, 2=more than 1/3 mile.
15.	Number of Major Crossings to Park	75	
16.	Commercial and Industrial Area	1- 8	Uses 11, 21, 31, 41, and 51-75 from Land Use Survey
17.	Total Area (excl. vacant, public, and institutional)	9-16	Uses 10-75 from Land Use Survey
18.	Total Area	17-24	All uses from Land Use Survey.
19.	Number of Parcels in Heavy Commercial Use	25-26	Uses 56-59 from Land Use Survey.
20.	Number of Parcels in General Industrial Use	27-28	Uses 64, 65, and 71 from Land Use Survey
21.	Number of Parcels in Heavy Industrial Use	29-30	Uses 67, 68, and 75 from Land Use Survey
22.	Number of Improved Parking Spaces	31-33	From block summary of Card B cols. 73-74
23.	Total Number of Parking Spaces	34-36	From block summary of Card B, cols.76-77
24.	Number of Dwelling Units	37-39	From block summary of Card B, cols. 60-61

APPENDIX TABLE A-2

DETERIORATION INDEX

TYPE OF DETERIORATION	EXTENT OF DETERIORATION			
Foundation, Ext. Walls, Garage	Small	Moderate	Large	Extreme
1. Hole through paint	0	0	1	2
2. Wear or cracks in structural surface	0	1	2	3
3. Hole through structural surface	1	2	3	3
4. Hole through construction	2	3	3	3
5. Collapse, or apparent danger of collapse	3	3	3	3
Windows	1 window	2-1/4	1/4-1/2	1/2 or more
6. Sash or Frame: worn, broken, loose, or missing	1	2	3	3
7. Panes: broken or missing	0	1	2	3
Roof	Small	Moderate	Large	Extreme
8. Hole through structural surface	1	2	3	3
9. Gutters and Downspouts: broken, loose, missing	1	1	2	3
Porch and Stairs				
10. Stairs, Porch, and Stair support: worn, broken, loose, missing	2	3	3	3
11. Columns, Roof, Upstairs Porch: worn, broken, loose, missing	2	2	3	3
12. Rail and Balusters: worn, broken, loose, missing	1	2	2	3

*The following definitions are given as indications of the extent of deterioration:

Small - are the size of a fist but less than a square foot.
Moderate - foot but not 1/4 (length or area).
Large - 1/4 to 1/2 (length or area).
Extreme - 1/2 or more (length or area).

APPENDIX TABLE A-3

PENALTY SCORES FOR CRP STRUCTURE SURVEY

1. Baths

Card A, Cols. 63-64
Cols. 60-61

If answer is:	Print:
1.00 or more	0
.51 - .99	5
.01 - .50	10
0	20

2. Water Closets

Card A, Cols. 65-66
Cols. 60-61

If answer is:	Print:
1.00 or more	0
.76 - .99	5
.51 - .75	10
.01 - .50	20
0	45

3. Wash Basins

Card A, Cols. 67-68
Cols. 60-61

If answer is:	Print:
.76 or more	0
.26 - .75	3
0 - .25	5

4. Kitchen Sinks

Card A, Cols. 69-70
Cols. 60-61

If answer is:	Print:
1.00 or more	0
.51 - .99	4
.01 - .50	11
0	14

5. Water Supply

Card A, Col. 71

If number is:	Print:
1	0
3	8
5	15

6. Electrical Lighting

Card A, Col. 72

If number is:	Print:
1	0
5	15

7. Central Heating

Card A, Cols. 73-74
Cols. 60-61

If answer is:	Print:
1.00 or more	0
.51 - .99	6
.01 - .50	12
0	18

8. Foundation Deterioration

Card B, Col. 66

If number is:	Print:
0	0
1	5
2	8
3	15

Appendix Table A-3 (continued)

9. Exterior Wall Deterioration

Card B, Col. 68

If number is:	Print:
0	0
1	5
2	8
3	15

10. Window Deterioration

Card B, Col. 69

If number is:	Print:
0	0
1	0
2	2
3	5

11. Roof Deterioration

Card B, Col. 70

If number is:	Print:
0	0
1	5
2	8
3	15

12. Porch and Stair Deterioration

Card B, Col. 71

If number is:	Print:
0	0
1	2
2	4
3	10

13. Garage Deterioration

Card B, Col. 72

If number is:	Print:
0	0
1	2
2	5
3	8

14. Daylight Obstruction

Card B, Col. 75

Print number x 5.

APPENDIX TABLE A-4

PENALTY SCORES FOR CRP ENVIRONMENTAL SURVAY

1. Coverage by Structures
Cols. 58-62 x 40,000
Cols. 17-24, and Cols. 63-64

If answers are:	Print:
0 - 19.9, and any no.	0
20.0 - 39.9, and 01 - 02	1
20.0 - 39.9, and 03 - 05	3
20.0 - 39.9, and 06 or more	5
40.0 - 59.9, and 01 - 02	6
40.0 - 59.9, and 03 - 05	8
40.0 - 59.9, and 06 or more	14
60.0 - 79.9, and 01 - 02	15
60.0 - 79.9, and 03 - 05	18
60.0 - 79.9, and 06 or more	24
80.0 -100.0, and 01 - 02	25
80.0 -100.0, and 03 - 05	28
80.0 -100.0, and 06 or more	30

2. Parking Spaces
Cols. 34-36 Cols. 37-39

If answer is:	Print:
1.00 or more	0
.81 - .99	2
.61 - .80	6
.41 - .60	10
.21 - .40	14
.01 - .20	18
0	20

3. Nonresidential Land Use
Cols. 1-8 Cols. 9-16

If answer is:	Print:
0	0
.001 - .099	2
.100 - .299	5
.300 - .499	8
.500 - .699	12
.700 - .899	16
.900 or more	20

4. Specific Nuisances
Cols. 25-26 x 10
Cols. 27-28 x 15
Cols. 29-30 x 25

Print total (max. of 30).

5. Street Traffic
Col. 65 x 11 / Col. 66 x 7
Col. 65 / Col. 66 / Col. 67

Print answer.

6. Railroads
Col. 68, and Col. 69

If numbers are:	Print:
0, and 0	0
1, and 1	0
1, and 2	0
1, and 3	2
1, and 4	3
1, and 5	6
2, and 1	0
2, and 2	4
2, and 3	8
2, and 4	10
2, and 5	13
3, and 1	2
3, and 2	6
3, and 3	10
3, and 4	13
3, and 5	16
4, and 1	10
4, and 2	14
4, and 3	18
4, and 4	21
4, and 5	24

Appendix Table A-4 (continued)

7. Sanitary Sewer System
Col. 70 x 18
Col. 65 ≠ Col. 66 ≠ Col. 67.

Print answer.

8. Public Water Supply
Col. 71 x 18
Col. 65 ≠ Col. 66 ≠ Col. 67.

Print answer.

9. Elementary Public Schools
Col. 72, and Col. 73 x 2 (max. 8).

If answers are:	Print:
0, and no.	no.
1, and no.	3 ≠ no.
2, and no.	10 ≠ no.

10. Public Parks
Col. 74, and Col. 75 (max 4), and score for item 1.

If answers are:	Print:
0, and no., and 0 - 2	no. x .25
0, and no., and 3 - 8	no. x .50
0, and no., and 9≠	no.
1, and no., and 0 - 2	2 ≠ no. x .25
1, and no., and 3 - 8	2 ≠ no. x .50
1, and no., and 9≠	2 ≠ no.
2, and no., and 0 - 2	8 ≠ no. x .25
2, and no., and 3 - 8	8 ≠ no. x .50
2, and no., and 9≠	8 ≠ no.

2. Stage Two: Examination of Selected Structures

In Stage Two, a limited number of structures were selected for detailed examination, in order to establish:

a. the general relationships of the Community Renewal Program's penalty scores to the costs of improvements to several treatment levels; and

b. the economic feasibility of improving structures of various sizes and various levels of deficiency.

In addition, a small group of structures and blocks was examined in greater detail, considering:

c. the feasibility of remodeling certain typical housing types to meet the expected changes in future housing demand; and

d. the possible solutions to a number of difficult environmental problems in rehabilitation, where extensive clearance is not warranted by the condition of the structures.

It was estimated that 80 structures could be examined in the time allocated for Stage Two. To simplify the selection process, a systematic sample of 500 structures was taken from the listing of structure information, ordered by plat and lot numbers. This sample amounted to 1.5 percent of the city's residential structures, and achieved a reasonable geographic distribution. From this sample, 80 structures were selected, distributed equally among one-family, two-family, three-family, and four- or more family structures. Within each of these groupings, two or three structures were selected from each ten-point range of penalty scores.

In the following sections, the approach for carrying out each of the studies listed above is outlined in detail.

Improvement Costs: A team of inspectors, composed of a rehabilitation appraiser and a construction representative from the Providence Office of the Federal Housing Administration and an inspector from the Providence Division of Minimum Housing Standards, examined each of the 80 structures to determine:

a. the cost required to meet the Minimum Housing Standards (C_m);

b. the cost required to meet the Federal Housing Administration's Rehabilitation Requirements (C_r); and

c. the cost of clearance and replacement of the structure by one with the same bulk and number of dwelling units (C_c).

The Minimum Housing Standards are specified by ordinance. The Rehabilitation Requirements were established by the FHA staff; a copy of these requirements follows discussion of Stage Two.

From this information, it was possible to plot each structure's treatment costs versus its penalty score for various structure sizes and for each renewal standard. These curves were then used in Stage Three for developing treatment area renewal costs. The cost information was also used in testing the economic feasibility of various treatment levels.

Economic Feasibility: From first-hand information obtained during the inspection, as well as from recent sales data for the neighborhood of each structure (supplied by the Assessor's office), the FHA rehabilitation appraiser determined:

a. the prerenewal value of the property (V_p);

b. the value of the property if renewed to meet the Minimum Housing Standards (V_m); and

c. the value of property if renewed to meet the FHA Rehabilitation Requirements (V_r).

It was assumed that renewal to the FHA Rehabilitation Requirements would occur under the impetus of housing code enforcement, liberal financing, and environmental improvements. It was also assumed that the post-renewal value in this case is not dependent on the methods used to achieve this long-term renewal standard. "Given this standard, it makes little difference whether the structure providing it is a new building or a rehabilitated one." [2]

The cost and value information derived for each of the selected structures was then used to determine what the appropriate private renewal action would be for the property owner in a renewal project situation. The analysis assumed that, faced with the imminent enforcement of the housing code, and with liberal financing for improvement of his property available and environmental improvements made to enhance the value of his property, the owner would follow the course of action which either maximizes his capital gain or minimizes his capital loss. The following alternatives were considered:

1. If C_c is less than 1/2 C_r, the owner would demolish and replace the existing structure.

2. If C_r, is less than C_c, consider improvement.

[2] A.H. Schaaf, Economic Aspects of Urban Renewal: Theory, Policy, and Area Analysis, (Berkeley, California: University of California, Real Estate Research Program, 1960), p.8.

a. If V_r is greater than C_r and $(V_r - C_r)$ is greater than $(Vm - C_m)$, the owner will rehabilitate the structure (i.e., meet the FHA Rehabilitation Requirements).

b. If V_m is greater than C_m and $(Vm - C_m)$ is greater than $(V_r - Cr)$, the owner will recondition the structure (i.e., meet the Minimum Housing Standards).

c. If Vm is less than C_m and V_r is less than C_r, the owner will withdraw the property from residential use, abandoning it or boarding it up.

In both 2b and 2c, the City would have to acquire the property and either rehabilitate or replace, whichever is more feasible, in order to achieve the FHA's long-term renewal standard.

The above analysis indicated the most economically feasible treatment for each of the selected structures, and it served to divide the structure penalty scale into ranges for each treatment type.

REHABILITATION REQUIREMENTS FOR SECTION 220 FINANCING

The following information has been developed to assist the Community Renewal Program staff in their surveys of properties involving rehabilitation and which are likely to be submitted for mortgage insurance.

It is also provided for the information of owners and others concerned with mortgage insurance under Section 220 in connection with properties involving rehabilitation. Part A lists applicable requirements. Part B is provided to clarify the FHA's position with respect to the acceptability or nonacceptability of certain major conditions or features notes in typical properties in the area about which there is some doubt.

These requirements were developed and applied prior to issuance of Minimum Property Standards for Urban Renewal Rehabilitation by the Federal Housing Administration.

PART A: APPLICABLE REQUIREMENTS

1. a. Properties to be rehabilitated, having not more than two living units, shall comply with the General Acceptability Criteria of the Minimum Property Standards for One and Two Living Units and meet the objectives of other standards therein. In addition, any new structures or additions to existing structures shall comply with the specific standards of the MPS wherever they are pertinent.

   b. Properties to be rehabilitated having three or more living units shall comply with the General Acceptability Requirement of the Minimum Property Requirements for Properties of Three or More Living Units and the objectives of other requirements therein. In addition, new structures or additions to existing structures shall comply with the specific standards of the MPR wherever they are pertinent.

2. Under Section 220 (d) (3) (A), properties shall contain not more than 11 living units at completion, under 220 (d) (3) (B), properties shall contain 5 or more living units at completion.

3. Properties must comply with applicable laws, codes, ordinances, and deed restrictions.

4. The property at the completion of rehabilitation must be safe and sound in all physical respects and be refurbished and altered to bring the property to a desirable marketable condition which will continue during the life of the mortgage. The extent to which existing work may be used or new work required must be determined in each instance as may be necessary to meet the desired objectives. In this regard, characteristics of living unit arrangement, design, finish, equipment, and other building features shall be judged on the basis of suitability for the rehabilitated property and appeal to the determined market segment. The acceptability of individual properties or projects will be determined by the FHA on the basis of the needs and merits of each project or case as presented.

5. Nonresidential use of any portion of properties submitted for mortgage insurance is subject to certain limitations on extent and character. Should any such use be contemplated, advice with respect to specific properties will be provided by the FHA Insuring Office upon request.

PART B: FEATURES OF QUESTIONABLE ACCEPTABILITY

1. The following features of questioned acceptability <u>will be considered acceptable:</u>

   a. Main entrance doors 2'6" or wider

   b. An interior bathroom, provided it is vented by mechanical means or skylight

   c. Main stair width 2'6" clear of rail or wider

   d. Vented space heater or heaters appropriately located, and of adequate capacity to heat all rooms.

   e. Kitchen storage space does not comply with MPS

   f. Bedroom without a closet.

2. The following features are not considered acceptable:

   a. Vulcan heaters not vented

   b. Dirt floor in basement or garage

   c. Building located on property line without easement for repairing property

   d. Properties located in rear of other properties (Possible exception where the property at the rear abuts a public street and is a readily marketable real estate entity)

   e. More than one house being served by same sewer and/or water service

   f. Dwelling units without adequate hot water supply to kitchen and bath

   g. Third floor unit without secondary means of egress

   h. Improperly-controlled surface water drainage

   i. Physical deterioration such that excessive repairs are necessary

      Items of physical condition, such as unsafe entrance steps, roof at end of its physical life, loose porch rails or floors, gutters

and downspouts missing or needing repair, floor joists or sills rotted, windows not weathertight, broken sidewall materials, holes and excessive plaster cracks.

3. On the question of privacy, the following apply:

   a. Access to an existing bath through a kitchen would be acceptable

   b. Access to an existing bath through a bedroom would be acceptable

   c. Access to any habitable room or to the exterior solely through a bathroom is unacceptable.

   d. Each living unit to contain its own three-fixture bath within the unit

   e. Access to all parts of a living unit must be possible without passage through a public hall.

4. Fire protection:

Fire protection of stairwells for multi-family structures will conform to the standards for fire protection required by the city.

3. Stage Three: Classification of Structures and Their Environment

In stage three the information from stages one and two was correlated so that penalty point scores representing structural and environmental conditions could be translated into manageable categories which could ultimately be combined with information on nonresidential structures and their environment in order to determine the most appropriate type of urban renewal treatment for any area of the city.

Residential Structures: This data was evaluated in two different ways. First, the results of studies of the cost of improving selected structures to meet various standards for rehabilitation were used to establish ranges of penalty point scores which reflect the most economically feasible type of treatment.[3] These categories, or range intervals, were devised so as to relate to potential urban renewal programs. The categories established are:

Penalty point score	Category	Action indicated
0 - 9	Good	Maintain the structure: any minor problems are easily correctable.
10 - 29	Fair(part)	Rehabilitate the structure: repair so as to meet requirements of the FHA minimum property standards is economically feasible.
30 - 49	Fair(part)	Recondition the structure: repair so as to meet the requirements of the Ordinance Providing Minimum Housing Standards is economically feasible.
50 or more	Poor	Demolish the structure: repair is not economically feasible.

The key level established by this analysis is that at which repair to meet FHA requirements is no longer economically feasible, or 30 points. The level at which any repair becomes economically unfeasible, or 50 points, is also important in the second evaluation of condition data.

The second evaluation was made to relate condition data to eligibility requirements of the federal Urban Renewal Administration. Although the formulation of treatment

[3] These studies are described in detail in Appendix B.

methods was not limited to those which comprise the federal urban renewal program, the requirements of that program were given early consideration in order to relate local needs to federally assisted programs to the maximum extent possible.

In this analysis, penalty point scores were used to classify structures into one of three groups:

a. Sound: a structure which has no building deficiencies, as defined below.

b. Deficient: a structure which has one or more building deficiencies which may be either (1) the presence of deterioration beyond the point correctable by the normal maintenance activities required on any building or (2) the absence of essential facilities or equipment.

c. Structurally substandard requiring clearance: A structure which contains (1) deficiencies in structural elements, and/or (2) a combination of deficiencies in essential facilities or equipment, which are of sufficient total significance to require and justify demolition of the building.

Penalty points were used in the following manner to establish the presence of building deficiencies:

a. Deterioration: a total penalty score of 15 points or more on foundation walls, exterior walls, windows, roofs, and porches and stairs constitutes a building deficiency.

b. Essential facilities or equipment: a penalty score of 10 points or more on any of the following: baths, water closets, kitchen sinks, water supply, electric lighting, or central heat constitute a building deficiency.

A total penalty score of 50 points or more was used to designate buildings which are structurally substandard requiring clearance after reviewing the number and types of deficiencies which must be combined to produce this score. This is the same score at which the FHA studies indicated that repair of any kind is infeasible.

Data collected on deterioration of garages during the field survey was not used in identifying either deficient or substandard structures, and the presence of daylight obstruction or absence of wash basins was not considered in counting building deficiencies.

Residential Environment: Penalty scores for each item included in the environmental study were evaluated separately in order to determine the number of environmental deficiencies affecting each residential block. The total penalty score for each block was computed but was not used in classifying the block.

The following conditions, as indicated by point scores, were identified as environmental deficiencies.

a. Land coverage: coverage of 40 percent or more of the site by buildings (6 points).

b. Parking space: less than 0.61 parking spaces per dwelling unit (10 points).

c. Nonresidential uses: more than 30 percent of the block in any commercial or industrial use, as defined by the City Plan Commission land use code (8 points).

d. Specific nuisance uses: any industrial use or two or more heavy commercial uses on the block, as defined by the City Plan Commission land use code (15 points).

e. Street traffic: a block bounded by two collector streets or a major and a collector street (4 points).

f. Railroads: any of the following situations are unacceptable (6 points).

   (1) a tertiary line adjoining the block

   (2) a secondary line within 100 feet of the block

   (3) a main line within 500 feet of the block.

g. Sanitary sewer: a block which lacks sanitary sewers on more than two frontages (10 points).

h. Public water supply: a block which lacks water service on more than two frontages (10 points).

i. Public elementary schools: any major street crossing required between the block and the nearest school, or block more than one-third of a mile from the nearest school (2 points).

j. Public recreation areas: at least two major street crossings required between the block and the nearest recreation area, or blocks more than one-third of a mile from the nearest recreation area (2 points).

The number of environmental deficiencies affecting each residential block was tabulated. In this manner, the penalty point data could be directly related to federal eligibility requirements.

B. Nonresidential Blight Analysis

Determination of the precise degree of treatment for any nonresidential area would have required gathering detailed information on the present condition and the future usefulness of each building for a number of different types of commercial and industrial establishments. This was obviously a level of treatment determination which was beyond the scope of the Community Renewal Program's primary tasks. The alternative procedure which was followed involved investigations of each nonresidential area, at several different levels, to gather the information which would be most useful in determining the appropriate renewal treatment within the limitations of time, money, and manpower imposed on the study.

A three-stage study procedure was carried out:

* A survey of the present quality of nonresidential buildings and their environment was conducted using data from field surveys and office records;

* A survey of the current space usage in nonresidential buildings was made from several sources; and

* Classification of nonresidential structures according to the condition of the buildings and their environment.

In the following sections, each stage of the study is outlined in detail.

1. Stage One: Nonresidential Survey

In this stage, a field survey and an analysis of office data was made in order to determine the condition of nonresidential buildings and their environment.[4] Determination of the building condition was necessarily a somewhat subjective evaluation.

Nonresidential buildings differ from residential buildings in that the degree of obsolescence for the particular establishment located in the building can be a more important factor than the structural condition or the appearance of the building. While the prime determinant of whether a residential building is rehabilitated or cleared is its present condition, the more important question with nonresidential buildings is "Can the building be rehabilitated to meet the needs of any type of establishment for which the building can be marketed?"

The following data was collected and recorded for each nonresidential structure (including those including residential uses):

---

[4] For purposes of this study, nonresidential structures were defined as those which contain no space designed or used for residential occupancy. Any structure containing such quarters was included in the study of residential buildings.

a. Identification data

1) Census tract

2) Census enumeration district

3) Census block

4) Assessor's plat number

5) Assessor's lot number

6) Street address

b. Field data

1) Name of establishment and type

2) Estimated date of original construction and of any major additions

3) Existing use(s) of the structure and the use(s) for which it was designed

4) Percent of total floor area in nonresidential and residential use

5) Whether the structure is accessible from a public street

6) Whether the parcel is subject to flooding

7) Whether the gradient of the site exceeds 15 percent

8) Adequacy of off-street parking on the site and/or elsewhere

9) Availability of off-street loading bays at least 35 feet deep by 10 feet wide by 14 feet high

10) Condition of the street surface

11) Excessive noise, smoke, or fumes in the area for the use(s) occupying the structure

12) The condition of the following building elements:

a) foundation

b) exterior and/or bearing walls

c) roof

d) gutters

e) chimney

13) Height in number of stories

14) Percent of the parcel covered by buildings

15) Construction material

16) Percent of total floor area which is vacant

c. Office data:

1) The Standard Industrial Classification (SIC) code for all occupants

2) The number of persons employed by each occupant (if the establishment has five or more employees)

3) Traffic congestion on streets giving access to the structure

4) The use of the structure in 1953

This data was tabulated in three major categories. First, structures were classified as good, fair, or poor as determined by the condition of the building elements. Second, the number of environmental deficiencies affecting each structure was determined. Third, indicators of functional obsolescence such as age, height in stories, vacancy, and past conversions from other uses were noted.

2. Stage Two: Space Use Survey

In Stage Two, specific information on the current use of all nonresidential buildings in the city was gathered and analyzed for several purposes:

a. As a guide to the differentiation of various types of commercial and industrial areas, based on the type of establishments currently utilizing space in these areas;

b. To provide information on the existing situation for comparison with commercial and industrial potentials on a city-wide scale; and

c. As an indication of the types of establishments for which the renewal treatment in any particular area must be geared.

In carrying out Stage Two information was first obtained from the records of the Tax Assessor's office. This information included the ground coverage of each nonresidential building, the number of stories, the basic construction material, and the building grade, which is an indication of the overall quality of construction of the building.

This preliminary information from the Tax Assessor's office was then supplemented by data from two sources. From the field survey of each nonresidential structure carried out by the CRP staff, the specific nonresidential uses were listed, and the approximate square footage devoted to each use was recorded. The use of space in these nonresidential buildings was recorded according to the Standard Industrial Classification developed by the federal Bureau of the Budget. [5] This classification system represents the most extensive method of classifying the economic functions of uses available today.

In addition to the space use, information on the number of employees for each establishment was obtained, where available, from the records of the Rhode Island Department of Employment Security and the Providence Journal-Bulletin Company, supplemented by telephone contacts with individual establishments.

These space use tabulations listed each nonresidential establishment by Census tract and block, assessors plat and lot, and by its SIC code, the square footage devoted to the establishment, the building grade of the structure in which the establishment resided, and the number of workers employed. The city-wide summaries of this information were then used, together with the employment projections developed for the city, to establish the economic goals and programs described in Part III of Providence Community Renewal Program, 1964-1970.

3. Stage Three: Classification of Structures and Their Environment

In this stage data from the field survey and office analysis of structural and environmental conditions was combined with the results of the space use survey in order to classify structures in terms of the level of renewal treatment required.

Nonresidential Structures: The condition ratings assigned during the field survey were used to classify each structure into one of three categories:

a. Good: All exterior building elements are in acceptable condition

b. Fair: The foundation, exterior or bearing walls, and/or roof are deteriorated beyond the point correctable by normal maintenance, but are repairable

c. Poor: The foundation, exterior or bearing walls, and/or roof exhibit structural failure which makes repair infeasible

[5] Bureau of the Budget, Standard Industrial Classification Manual, prepared by the Technical Committee on Industrial Classification (Washington: United States Government Printing Office, Volume I; 1945, Volume II; 1949).

These categories were translated directly into sound, deficient, and structurally substandard groups so that they could be added to the residential structures within the corresponding categories.

Nonresidential Environment: The following conditions taken from the field survey and office analysis were classified as environmental deficiencies.

a. Land coverage: in excess of 50 percent of the parcel occupied by buildings

b. Access not available from a public street

c. Parcel subject to flooding

d. Gradient of the site in excess of 15 percent

e. No off-street parking available either on the site or elsewhere

f. No off-street loading available, if the use(s) requires such facilities

g. Traffic congestion on the street giving access to the structure

h. The street giving access to the structure is unpaved

i. Noise, smoke, or fumes are present in the area to an extent which is undesirable for the use(s) occupying the structure.

Obsolescence of Nonresidential Structures: The following factors were tabulated as indicators of functional obsolescence:

a. Construction prior to 1900

b. Multi-story construction

c. Construction of combustible materials

d. Conversion of the structure from the use for which designed if the design use was a different major category. (i.e. residential to commercial use, but not stores to offices.)

Factors indicating obsolescence were not considered in classifying the structure as sound, deficient, or substandard.

C. Summary

Analysis of residential and nonresidential blight in this manner permitted computation of the total number of structures in any area of the city, the number sound, the number deficient, and the number substandard, and the character and extent of environmental deficiencies in the area. This evaluation and its relationship to the social and economic studies is described in Appendix C.

III. CENSUS STUDIES

A. Census Cross-Tabulations

In order to develop an accurate picture of both the characteristics of persons occupying substandard housing and the characteristics of low income groups, special tabulations were purchased from the United States Bureau of the Census. These census tabulations indicate for the city and for each census tract:

1. the nativity, age, household composition, tenure, occupation and industrial classification of those living in sound units with all plumbing facilities and of those living in substandard units.

2. the nativity, occupation and industrial classification of persons according to the following income categories:

0 - $2,999.99

$3,000 - $5,999.99

$6,000 - $9,999.99

$10,000 and over

B. Population Data

Major analysis of these basic characteristics was made in order to discern the type of population changes occurring in the city. Attention was devoted to those items of particular importance in determining the potential demand for housing:

Number of persons

- white
- non white

Number of families

Number of married couples

Number of unrelated individuals

The labor force

- male
- female: total
  - married
  - married with children under 6 years of age

Population by age groups
- under 5 years
- 5 to 19 years
- 20 to 44 years
- 45 to 64 years
- 65 years and older

Projections of these factors were made to determine the population structure of the city and the housing demand if no changes in public policy were made.

C. Housing Data:

In addition to the cross-tabulation of housing data obtained from the U. S. Census, pertinent information on housing from the Census was analyzed for both the city and the metropolitan area:

Number of housing units

Tenure by race

Vacant housing units

Average contract rents of rental units

Average values of owner occupied units

Projections were made of the housing supply in the city if no action were made to change existing trends.

B

APPENDIX B: CLASSIFICATION OF RESIDENTIAL STRUCTURES

This appendix describes the analysis made in classifying residential structures according to their condition. Four basic stages were involved:

1. Collection of data on the condition of each building and its basic facilities.

2. Application of weights to the data by means of penalty points, and obtaining a total penalty point score for each structure.

3. Determination of the relationship between penalty scores and alternative treatment methods.

4. Classification of each structure by its penalty score.

The first two stages are described in Appendix A. During these stages temporary personnel employed by the City of Providence collected data on standard IBM mark-sense cards. Continuous checks were made of the progress and quality of this work, resulting in resurveying of approximately one-fifth of the structures.

This information was transferred to IBM punch cards. Two cards were prepared for each structure: one containing data on condition of the exterior, the other on interior facilities. These two cards were used to produce two data print-outs, each listing every residential structure in the city by Census tract and block and Assessor's plot and lot. The first listed the information on each factor surveyed, and the second, the penalty scores assigned to each.

Stage three involved translation of penalty scores into decisions as to the method of treatment which was most feasible for each structure. To establish this relationship, a sample of 77 structures was drawn. The locations of these structures are shown on the accompanying map. These structures were drawn at a standard interval from a list of all structures ranked according to penalty score, from highest to lowest.

These structures were examined by representatives of the Federal Housing Administration and the Providence Division of Minimum Housing Standards, who made the following determinations:

a. The present value of the structure.

b. The work necessary to meet requirements of the housing code and its cost.

c. The value of the structure if improved to meet housing code standards.

d. The work necessary to meet requirements of the FHA minimum property standards and its cost.

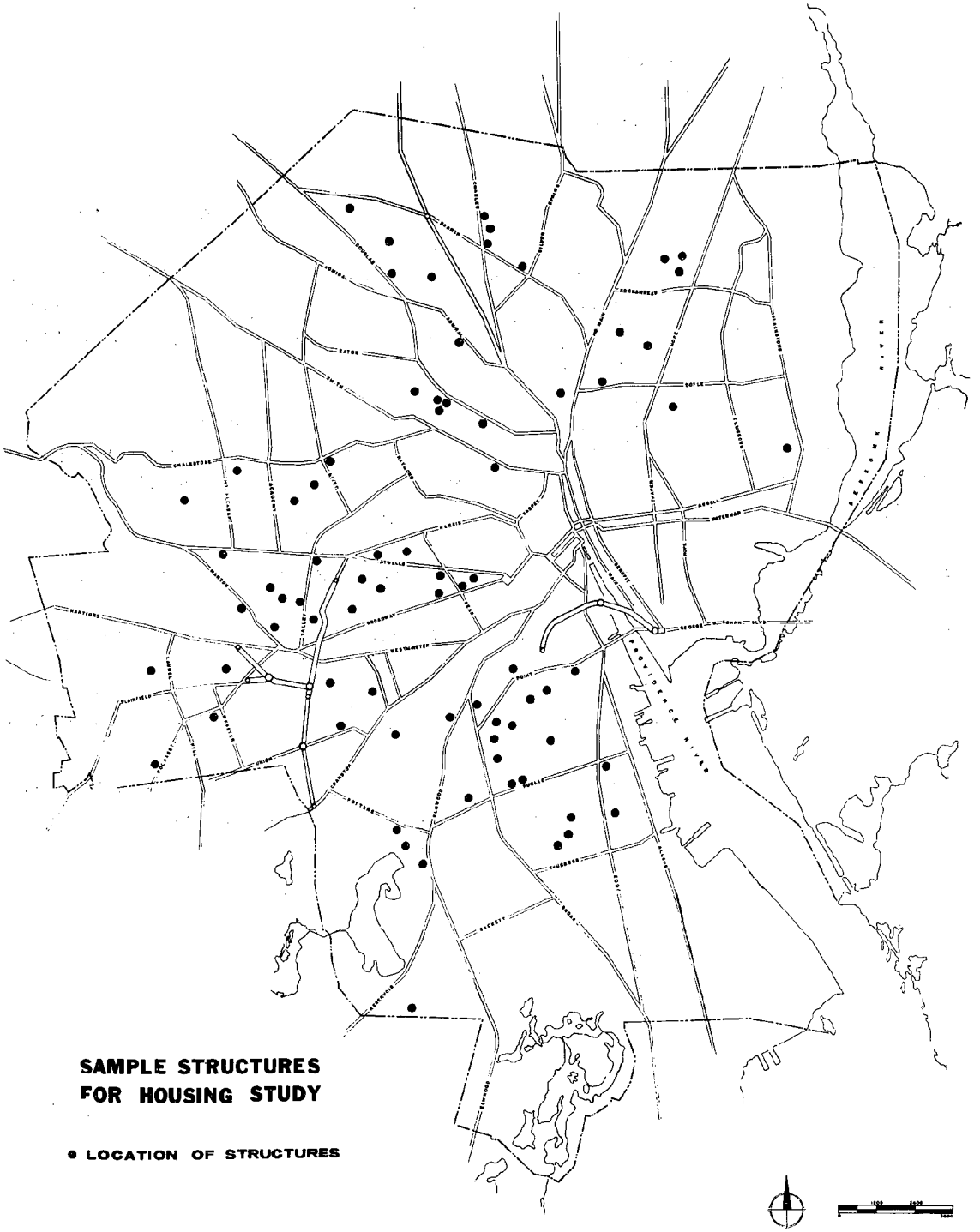
e. The value of the structure if improved to meet FHA standards and its remaining economic life.

f. The cost of replacing the structure.

Work sheets used in making this analysis for five structures are contained in the discussion of housing case studies, Appendix E.

Decisions were made as to the level of improvement which was most economically feasible for each structure, using the formulas given in Appendix A. The treatment indicated for each structure investigated in this stage and its penalty point score is shown in table B-1. This table was used to construct the following preliminary relationship between treatment types and point scores:

Decision as to feasibility of improvement:	Associated Penalty score:
No improvement required	less than 10
Improvement to FHA minimum property standards is feasible	
At no loss:	10 to 24
At small loss:	25 to 44



PROVIDENCE COMMUNITY RENEWAL PROGRAM

OFFICE OF THE URBAN RENEWAL COORDINATOR

BLAIR ASSOCIATES – CONSULTANTS

Improvement to housing code standards is feasible, but improvement to FHA standards is not feasible	45 to 64
No improvement is feasible	65 or more

This analysis was also used to determine whether or not a significant difference existed between the requirements of the housing code and the FHA minimum property standards, in order to evaluate the impact of the requirement that both standards be established for a federally-assisted conservation project.[1]

The estimated cost of the work required to conform to housing code requirements was compared to the estimated cost of the work required to meet FHA standards for each of the 41 structures on which both cost estimates were made. The results of this comparison indicated a significant difference in these two requirements:

a. The average difference in the two cost estimates was almost $6,500.

b. In one case, the difference was $25,900, and in no case was it less than $1,000.

c. The cost to meet FHA requirements was higher in every case, including 17 structures which required no expenditure to meet the housing code standard.

The distinction between FHA and housing code standards was borne out by an examination of the lists of specific work items needed to meet each set of standards.

[1] Urban Renewal Administration, Urban Renewal Manual (Washington D.C: Government Printing Office) Section 12-1-5.

APPENDIX TABLE B - 1
TREATMENT INDICATED FOR SAMPLE STRUCTURES

Street Address of Structure	Penalty Score	Treatment indicated by cost analysis: Demolish	Recondition	Rehabilitate at small loss	Rehabilitate	Maintain
10- 12 Printery Street	111	X				
6- 8 Hiliard Street	109	X				
6 Barclay Street	101	X				
20 Weeden Street	82	X				
23 Linden Street	66	X				
23 Warren Street	64	See Note 1				
14- 16 West Friendship Street	62	See Note 1				
68 Pekin Street	59		X			
193 O'Connell Street	56	See Note 1				
127-129 Beacon Avenue	56		X			
261 Valley Street	55		X			
25- 27 Bowdoin Street	51		X			
62 Superior Street	50		X			
120 Valley Street	46	See Note 1				
117-119 Ring Street	45				X	
48 Bergen Street	43		X			
111 Knight Street	42		X			
34 Swiss Street	40				X	
321 Friendship Street	35			X		
149 Willow Street	34		X			
14- 18 Calder Street	33		X			
62 Tanner Street	32		X			
9- 11 Oldham Street	30		X			
165 Delaine Street	28			X		
40 Federal Street	27				X	
330 Veazie Street	27		X			
16 Louisa Street	25			X		

Note 1: The cost of improving 6 structures was not estimated since their location was not acceptable for mortgage financing.

APPENDIX TABLE B - 1 (Continued)
TREATMENT INDICATED FOR SAMPLE STRUCTURES

Street Address of Structure	Penalty Score	Treatment indicated by cost analysis: Demolish	Recondition	Rehabilitate at small loss	Rehabilitate	Maintain
95 Gallup Street	24			X		
34 Hudson Street	23		X			
56 Putnam Street	23				X	
62 Stueben Street	21			X		
23- 27 School Street	20	See Note 1				
93 Hospital Street	20	See Note 1				
204-206 Blackstone Street	20		X			
52 Glenham Street	14				X	
307 Branch Avenue	14				X	
33- 35 Messina Street	12				X	
43- 45 Osborne Street	12		X			
98 Oxford Street	10				X	
35- 37 Vinyard Street	10				X	
71- 73 Vandewater Street	9				X	
146 Burnside Street	7			X		
26 Hawkins Street	7					X
16- 18 Wesleyan Street	7			X		
141-143 Unit Street	5					X
167-169 Rutherglen Street	5					X
72- 74 Pocasset Avenue	0					X
70 Kenyon Street	0			X		
28 Glendale Street	0					X
88 Ivy Street	0					X
139-141 Ruggles Street	0				X	
21 Brewster Street	0					X

Note 1: The cost of improving 6 structures was not estimated since their location was not acceptable for mortgage financing.

Note 2: Cost data is not shown above for 25 additional structures due to the following:
- occupant not at home when inspectors visited: 22 structures
- occupant refused entry: 3 structures

Before proceeding to stage four, the preliminary breakdown of penalty scores into ranges was reviewed in terms of the specific comments made by the Federal Housing Administration and Division of Minimum Housing Standards inspectors, and was used to classify a larger group of structures. This resulted in an adjustment of the preliminary breakdown to the following:

Treatment Type	Penalty Score
Maintenance	0 - 9
Rehabilitation	10 - 29
Reconditioning	30 - 49
Clearance	50 or more

This breakdown was tested by cross-tabulating the penalty scores assigned each structure in the sample survey with the cost of improving the structure to the standards set by the housing code and the FHA. The results of this cross-tabulation are shown in tables B-2 and B-3, which support the relationship of scores to treatment types to a considerable degree.

In stage 4, each residential structure was classified according to the most feasible type of treatment as indicated by its total penalty point score, as described in Appendix A.

The Federal Housing Administration also prepared an estimate of the impact of the cost of improvement to their minimum property standards by determining the current monthly rents for 41 dwelling units in structures making up the sample and by estimating the rent after improvement.

The monthly increase ranged from a maximum of $25.00 on two units down to no increase on three units. The average increase was about $10.50 per month.

APPENDIX TABLE B - 2

RELATIONSHIP OF COST OF IMPROVEMENT OF SAMPLE STRUCTURES TO REQUIREMENTS OF THE HOUSING CODE TO PENALTY SCORES

Cost of Improvement to Housing Code Standards	Penalty Point Score of Structure			
	0 - 9	10 - 29	30 - 49	50 or more
$ 0 - 199	XXXXXXXXXXX	XXXXXXXXX	XXXX	
200 - 399	X	XXX	XX	
400 - 599		X		
600 - 799		XXX	XX	
800 - 999		X	X	X
1,000 or more			X	XXXXXXXX

Note: Of the 77 sample structures, cost of improvement to code standards were estimated for 48.

The number of X's equals the number of structures falling into each category.

APPENDIX TABLE B - 3

RELATIONSHIP OF COST OF IMPROVEMENT OF SAMPLE STRUCTURES TO FHA MINIMUM PROPERTY STANDARDS TO PENALTY SCORES

Cost of Improvement to FHA Standards	Penalty Point Score of Structure			
	0 - 9	10 - 29	30 - 49	50 or more
$ 0 - 499	XXXXXXX			
500 - 999				
1,000 - 1,499	XX	XXXX		
1,500 - 1,999		XX		
2,000 - 2,499		X	X	
2,500 - 2,999	X	X	X	
3,000 - 3,499			X	
3,500 - 3,999		XXX		
4,000 - 4,499		X	X	
4,500 - 4,999			X	
5,000 - 5,499	X	X		
5,500 - 5,999	X			XX
6,000 - 6,499		X		
6,500 - 6,999				
7,000 - 7,499		X		
7,500 - 7,999		X		
8,000 - 8,499			X	
8,500 - 8,999			XX	
9,000 - 9,499			X	
9,500 - 9,999				
10,000 - 12,499				XX
12,500 - 14,999			X	X
15,000 or more		X		XXXX

Note: Of the 77 sample structures, costs of improvement to FHA standards were estimated for 48.

The number of X's equals the number of structures falling into each category.