

DOWNCITY PROVIDENCE

MASTER PLAN AND IMPLEMENTATION PLAN

"Downcity Providence: An Implementation Plan"

Downcity Task Force and the Department of Planning and Development
Plan 1B of the Area Plan Series of Providence 2000: The Comprehensive Plan

"Downcity Providence: Master Plan for a Special Time"

Andres Duany and Elizabeth Plater-Zyberk, Town Planners
Plan 1A of the Area Plan Series of Providence 2000: The Comprehensive Plan

Mayor Vincent A. Cianci, Jr.
City of Providence
Department of Planning and Development
400 Westminster Street
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January 1, 1994

DOWNCITY PROVIDENCE

PREFACE	i
DEDICATION	ii
ACKNOWLEDGEMENTS	iii
AN IMPLEMENTATION PLAN (DOWNCITY TASK FORCE)	1
MASTER PLAN FOR A SPECIAL TIME (ANDRES DUANY)	24
APPENDICES	
A. Downcity Commission	A-1
B. Circulation	B-1
C. Physical Improvements	C-1
D. Architecture and Design Standards	D-1
E. Arts and Entertainment/Festivals and Events	E-1
F. Management	F-1

PREFACE

To The Citizens of Providence:

"Meet you Downcity, under the Shepard's clock. . ." Not so long ago, downtown Providence was a destination, with lots of people around and always something to see or do, anytime of the day or night. In recent years, however, Downcity has declined in prosperity: some businesses have lost the struggle to survive, the area empties out after the workday is done, and people have lost confidence in Downcity's economic, cultural and civic value to Providence and to Rhode Island at large.

Two years ago, a charrette was held to gather ideas for solving Downcity's problems. Charette leader Andres Duany concluded that Downcity's decline is reversible and can be achieved without huge capital expenditures. His *Downcity Providence: Master Plan for A Special Time* demonstrates how, with careful planning, Downcity can be restored to its former glory. *Downcity Providence: An Implementation Plan* accompanies Duany's master plan and recommends specific, realistically achievable actions that the City and its partners in this revitalization effort -- that is, the citizens of Providence -- should take to build on Downcity's strengths and to bring about positive change.

We are already at work to make this happen. Since Duany's master plan and the implementation plan were first drafted, the Farmers' Market has been successfully established in Kennedy Plaza. Union and Eddy Streets now run in a single direction for their entire lengths, facilitating traffic flow. New lighting will shortly be installed on buildings along Westminster and Mathewson Streets, highlighting distinctive architectural features and providing safer streets. The entire length of Mathewson Street from Weybosset to Sabin Streets will have new sidewalks, lighting and landscaping. The Met Cafe, Lupo's Heartbreak Hotel and the Strand opened last summer; AS220 will shortly unveil its new home on Empire Street, and next year the Providence Performing Arts Center will expand its facility to allow booking of blockbuster shows such as *Les Miserables* and *Phantom of the Opera*. The historic Weybosset Street Comfort Station is being rehabilitated and will open in 1994 as a community police station and visitor information center. Shepard's Department Store, purchased by the State of Rhode Island, will become a state office building.

Meanwhile, outside the immediate Downcity area, the new Rhode Island Convention Center has opened, and will draw thousands of visitors to Providence; its associated Westin Hotel is under construction, and plans for the Providence Place Mall are moving forward. The Capital Center project, providing riverwalks and access to our beautiful waterfront, is nearly complete. And, over the next decade, Interstate 195 will be moved to a new location south of the hurricane barrier, opening up numerous acres of land for new development adjacent to Downcity. These projects will provide opportunities to enhance Downcity, to the benefit of the entire City and the State of Rhode Island. We must meet this challenge.

The *Downcity Master Plan for a Special Time and Implementation Plan* will be incorporated into *Providence 2000: The Comprehensive Plan*, which establishes a vision for our city and gives us the framework to preserve the best of the past and present while introducing needed innovation. The two Downcity plans are the result of nearly two years of work by the Downcity Task Force and its eleven advisory committees. A tremendous amount of time and creative energy has been invested in the development of these plans by these volunteers and by municipal officials and staff, consultants and countless citizens. Their hard work and faith in the ultimate success of this plan and of Downcity itself are much appreciated. We are confident that through these efforts, Downcity will regain its place as a lively, interesting and attractive destination.

Vincent A. Cianci, Jr.
Mayor of Providence

Arnold B. Chace
Chair, Downcity Task Force

DEDICATED TO

ROBERT E. FREEMAN
Executive Director, The Providence Foundation
1989-1992

**His vision and love of the city were contagious. Without his efforts,
the first steps to revitalize Downcity would not have been taken.**

ACKNOWLEDGEMENTS

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The following abbreviations are used in this section:

CC: City Council
CPC: City Plan Commission
DIS: Dept. of Inspection and Standards
DPD: Dept. of Planning and Development
DPW: Dept. of Public Works
PRA: Providence Redevelopment Agency
POSP: Providence Off-Street Parking Authority
ZBR: Zoning Board of Review
RIDOT: Rhode Island Dept. of Transportation
RIHPC: Rhode Island Historical Preservation
Commission
RIPTA: Rhode Island Public Transit Authority
BOMA: Building Officials and Managers Association
PPAC: Providence Performing Arts Center
PPS: Providence Preservation Society
J&W: Johnson & Wales University
PF: Providence Foundation

All time frames follow adoption of the plan:

"Immediate": within 6 months.

"Short-term": within 6 to 18 months.

"Mid-term": within 18 months to 3 years.

"Long-term": within 3 to 5 years.

DOWNCITY PROVIDENCE

An Implementation Plan

**Plan No. 1B of the Area Plan Series of
Providence 2000: The Comprehensive Plan**



**Mayor Vincent A. Cianci, Jr.
Downtown Task Force
Department of Planning and Development
City of Providence, Rhode Island
August 1993**

TABLE OF CONTENTS

IMPLEMENTATION PLAN

	<u>Page</u>
OVERVIEW: THE DOWNCITY PLAN	
Introduction	1
The Vision	3
Implementation	4
FIRST STEPS	6
RECOMMENDATIONS	
I. Circulation	8
II. Parking	10
III. Physical Improvements	12
IV. Architecture and Design Standards	14
V. Development Strategies	16
VI. Arts and Entertainment/Festivals and Events	18
VII. Social Issues	21
VIII. Management	22

A NOTE ON ILLUSTRATIONS

The drawings in this document illustrate the ideas and concepts discussed within this report, including potential new development; however, none of the drawings represents a specific design proposal for new construction. All new construction should follow the requirements outlined in the Downcity Overlay District zoning ordinance (Appendix E).

OVERVIEW: THE DOWNCITY PLAN

"The description of a Saturday spent downtown in the 1940s. . . was remarkable. One cannot understand the pleasure it was to live in Providence, the variety of experiences contained in one place, until such a day is described. Life during the week took place in your neighborhood, and on Saturday all came downtown for an expedition which was orchestrated from morning to evening: from browsing at Shepard's in the morning, to dinner and theater in the evening, meeting your friends along the way. Errands, entertainment, socializing, and politics, were all meaningfully integrated downtown."

--Andres Duany

Introduction

In November of 1991, the City of Providence and the Providence Foundation sponsored a public five-day design campaign led by nationally known town planner Andres Duany. The purpose of this intensive session was to re-examine downtown's old retail core and to create a viable future for what had once been the city's most vibrant area.

The need for a plan to revitalize downtown stems from several urgent, interrelated issues. The Convention Center, slated to open in January 1994, will not succeed unless downtown is alive, inviting, and full of things to see and do.

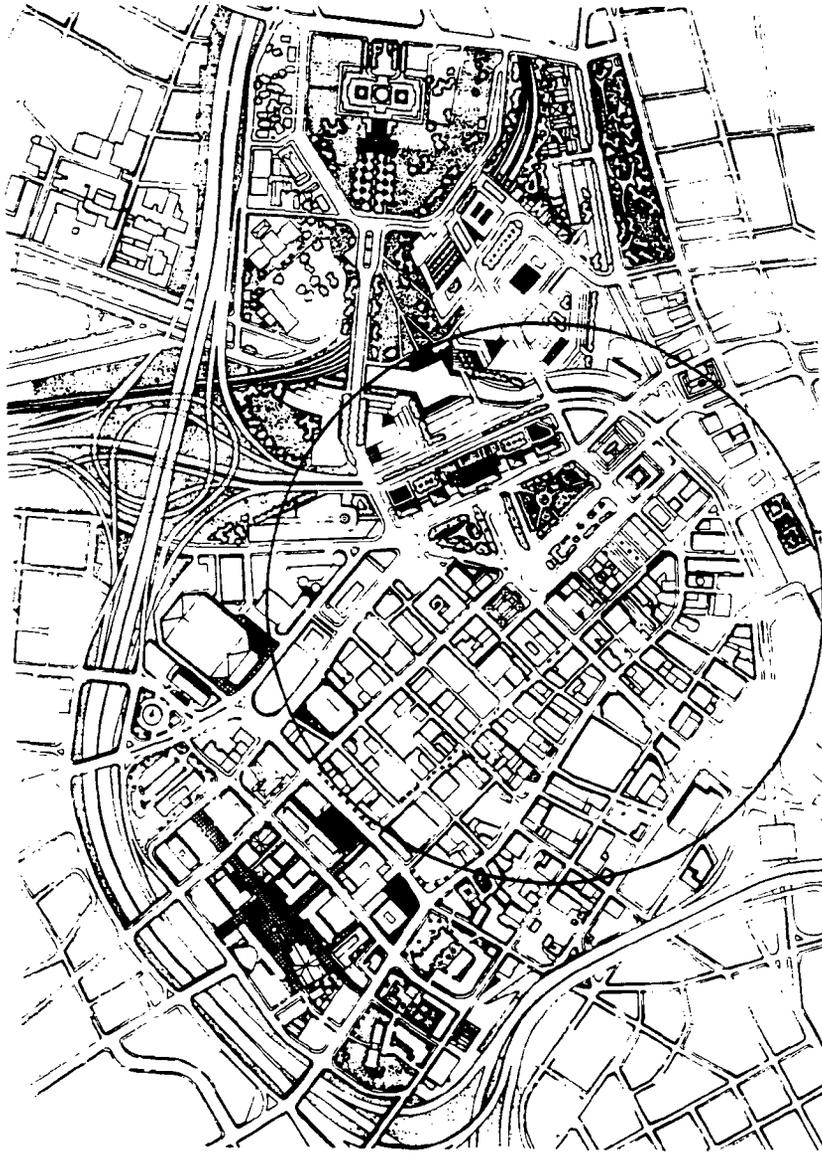
New investment in downtown is particularly needed in the current economic climate, and an increased tax base in downtown will benefit city programs throughout Providence's neighborhoods.

The critical mass of people needed to enliven downtown must find it an attractive place to live, work, do business, visit, shop and be entertained, day and night. The largely intact historic central business district is both a tourist attraction and a business asset, an important resource which must be stewarded for future generations. Adequate, affordable parking must be provided. Finally, the proposed Providence Place shopping mall, part of the Capital Center development, must be integrated with downtown retail if existing businesses are to be retained and new businesses established.

The final presentation was exhilarating, a declaration of hope in the face of one of the state's most depressing years. Mayor Vincent A. Cianci, Jr. dubbed it "urban group therapy;" the Providence Journal declared "downtown has found its voice." Business executives and artists, college students and senior citizens, preservationists and advocates for the homeless all sat enraptured for over two hours as Duany and his team of experts used slides to explain Downcity's overlooked assets and potential for a comeback.*

**An illustrated transcript of this presentation is available in the report Downcity, a Master Plan For a Special Time.*

He named the master plan "Downcity" after the affectionate name Rhode Islanders had given the old retail core in its heyday, and subtitled it "A Plan For Special Times," emphasizing the current economic constraints. The Plan proposes that the way to reinvigorate the core is through small, affordable, achievable increments by both the public and private sectors, rather than through large redevelopment projects.



Map of the Downcity area.

Recognizing the validity of Duany's suggestions and the energy they stimulated, Mayor Cianci appointed the Downcity Task Force to recommend code and management improvements and to stimulate investment in the old retail core.

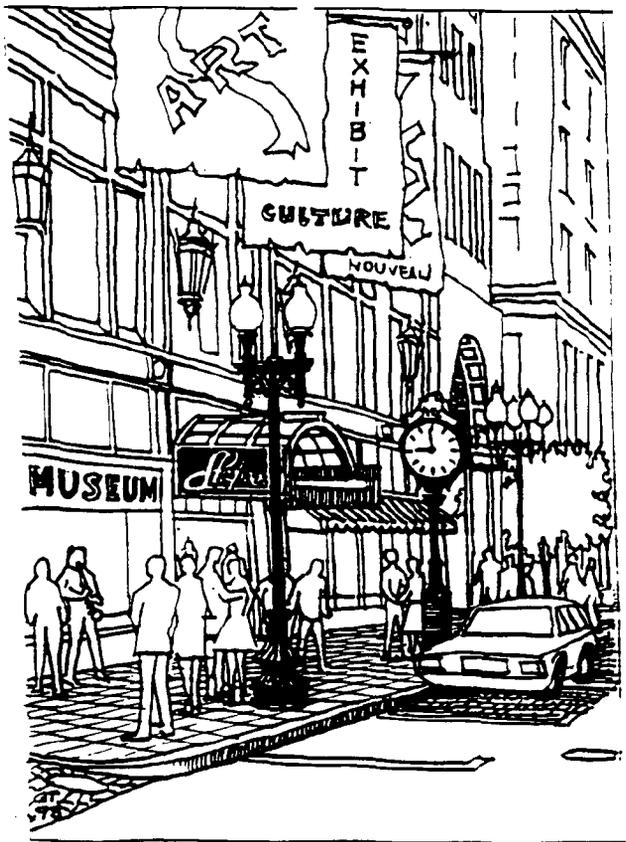
The Task Force in turn established eleven different committees, and ultimately benefitted from the advice of almost one hundred committee members.

The following report summarizes the work of the planning team and the recommendations of the Downcity Task Force. It identifies the specific actions necessary to create a climate for investment; outlines regulations, programs and projects; assigns responsibilities, and establishes deadlines for implementation.

The Vision

In shops along Westminster Street you may find a new outfit, the latest bestseller, a gift for a special occasion, household goods, or even the week's groceries. Spend a lunch hour at the Farmer's Market, or strolling along the rivers. Catch a concert, play, film, poetry reading, gallery exhibit or dance performance any night of the week, and try a new restaurant afterwards. Visit the Rhode Island History Museum to see how things used to be, and check out the the latest trends at AS220, Lupo's Heartbreak Hotel or the Strand. Savor morning coffee at a sidewalk cafe and watch the crowds go by. Twenty-four hours a day, Downcity will be alive with attractions for everyone -- residents, office workers, students, artists, tourists and shoppers.

To make Downcity lively, attractive, safe, and accessible, capitalize on its existing physical and human resources: the human scale of its streets, the excellent traditional architecture, the creativity of its artists, the vigor of its universities, the commitment of people willing to invest their time, talents and finances in its success. These assets are already here: with proper organization and management, Downcity can fulfill the potential many visitors already find remarkable in Providence.



Artist's conception of Westminster Street at the Shepard's Building.

The Downcity Plan assigns portions of the downtown to major activities or institutions, each reinforcing the other. Four major districts are envisioned. The Convention and Civic Centers with associated hotels will account for the northern area. The future campus of Johnson & Wales University, using the Weybosset Street area, will be the southern edge. In between, a revitalized Westminster Street will offer specialized retail activities and new government offices. Interspersed throughout will be the many existing arts and entertainment facilities which permeate the downtown.

Automobile access from the highways and from the neighborhoods adjoining Downtown will be reorganized, eliminating the confusing patterns of today, improving traffic flow and systematically identifying parking areas. A

simple bus loop will link Downcity to the financial district, Weybosset Hill, and the Statehouse; allowing free rides in Downcity will help to attract a critical mass of people while reducing the need for cars and parking. The pedestrian will walk along well-maintained streets with occupied, attractive storefronts and sidewalk eateries.



Artist's conception of Freeman Park, at the intersection of Westminster and Mathewson Streets.

A new square, Freeman Park, at the intersection of Mathewson and Westminster Streets will form the heart of Downcity, connecting its major districts and serving as a forecourt to two of Downcity's most elegant structures: Grace Church and the Tilden-Turber Building. The square will be lined by new buildings with supporting uses like bookstores and cafes. In the spaces above, loft apartments will be developed in buildings like the Kinsley, Palmer, Smith and O'Gorman Buildings.

Johnson & Wales will have a defined urban campus. Weybosset Street will serve as the spine linking a new quadrangle at the former Outlet Department Store site with the existing green at Plantation Hall, creating the University's primary presence downtown. The establishment of a successful student zone may encourage other educational institutions to participate in the revitalization of downtown.

Westminster Street, which Duany called "one of the best-shaped shopping streets I have ever seen," would become a retail district of 75,000-150,000 square feet, featuring professionally managed shops responding to a daytime mix of students, office workers, tourists and shoppers. For nighttime activity, a

new multiscreen cinema will join theaters, restaurants and clubs scattered throughout the district (at a higher percentage than in conventional retail developments). This retail district must include a new parking garage with a street-level retail component to draw convention-goers.

Implementation

The revitalization effort faces hurdles of continued disinvestment, the flight of businesses to suburbia and the resulting decline of property values and tax revenue. Simple nostalgia will not overcome these hurdles. We must take advantage of the opportunities presented by the remarkably small size of the area in need of assistance, the fact that property values are at their lowest levels in recent memory, and the limited cost of the proposed interventions. Halting the decay will signal to potential investors that Downcity will not drag down adjacent parts of the city where so much public investment has occurred recently.

The revitalization of Downcity builds on existing strengths that Rhode Islanders too often overlook. The first is the number of people who still regularly come downtown for the offices, services, governmental functions, and entertainment activities. The second is its centrality, via both highway and public transportation, to a population of approximately one million people. The third is the massive public investment that has occurred in Providence over the last decade and only now is about to bear fruit. The Capital Center has ensured Providence's primacy as an office center into the twenty-first century; the river relocation project is creating a dramatic framework for future investment; and the Convention Center promises to bring an entirely new and massive market. The fourth is the area's proximity to six colleges and universities with over 43,000 students. Their presence generates the kind of users an urban area needs: adventuresome, on foot, and available for evening and weekend activity. In particular, Johnson & Wales University's role as the nation's premier hospitality school dovetails with Downcity's expanding role as a tourist destination. The number and quality of restaurants in Providence today, and their role as attractions to people from out of town, testify to the positive impact of this institution. And the Rhode Island School of Design generates artists that can give Downcity a singularly sophisticated identity.

Thus, like Cambridge, Massachusetts, Downcity combines a large student population, residential neighborhoods nearby, a strong arts community and a growing tourist industry to create an authentic destination distinct from its existing urban environment.

Downtown as a whole generates the core tax revenues that help sustain city services throughout the neighborhoods. Currently twenty percent of the City's property tax revenues come from downtown real estate. Because of Downtown's critical role in sustaining the City's tax base, it is recommended that the City's next tax incremental financing bond issue include the funds dedicated to revitalizing Downcity.

By institutionalizing a Downcity Commission to monitor of the progress of the Plan, the Mayor, the City Council, the business community and the citizens of Providence will know that four times a year the parties responsible for the Plan will be publicly called to account for its implementation.

The Task Force believes now is the time for action. Providence is at a dramatic fork in the road. Things could get much worse or begin to improve dramatically.

FIRST STEPS

Over the past thirty years, the best available consultants have prepared plans for the future of downtown Providence. In addition to master plans for every decade, interim plans were produced every few years, and then reports on the plans. This collection of plans is exceptional, but not all were implemented.

To fulfill the promise of *Downcity Providence: A Master Plan for a Special Time*, the Downcity Task Force and its eleven subcommittees have developed an implementation plan which includes time frames and accountabilities. To ensure that the recommendations in this implementation plan are carried out in a timely, responsible manner, the Downcity Task Force should become a commission to facilitate and monitor the implementation plan and to act as the downtown neighborhood advocate.

The health of Downcity is vital to every neighborhood in Providence. As noted in *The Providence Plan*, Downcity and the neighborhoods are not competitors. On the contrary, a strong, vital Downcity generates the jobs and the taxes needed to support and strengthen the other neighborhoods. Strategic investments in Downcity are essential to capitalize on its invaluable assets and to create additional incentives for new private investment.

"There has to be municipal performance to go with [the Downcity Plan] . . . a level of maintenance where no piece of paper ever stays on the ground . . . where absolutely no crime occurs . . . Volunteer yourselves . . . a public-private partnership [must be developed] to administer the proposals made [in this plan]. . . include the owners, the potential buyers, the potential renters, the artists, the bankers . . ."

--Andres Duany

ACTIONS REQUIRED

1. **Downcity Commission.** Establish the Downcity Commission for five years to supervise and facilitate the implementation of the *Downcity Providence* master plan. The Commission should work with other groups like the Providence Foundation to move the plan forward, and should cease to exist if its efforts are repetitive.
 - The Commission should consist of nine members, drawn from the following groups or organizations: property owners and renters, small and large arts groups, the Providence Foundation, business people and those committed to the revitalization of Downcity. (See Appendix A.)
2. **Downcity Fund.** Establish a fund to carry out the public physical improvements recommended in this plan.
 - As a key element of *The Providence Plan*, the Downcity Fund should be capitalized by means of the Manchester Street Power Station Tax Incremental Financing Bond. Proposed funding for implementation will be up to \$7 million, but not less than \$5 million, for specific implementation actions, demonstration projects and detailed studies, as follows:
 - A. \$2 million for a demonstration building rehabilitation/loft housing program. Among the many vacant or underutilized buildings in Downcity there are several that can be converted to loft housing, enabling artists and artisans to live and work in one place. The demonstration project will address building and zoning codes, financing and marketing, and identifying the market for such housing.
 - B. \$250,000 for a street tree program. The City's Department of Public Parks has developed a comprehensive tree planting and maintenance plan for the entire downtown area. This includes replacement trees, pruning and other activities to re-establish the "urban forest" in Downcity.

- C. \$250,000 for a lighting program. The Mayor's Lighting Task Force, chaired by the Director of Inspection and Standards, has developed standards for street lighting throughout the city, including special decorative components for Capital Center, Kennedy Plaza and other areas. The plan calls for increasing lighting using state-of-the-art sodium vapor luminaires throughout the downtown area.
 - D. \$1.5 million for traffic and signage (about \$60,000 to \$65,000 will be used for analysis and the balance for implementation). Traffic analysis and recommendations will include the impact of the Capital Center and I-195 Relocation projects on Downcity; the proposal to make Empire, Greene and Washington Streets two-way streets will be studied in detail. Uniform signage for traffic, street identification and landmark identification will also be developed.
 - E. Mathewson Street sidewalks repairs and development of Freeman Park, at the corner of Westminster and Mathewson Streets. This includes \$1.2 million from the Providence Redevelopment Agency and \$1.125 from federal highway funds through the Enhancement Program of the Intermodal Surface Transportation Enhancement Act (ISTEA).
- ♦ As Downcity Providence comes to fruition, a Downcity Tax Incremental Finance District should be established. This mechanism would insure adequate funding to meet the ongoing needs of Downcity without affecting the neighborhoods.
3. **Plan Adoption.** The *Downcity Providence: Master Plan for a Special Time* and its *Implementation Plan* should be submitted to the Providence City Plan Commission and the Providence City Council for adoption as part of the city's comprehensive plan.
4. **Immediate Actions.** The following actions, listed in the recommendations sections, can be accomplished quickly (in 6 months or less), and should be undertaken immediately, even before formal adoption of the plan. Their success will help to support the long-term implementation of the plan.
- ♦ **Circulation:** Change street directions, remove old and illegal signs, install basic street signs, enforce moratorium on street abandonments and recover part of Mathewson Street.
 - ♦ **Parking:** Eliminate parking exceptions, adjust city policy on parking tickets to encourage short term parking.
 - ♦ **Physical Improvements:** Identify and replant as needed all existing tree wells, establish regular maintenance program for all Downcity street trees, strengthen and enforce standards for in-kind replacement when doing paving repairs.
 - ♦ **Architecture and Design:** Eliminate contradictory regulations in building, fire and safety codes.
 - ♦ **Arts and Entertainment:** Continue and expand the Farmer's Market and summer music series; organize year-round theme events in Downcity.
 - ♦ **Social Issues:** Clean streets and buildings around Traveler's Aid area.
 - ♦ **Management:** Develop better regulations for sidewalk vendors and enforce them.

RECOMMENDATION I: CIRCULATION

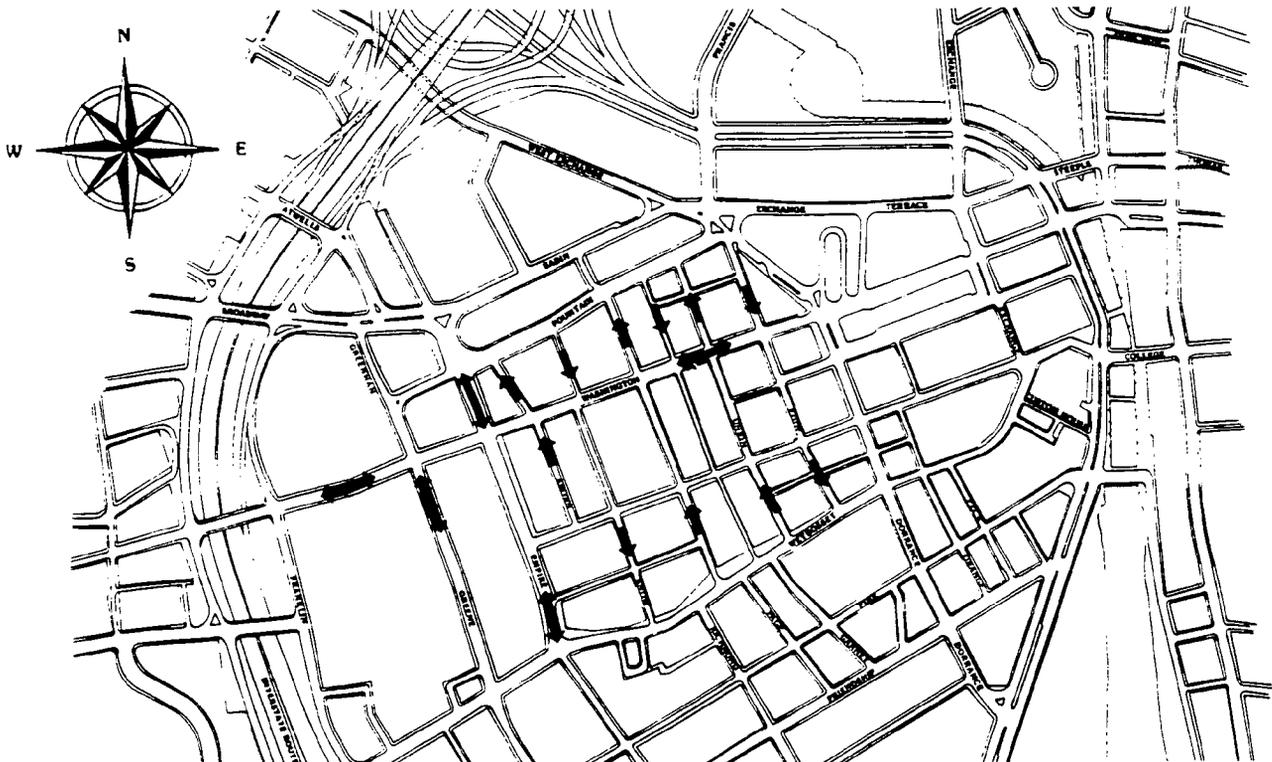
Downcity's streets are its life-blood, providing both automobile access and a comfortable pedestrian scale. Revise the circulation plan so that vehicular traffic flow is simplified, parking facilities are logically integrated, consistent traffic signage is adopted and displayed, and access to and egress from Downcity are clearly identified.

"Any shopping center developer knows that when people are in cars they become disoriented. Humans can do amazing things on their feet; but in a car they barely know where they are."

-- Andres Duany

POLICIES

1. Improve traffic flow efficiency, coordinate street signs and enhance identification of both on- and off-street parking.
2. Improve access to Downcity from the interstates as well as the neighborhoods.
3. Stop street abandonments.
4. Increase use of public transportation within Downcity.



Partial Circulation Plan Showing Changed Traffic Directions on Washington, Empire and Greene Streets

CIRCULATION: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Public Transportation			
1. Implement a free bus loop or free-fare zone, to be followed by all RIPTA buses going through Downcity.	Immediate	RIPTA	
Street Signs			
1. Remove all old and illegal parking and street signs.	Immediate	Traffic Engineer	
2. Install basic street signs on buildings and poles.	Immediate	Traffic Engineer	Funding
3. Develop consistent signage system for parking and street directions, including cross-street signs on traffic lights.	Immediate	DPD, Traffic Engineer, RIDOT	CC Resolution Funding
4. Publish map and signboard (mall directory) for Downcity. Coordinate with "banner trail" efforts.	Short term	DPD, RIDOT	Funding
Access			
1. Develop signs for interstates and neighborhood access routes. Identify routes to Convention Center, Civic Center, train station, State House, universities.	Immediate	DPD, RIDOT	Funding
2. Improve pedestrian rights-of-way of bridges over I-95.	Short term	RIDOT	Funding Design competition?
Traffic Patterns			
1. Make Eddy, Union, Clemence, Mathewson and Snow Streets run in alternating 1-way directions, for their entire lengths where possible.	Immediate	Traffic Engineer, DPW	Traffic study (funded by downtown developers); work with DPD on CC Resolution.
2. Make Empire, Washington and Greene Streets 2-way.	Mid term	Traffic Engineer, DPW	Feasibility study (work with downtown developer)
Street Abandonments			
1. Place a moratorium on street abandonments. 2. Recover abandoned section of Mathewson Street (<u>Journal</u> parking lot).	Immediate	CC	CC Resolution

RECOMMENDATION II: PARKING

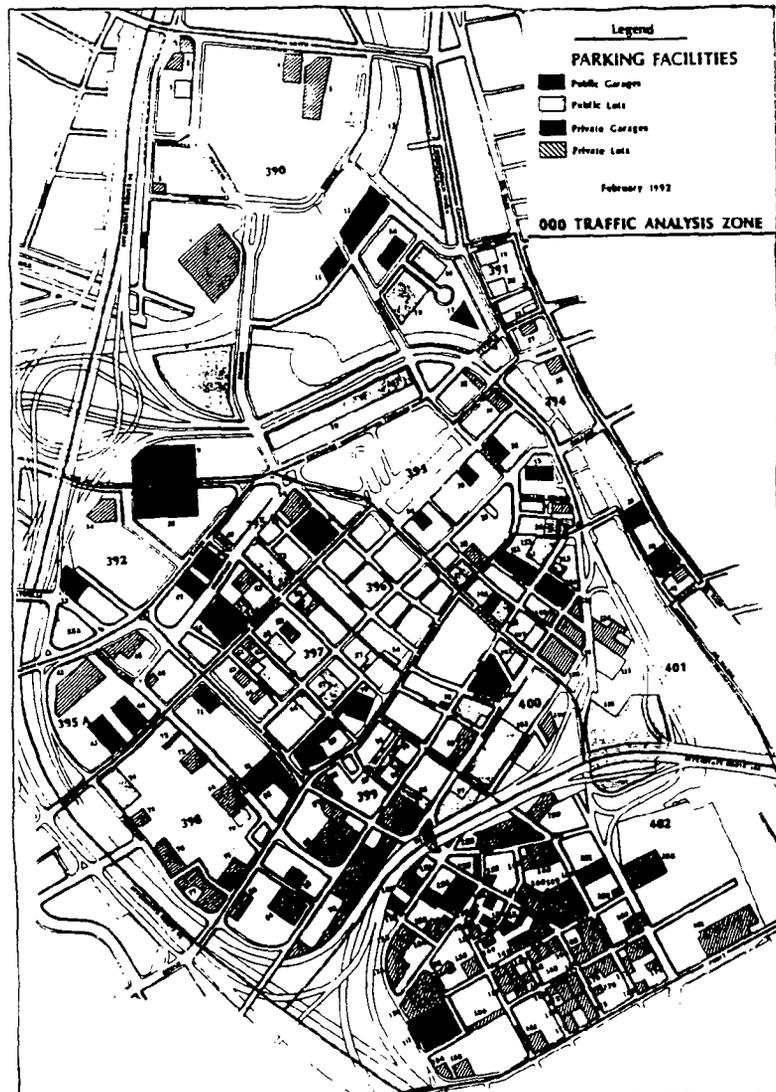
Downcity's revitalization depends on parking accessibility and affordability for its residents, business employees, and customers. Develop and implement coordinated public and private initiatives to provide convenient, reasonably priced and secure parking.

"Retail needs to compete with shopping centers where parking is free. . . . [Now,] you arrive downtown and you are out \$5.00 just because you are thinking of shopping."

-- Andres Duany

POLICIES

1. Increase availability and usage of existing on- and off-street parking. Encourage short-term and retail parking on streets; encourage development of parking garages for long-term parking.
2. Make evening and all-night parking secure.
3. Have all public parking handled by a single operational entity.
4. Allow developers to pay fees in lieu of providing parking.
5. Improve effectiveness of the Providence Off-Street Parking Authority.



Existing Parking Facilities in Downcity (February 1992)

PARKING: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
On-Street Parking			
1. Eliminate parking exceptions.	Immediate	Mayor	
2. Adjust city parking ticket policy to encourage short term/retail parking; increase fines for long-term violations.	Immediate	Mayor	Ordinance
3. Initiate sticker program for overnight on-street parking.	Short term	DPW	
Off-Street Parking			
1. Establish parking validation program with local businesses.	Immediate	Prov. Foundation	
2. Encourage private lots to adjust prices to favor short retail trips and discourage all-day parking nearest the retail area.	Immediate	Prov. Foundation	Financial incentives Municipal parking lot?
3. Phase in property taxes for new garages over time.	Immediate	CC, Mayor	Ordinance
4. Construct or acquire garages for short term parking to support Downcity retail development.	Short term	Prov. Foundation, POSP	Sites to consider: Outlet garage, Snow St. lot, ProJo lot.
5. Create satellite lot and shuttle for city workers.	Short term	POSP	Funding
Security			
1. Increase police visibility with evening/overnight patrols at parking areas and lots.	Immediate	Police	Funding
Management			
1. Establish single operational entity to manage all public parking.	Immediate	POSP, Prov. Foundation	
2. Improve effectiveness of Off-Street Parking Authority.	Short term	POSP	Possible special legislation and/or CC Resolution
Fee in-Lieu of Parking			
1. Implement zoning provisions (Section 707.5); use the funds to develop parking.	Immediate	DPD, DIS, POSP	

RECOMMENDATION III: PHYSICAL IMPROVEMENTS

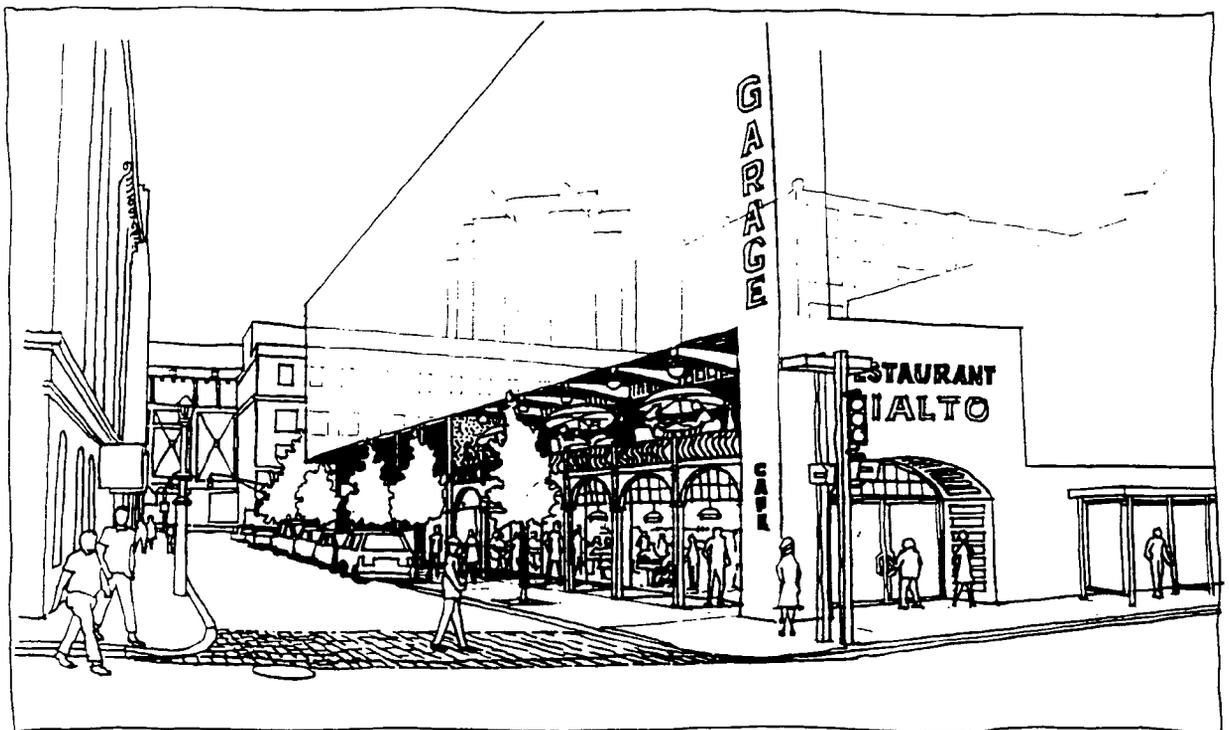
The lighting in Downcity is inconsistent and poorly planned. Street trees are sparse, and the access route from the Convention Center to the shopping center area is uninviting. To improve Downcity's appearance, develop and implement coordinated public and private initiatives to enhance the attractiveness of Downcity at night and to draw visitors into the heart of Downcity, any time of day.

"You will not encourage people to come downtown if you light the streets like a prison yard... There is nothing more discouraging than dark windows at night and nothing more wonderful than windows that are lit."

-- Andres Duany

POLICIES

1. Downcity streets and buildings shall be well and attractively lit.
2. Trees shall be planted (where appropriate) and maintained on Downcity streets.
3. Mathewson Street shall be the prime passageway between the Convention Center and the retail district; an urban open space shall be created at the heart of the retail district at Westminster and Mathewson Streets.
4. Attractive paving shall be maintained on Downcity streets and sidewalks, and replaced in kind following work by utility companies.



Improvements to Mathewson Street may include new buildings to fill gaps in the streetscape. Drawing shows the possible massing of new construction at corner of Washington and Mathewson Streets (current site of Providence Journal parking lot), but does not indicate any specific design proposal.

PHYSICAL IMPROVEMENTS: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Street Lights			
1. Install white, full-spectrum lights in all Downcity lampposts.	Immediate to short term	Downcity Mgmt. District, DPW, DPD, electrical inspector	Funding
2. Adopt citywide standards for lighting fixtures and equipment.	Short term	Lighting Task Force	
3. Establish system to respond to maintenance complaints.	Short term	Downcity Mgmt. District, DPW	
Building Lights			
1. Create tax credit to encourage use of exterior lighting.	Immediate and ongoing	CC, Mayor, BOMA	Ordinance
2. Specify aesthetic and performance criteria for exterior lighting, mandate penalties for non-compliance.	Immediate and ongoing	Lighting Task Force	
3. Coordinate lighting of upper floor interiors on Westminster Street until occupancy increases.	Short Term	Prov. Foundation., BOMA	
Street Trees			
1. Plant trees on "A" Streets, beginning with Dorrance; coordinate with retail marketing plan.	Immediate to mid term	Parks Dept., Downcity Mgmt. District	Funding
2. Identify and replant as needed all existing tree wells, where appropriate; establish regular maintenance program for all Downcity street trees.	Immediate	Parks Dept.	Funding
Mathewson Street Improvements			
1. Upgrade Mathewson St. to Westminster St. standards.	Immediate	DPD, DPW	ISTEA Enhancement Funds
2. Freeman Park: demolish 4 buildings, design and construct square with liner buildings.	Immediate to mid term	DPD	Private developer
3. Develop parcel-specific master plan (uses and designs).	Immediate	DPD	
Paving			
1. Adopt street-by-street paving standards; require that all repairs be in-kind.	Immediate to 1 year	DPW	Funding City Council Ordinance
Street Furniture			
1. Adopt standards for trash receptacles, benches, planters, etc.	Immediate	DPD, Downcity Mgmt. District	

RECOMMENDATION IV: ARCHITECTURE AND DESIGN STANDARDS

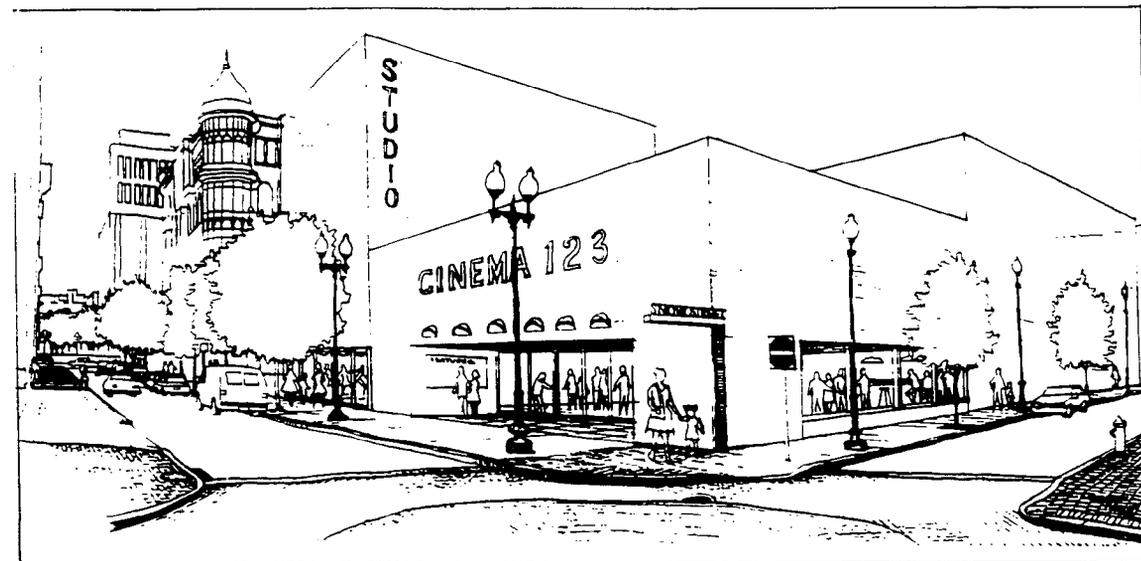
Downcity has one of the most intact collections of historic architecture of any central business district in the United States. Future development must be guided so that the historic buildings and pedestrian scale which are so characteristic of Downcity are respected and preserved, while the best of modern design is encouraged for new construction. Develop and codify zoning ordinances which will preserve and enhance the Downcity experience.

"Providence has entire streets which are superb. It is the urbanism which is exceptional, not the individual buildings. Westminster Street is potentially one of the best shopping streets I have ever seen...It is like a movie set of the American Main Street. "

-- Andres Duany

POLICIES

1. Maintain the historic character and pedestrian scale of Downcity. Regulations shall:
 - a. Establish "A" Streets (highest architectural quality, positive pedestrian experience) and "B" Streets (lesser architectural significance, more service uses), and shall create special retail frontages on some A Streets to encourage retail uses.
 - b. Establish review process and design criteria for rehabilitation of existing buildings, demolition and new construction.
 - c. Establish height limits related to present development.
 - d. Encourage construction of liner buildings to create continuous street frontages.
2. Make permitting processes coordinated and simple.
3. Allow 24-hour activity through housing, entertainment, commercial/office uses in Downcity.



Possible massing of new construction at the lot bounded by Westminster, Snow and Aborn Streets (currently a parking lot). Drawing does not indicate any specific design proposal.

ARCHITECTURE AND DESIGN STANDARDS: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Downcity Design Review District			
1. Replace Downtown Historic District with Downcity District overlay zone, including coordinated 1-stop permitting.	Immediate	DPD	Zoning Amendment Guide to all city permitting agencies/ regulations
2. Appoint Design Review Committee.	Immediate	Mayor	
3. Encourage construction of liner buildings on A Streets.	Ongoing as appropriate	DPD, DIS	Incentive zoning
4. Publish design handbook for storefront rehabilitation (include illustrations and financing alternatives).	Short term	DPD	
Code Revisions			
1. Unify building, fire, safety codes to eliminate contradictory regulations and encourage residential, commercial, recreational uses.	Immediate	General Assembly, DPD, DIS	Statewide code revisions
Housing			
1. Accommodate housing for students, artists, and others in Downcity.	Immediate	DPD	Zoning amendment

RECOMMENDATION V: DEVELOPMENT STRATEGIES

Current and expected economic conditions are unlikely to stimulate multi-million dollar, private construction projects in Downcity. Public sector initiatives and multiple, small-increment, private sector investments are required to catalyze Downcity's long-term economic viability.

"The days of the \$100 million projects are over. In fact, there are no \$10 million projects anymore... We have been in an age of dinosaurs and now we are entering an age of mammals. ... We are, in fact, proposing a restoration plan, not a rebuilding."

--Andres Duany

FUNDING SOURCES

All financing strategies are dependent on finding sources of funding. The following sources should be developed:

1. **Banks.** Reaffirm financing commitments made over the past 5 years, encourage longer terms for new loans.
2. **Public Financing.** Investigate funding through the Rhode Island Housing Mortgage Finance Company (RIHMFC), Providence Plan, Providence Plan Housing Corporation, Providence Redevelopment Authority, and others. Create a bonding authority for Downcity, which will leverage capital appropriated by the city and the state.
3. **Foundations.** Solicit local foundations, such as the Champlin Foundation, the Rhode Island Foundation, Rhode Island School of Design Endowment, and Brown University Endowment.

POLICIES

1. Provide financial assistance to existing and new businesses in Downcity.
2. Stimulate investment in Downcity through specific development projects.
3. Use tax incentives and zoning to encourage revitalization in Downcity.
4. Encourage retail uses along the Mathewson/Westminster Street corridors.

DEVELOPMENT STRATEGIES: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Legislation			
1. Establish tax incentives for artists' housing, adopt education zone, change property tax laws which encourage owners to maintain empty buildings.	Immediate	DPD, CC, Mayor, DIS, Prov. Foundation	Zoning amendment Tax ordinance
Commercial Financing			
1. Develop financing vehicles, including gap or risk financing through public/private partnership, to stimulate and leverage conventional financing for commercial development.	Short term	DPD, Prov. Foundation	Special legislation Tax incentives Federal/state funding
2. Provide tax credits for business expansion/establishment.	Short term	CC, Mayor	Tax incentives.
3. Create sales-tax-free zone in Downcity.	Short term	General Assembly	Special legislation
Residential Financing			
1. Develop financing vehicles, including "mezzanine" financing through public/private partnership, for new residential development and converting existing buildings to dwelling units (goal: approx. 200 units).	Short term	DPD, Prov. Foundation	Special legislation Tax incentives Federal/state funding
2. Demonstrate an artists' loft housing project.	Short - mid term	PRA, private developer	Survey potential sites Incentives
Development			
1. Establish non-profit development corp. to administer funds, give loans and advice, chart real estate sales/values.	Short term	Prov. Economic Development Corp.	Funding
2. Establish specialty retail district along Mathewson/Westminster St. corridor.	Short term	Property owners, tenants, DPD, Prov. Foundation	Master leasing program Special legislation
3. Special Projects:			
a. Shepard's Building: convert to state offices.	Mid term	DEM	Funding
b. Site/building assembly assistance for critical projects.	Short term	PRA	

RECOMMENDATION VI: ARTS AND ENTERTAINMENT/FESTIVALS AND EVENTS

Visual and performing arts represent the essence of city life: they add vitality and a sense of discovery that simply does not exist anywhere else. Downcity's current cultural programs, however, lack a systematic, consistent advertising message and advocate. Furthermore, appropriate theatre space for small and medium-sized professional, college and touring performing arts companies does not presently exist. Finally, visual artists lack affordable living, work and display space. To attract artists and arts groups to Downcity, develop and implement a shared, cooperative marketing plan and strategy.

They bring art and life into the decaying parts of old cities. When artists occupy downtown they are followed by galleries, cafes, supply stores and performance spaces. . . I cannot emphasize enough the tremendous marketing advantage that culture can give Providence... There is nothing better."

-- Andres Duany

POLICIES

1. Promote the arts and special events in Downcity.
2. Create housing/work space opportunities for artists in Downcity.



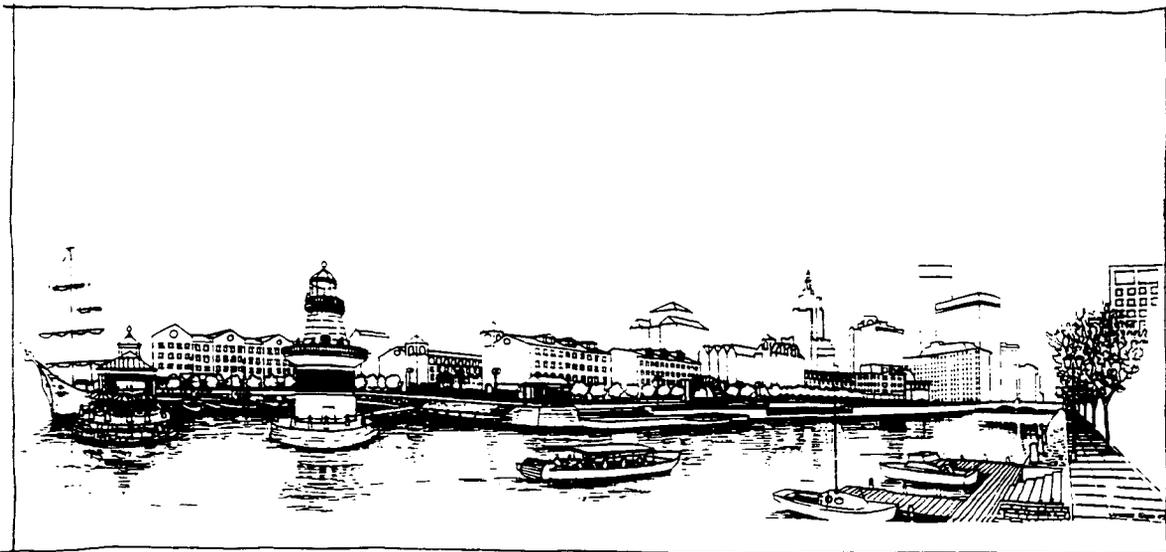
The Farmers' Market at Kennedy Plaza.

ARTS & ENTERTAINMENT: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Arts Advocate			
1. Establish Downcity Arts/Entertainment District Committee to organize, promote, coordinate and manage Downcity cultural activities, and to advise business management district.	Immediate	A/E community	
Arts Promotion			
<ol style="list-style-type: none"> 1. Arrange partnerships between arts institutions for complimentary/discount tickets, practicums, and internships. 2. Enhance media coverage of emerging artists and smaller arts organizations. 3. Establish a banner trail for all A/E facilities. 4. Provide information about current/upcoming A/E events via special telephone lines, video kiosks, advertising. 5. Establish "phantom gallery" program to use vacant storefronts as exhibit spaces. 6. Publish financially viable monthly A/E publication. 7. Produce map/audio cassette walking tour of Downcity highlighting major attractions, architecture, shopping, public transportation, parking. 	Short term	A/E community	
Artists' Lofts and Work Spaces			
<ol style="list-style-type: none"> 1. Inventory available space (locations, dimensions, accessibility, code compliance, owners). 2. Provide tax incentives to lease space to artists. 3. Establish economic development programs for artistic capital investments and fixed asset improvements. 4. Organize, manage, subsidize free gallery space for visual artists. 5. Develop pool of vounteers to give technical/financial advice for building purchases by arts organizations. 	Short term	DPD, CC, Mayor, Chamber of Commerce's Business Volunteers for the Arts	Special ordinance Funding

ARTS & ENTERTAINMENT: ACTIONS REQUIRED (Continued)

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Special Projects/Events			
1. Develop medium-sized (200-300 seats) cinema/theater in Downcity; become part of the National Performance Network.	Short term	PRA	
2. Expand the Farmers' Market in Kennedy Plaza and increase variety of vendors to include local performing artists, visual artists and craftspeople.	Ongoing	Parks Dept.	
3. Continue free summer music series in Burnside Park in conjunction with Farmers Market; expand to include evening concerts.	Ongoing	Parks Dept.	
4. Organize year-round theme events to take place in Downcity.	Immediate and ongoing	Parks Dept., Prov. Foundation, Downcity Commission, Downcity Arts Alliance	



Artist's concept of the Providence waterfront, looking up Providence River toward Downcity.

RECOMMENDATION VII: SOCIAL ISSUES

Transients, the homeless, and other economically distressed people gravitate to city centers. Develop and implement initiatives which will strengthen the Traveler's Aid's services and enable the Downcity merchants, customers, inhabitants and security enforcement agencies to use and work with Traveler's Aid more effectively.

"Transients are with us in Downcity as they have always been with us. When people come back to Downcity in substantial numbers, the presence of transients will become less apparent."

--Andres Duany

POLICIES

1. Improve Traveler's Aid's relationship to the Downcity community.
2. Address the perception that transients make Downcity uninviting and unsafe.

SOCIAL ISSUES: ACTIONS REQUIRED

ACTION	TIME-FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Traveler's Aid			
1. Improve the appearance and approachability of the area with lighting and clean streets.	Immediate to short term and ongoing	DPW, DPD, Traveler's Aid, Downcity Management District	Funding
2. Improve Traveler's Aid facility through relocation to a larger space on the edge of Downcity; provide shuttle bus to new location from Downcity.	Mid Term	Traveler's Aid, DPD, Downcity Management District	Funding
3. Improve security and management via partnership between police and local merchants.	Immediate and ongoing	Police Dept., Traveler's Aid, local merchants, BOMA	
4. Develop informational materials/classes concerning Traveler's Aid for distribution to public, local merchants, students.	Immediate and ongoing	Traveler's Aid, J&W, BOMA	Funding
5. Develop techniques to encourage Traveler's Aid clients to maintain and care for their immediate surroundings.	Immediate and ongoing	Traveler's Aid, J&W, BOMA	

RECOMMENDATION VIII: MANAGEMENT.

Downcity's retail district lacks any cohesive management and, therefore, is at a competitive disadvantage with the suburban malls. Research, develop and implement a retail district business management agency.

"Malls do well, in part, because they offer their tenants a huge amount of professional advice...on everything from store dimensions and layout, to lighting, merchandising, facade design, and signage. It is very difficult for downtown retailing to succeed unless it is professionally managed in the same way."

-- Andres Duany

POLICIES

1. Manage Downcity retail as if it were a mall.



View of Mathewson Street, improved with street trees (looking toward Grace Church).

MANAGEMENT: ACTIONS REQUIRED

ACTION	TIME FRAME	IMPLEMENTING AGENCIES	RESOURCES NEEDED
Downcity Management District			
1. Establish Downcity Management District, with defined authority and responsibilities, including: a. Centralize and control maintenance, security, promotional activities. b. Coordinate between public and private sectors on management issues.	Short term and ongoing	General Assembly, CC, Mayor, PF	Special legislation Funding (public and private sources, tax increment revenues, membership dues)
Sidewalk Uses			
1. Regulate sidewalk vendors by ordinance which licenses and prescribes locations for each.	Immediate and ongoing	DPW, CC	City Council Ordinance Enforcement
2. Establish permitting fees and increase fines for violations.	Immediate	CC, DPW	City Council Ordinance Enforcement
3. Regulate use of outdoor merchandise displays and seating areas.	Short term	General Assembly, CC, DPW	Special legislation City Council Ordinance Enforcement

DOWNCITY PROVIDENCE
MASTER PLAN FOR A SPECIAL TIME

**Plan No. 1A of the Area Plan Series of
Providence 2000: The Comprehensive Plan**

Andres Duany and Elizabeth Plater-Zyberk, Town Planners

MARCH 1992

MASTER PLAN FOR A SPECIAL TIME - Andres Duany - Page 1

THE TEAM
PROVIDENCE PLANS
A GREAT CITY
THE TIME OF THE DINOSAURS
THE CONVENTION CENTER
DOWNCITY PROVIDENCE
THE WALKING RADIUS
THE REAL ESTATE MARKET
THE ACADEMIC MARKET
THE ARTIST MARKET
THE RETIREMENT MARKET
HOW TO DEVELOP HOUSING DOWNTOWN
PARKING
THE STREET SYSTEM
THE CODE
LINER BUILDINGS
PRESERVATION
LIGHTING
A NEW DOWNTOWN NEIGHBORHOOD
DOWNTOWN RETAIL AND THE MALL
RETAIL MANAGEMENT
DESIGN INTERVENTIONS
 KENNEDY PLAZA
 SHEPARD'S BUILDING
 GRACE CHURCH PLAZA
ADMINISTRATION OF DOWNTOWN

CONSULTANTS' REPORTS

MANAGING DOWNTOWN PROVIDENCE - Tom Kohler - Page 11

GUIDELINES FOR A DOWNTOWN AGENCY
RETAIL DEVELOPMENT
PARKING
HOUSING
DEVELOPING A CONVENTION AND TOURISM INDUSTRY
STREET MAINTENANCE
ARTS AND EDUCATION
COMPREHENSIVE MARKETING OF DOWNTOWN

PROVIDENCE NEEDS MARKETING - Michael Kinerk - Page 16

COMPARISON WITH MIAMI BEACH: SIMILARITIES, DIFFERENCES
WHAT IS NEEDED
WHAT TO PROMOTE

INITIATIVES & GOALS FOR THE DOWNTOWN -

Alex Krieger - Page 20

HOUSING
RE-USE OF VACANT COMMERCIAL SPACE
SHOPPING FOR GOODS AND CULTURE
BALANCING INCREMENTAL GROWTH WITH PRESERVATION
REINVENTING DOWNTOWN THROUGH A DOWNTOWN
 CAMPUS
PARKING AND TRANSPORTATION
RELATIONSHIP TO THE CAPITAL CENTER
CONNECTIONS ACROSS I-95
A NEW NEIGHBORHOOD SOUTH OF DOWNTOWN
CIVIC GUMPTION

WHY HAVE HOUSING DOWNTOWN? - Jonathan Rose - Page 23

WHO LIVES DOWNTOWN?
FINANCING
UNION-FLETCHER BUILDING ANALYSIS
COORDINATING HOUSING AGENCY
ZONING AND CODES
HOUSING DIVERSITY

DOWNTOWN RETAILING - George Rolfe - Page 26

SURROUNDING LAND USE
TRANSIT
CIRCULATION AND PARKING
STREET DESIGN
INDIVIDUAL BUILDING DESIGN
DEMOGRAPHICS
MARKETING
PROPERTY MANAGEMENT
TENANT SELECTION ISSUES
SUMMARY

PLATE A	SITE WITH I-195 RELOCATION
PLATE A.1	CIVIC AND INSTITUTIONAL
PLATE B	SAMPLE PROJECT - The Fletcher Building Loft and Apartment Conversion
PLATE C	SAMPLE PROJECT - The Remington Building Loft and Apartment Conversion
PLATE D	SAMPLE PROJECT - The Peerless Building Loft and Apartment Conversion
PLATE E	SAMPLE PROJECT - The Peerless Building Academic Conversion
PLATE F	TRAFFIC FLOW
PLATE G	TRAFFIC AND PARKING
PLATE H	"A" AND "B" STREETS
PLATE I	REGULATING PLAN
PLATE J	URBAN REGULATIONS
PLATE K	UNBUILT LAND WITH PROPOSED LINERS
PLATE L	THE DOWNTOWN BUS LOOP
PLATE M	SPECIAL PROJECTS
PLATE M.1	SPECIAL PROJECT I - Grace Square Corner of Westminster Street and Mathewson Street
PLATE M.2	SPECIAL PROJECT II - The Farmers' Market at Kennedy Plaza

This is an edited transcript of the verbal report made by Andres Duany at the conclusion of five days of public meetings in Providence.

I have been looking forward to this opportunity to present our recommendations. I feel like a doctor when a dying patient is found to have, in fact, relatively good prospects. I bring a roster of prescriptions which are fast acting and cost efficient.

We have met with many of you: business people, university administrators, landowners, politicians, artists, preservationists, students, and old-timers. Your enthusiasm has been exaggerated. A dark cloud seems to hang over Providence, and many of you have been quite articulate about the problems of its downtown. But it seems to us that this cloud has a silver lining.

From the moment we arrived, our out-of-town team was enthusiastic about your city. We have been all over the country and have seen the transformation of places with much less promise than Providence. We will show you its promise and the various small adjustments which can help it fulfill its destiny as a great downtown.

My first experience in Providence was several years ago when Buff Chace took me around. As a town planner, I was impressed with the exceptional physical quality of the place. In fact, images of Providence now form part of my standard lecture. So, when we were asked to come here my first reaction was to say: "You don't need us, we're physical planners and we cannot do better than this." Both historically and recently, you have built excellent urbanism with straightforward, long-lasting, elegant detailing. And yet downtown hasn't taken off. Well, that is kind of a mystery: if everything was done correctly from our point of view, why doesn't the downtown work? We had to find out.

THE TEAM

The advisors we have brought are not professional consultants. They are people who have done projects for themselves. They have successfully organized local merchants in downtown Seattle; revived downtown Orlando against the strongest suburban draw imaginable; established and promoted the Art Deco district in Miami Beach; developed artists lofts in New York, Santa Fe and Denver; converted downtown buildings into housing; and engineered traffic flow for cities which does not undermine pedestrian activity. I must emphasize that each of these successes began in circumstances similar to yours.

PRIOR MASTER PLANS

We are amazed at the amount of planning that Providence has had since the 1960's. When we arrived we were deluged with prior master plans and the first day we stacked them up in a pile. Providence has not only master plans for every decade, but also every few years there are interim plans and then reports on the plans.

Providence could be a case study in the history of American planning. It is an exceptional set of documents. You have consistently acquired the best consultants of their time, and they seem to have been inspired because they did a good job in every case. Providence has thus profited from having good consultants, but has also suffered because, as you know, terrible ideas were current at certain times. For example, the plans of the 1960's, I don't need to remind you, were devastating to the American cities, so that the very quality and ambition of your 1960's plan made it disastrous for the city.

Providence, more than most other cities, actually implemented these plans. As a result, parts of downtown now resemble the vision proposed in the 1960's plan. The highways and the superblocks are exactly where they were designated. The new convention center was already visualized in 1960. We have concluded that you are people who get things done.

Extraordinary projects are even now in the works. The moving of the railway is ambitious by the standards of any city in the world. The plan for the Capital Center is one of the first examples of neo-traditional urbanism to be implemented. The opening of the river is high-style design, well executed. It has been \$60 million here, a \$100 million there, \$40 million somewhere else. By this measure, Providence is certainly not a moribund city. This activity surprised us because our team was warned that the local specialty is a negative attitude, which is not only a result of the current recession but, perhaps, also started as far back as 1920 with the demise of the industries. Yet, we have not seen the evidence to support that pessimism, at least not physically. Or when we photograph the architecture virtually at random. There are streets worthy of London and Boston. There is wonderful detail and innovative, vigorous architecture. Good money and good design has been applied for years.

There are many places in the United States that have grown into cities that do not have this quality. This place was intended by your ancestors to be a great city. It is possible to build on this foundation and to revive its destiny. There is

Benefit Street, which everyone agrees is great. Well, the people who built the downtown are exactly the same people who established Benefit St. Your downtown is of the same high quality as this beloved neighborhood.

PLANNING DINOSAURS

Why do we presume our plans to be different from all the plans you have had before? Because those plans were creatures of their times and our time is different. We have been students of your failures, as well as of your prospects. This is not the usual report. Our report is thin, the old ones are fat. We are not impressed by size but by the quality and realism of the proposals made.

Now, of course, the days of the \$100 million projects are over. In fact, there are no \$10 million projects anymore. As a country, we have reverted to the economic conditions prior to the Second World War when, to put it mildly, we were not rich. One of the great problems for American urbanism for the last 45 years has been that our great wealth has permitted us to be stupid. We have made bad decisions and patched them up with money. We have abandoned our efficient, mixed-use cities and built highways to solve the resulting suburban traffic jams. We have demolished perfectly good housing and whole neighborhoods which were just a bit run down.

We must now go back to the town planning that we used to have when we were not a wealthy country and we had to be clever. If I were to put it in a way that children could understand, we have been in an age of dinosaurs and now we are entering an age of mammals. The plans that came before were dinosaurs; they were undeniably magnificent, but they had to eat several tons of fodder daily. The advantage of mammals, which are analogous to our plan, is that they can stay alive on six acorns a day. The increment of planning and the increment of investment has been brought down to a level that has not been seen since the 1930's. It is the old way of doing things. We are, in fact, proposing a restoration plan, not a re-building. We propose small interventions for small loans and nothing required of government other than good management.

There are cities that have been devastated because they did exactly as their planners advised in the 1960's and 1970's. Tremendous amounts of money were spent on demolitions and new infrastructure and parking garages, closing streets and adding granite benches. No money was spent on the restoration of the existing urban fabric which was merely frayed. There was no sympathy for the existing street. Dorrance Street, for example, which is a bit wide, as a matter of

course should have trees along both sides. Then it would be a very nice street. But that kind of thing was never proposed.

So you have spent millions and millions shoving railway tracks around, but not one penny for refurbishment because that was not exciting enough. Yet that is the sort of intervention we must now propose. Nothing spectacular, just dealing sympathetically with what you have, which has been decimated by the omnivorous dinosaurs.

The Capital Center plan has several dinosaurs. The Mall is one egg that has not yet hatched, but the nest is all ready. Many parts of these plans -- the Capital Center, the highways, the Mall, and the Convention Center -- are already going into place. These large projects now have a bad name; most people seem to feel that they are out of hand. But it should be remembered that this was the best planning practice in the 1980's and you responded as well as any city. It is obvious that a downtown convention center is superior to a suburban convention center. It is obvious that a downtown mall is not the best thing that could happen to the existing retail, but it is better to have it in the city than somewhere else. It is now obvious that the redevelopment of the Capital Center might have benefitted from a finer urban grain, that the buildings should have been smaller so that investment could be in smaller increments and coincidentally fit the traditional grid of Providence. But at least there are no high rises in the park.

The only thing that you could have done better would have been to do nothing at all. The 1939 aerial photograph of Providence is heart-breaking. The urban fabric it shows is exceptionally continuous. Its geometries are elegant. The streets get narrower and wider in subtle picturesque ways. Providence is fortunate that some of it survived the planning of the last three decades.

THE CONVENTION CENTER

How do we use these elements now, these dinosaurs? I think we must first assure that they live. The Convention Center, for example, is costing \$300 million and the competition for convention business is absolutely murderous. When your old planner recommended that you get one, every other city heard the same advice. When a convention center opens, it has an eighteen month honeymoon. It will be booked, and there will be the appearance of great success while it is a novelty. But there is re-booking. Will the people who come to your conventions want to visit Providence again? That is a question because there are some advantages that Providence does not have, like warm weather and 20 golf

courses. In fact, there are many disadvantages from the point of view of convention business, but you also have something that very few cities have -- a great historical downtown. Convention centers within historic cores have been successful. That seems to be an amenity equal to any set of golf courses. What do conventioners do in their free time: they explore the city. Hence, the successes of San Francisco, New Orleans, and Charleston. You have the makings for that.

If you do not want to have a \$300 million dead dinosaur, you have three and one-half years from now to revive downtown: two years during the construction and the eighteen months of the honeymoon. If it is not to be a disaster, the convention center and the downtown must be integrally linked. When you design a convention center, do you not resolve the parking? Do you not resolve the highway connections? Do you not design the landscaping? Well, you must also resolve the downtown which is its setting. Providence has no choice.

DOWNCITY PROVIDENCE

One day, we had the pleasure of being with Antoinette Downing for two hours, and among the many things that she recounted was the description of a Saturday spent downtown in the 1940's. It was remarkable. One cannot understand the pleasure it was to live in Providence, the variety of experiences contained in one place, until such a day is described. Life during the week took place in your neighborhood, and on Saturday all came downtown for an expedition which was orchestrated from morning to evening: from the browsing at Shepard's in the morning, to the dinner and theater in the evening, meeting your friends along the way. Errands, entertainment, socializing, and politics, were all meaningfully integrated downtown.

This brings us to the title of this plan. When we met to discuss this plan someone said: "We have seen so many plans that there are no names left, why don't we call [this] 'The Last Plan'?" I like that because of the urgency and the implication that you will need no other. But eventually we came up with another name which was more meaningful. We found that when downtown Providence was great, in the days Ms. Downing described, it was called Downcity, as in, "I am going Downcity." Downcity is intimately related not only to a place, but also to a time; to a time when downtown was great. So, we hereby propose, "The Downcity Plan."

It is subtitled a "Master Plan for a Special Time" because Providence is experiencing especially bad economic times. Every proposal in our plan is

mindful of that fact. The alternative was the "Master Plan for a Time of Crisis," which is perhaps more accurate, but it is not good marketing to put that on the cover.

THE WALKING RADIUS

Not everything we did in these last five days was efficient. We were sidetracked and drawn into issues concerning the outlying neighborhoods, the hospital, Allens Avenue, and even the area that will be opened by moving [Interstate] 95. Yes, everything is temptingly inter-related, but then we remembered that we are in the economy of the 1990's. We have to make a small nest.

So we were able to move forward only when we focused on the downtown. As you can see, all of the drawings we are presenting have a circle drawn around downtown with its center at City Hall. *Plate A-1*. The radius of the circle is equal to the distance most people can walk in five minutes. This is the crucial dimension of urbanism. It is the distance that an American will always walk because it feels too stupid to drive. (In France it is three times that distance.) This five minute walking distance concentrates our resources in a limited area.

By centering the radius where we did, the plan inherits a lot of good work. The circle encompasses Bill Warner's work on the river, the Convention Center, Westminster and Weybosset Streets, and the locus of Johnson & Wales University. Fortunately, it also avoids much of the permanent devastation wrought by the previous plans to the north, west, and south.

THE GENERAL REAL ESTATE MARKET

What is to break the grip of the dead hand which is downtown? The most stunning thing that we heard in these meetings is that the real estate is too expensive, that Downcity owners and landlords are charging too much, and that there are plenty of people who want to move downtown but can't. We had a dozen citizens say: "I'd love to live in a loft," or "I can put a shop or a dance studio here, but I was driven away by high rent."

This is a residue from the 80's. In the 80's, there was indeed a brief and artificial heyday that gave the impression of ultra-valuable real estate. Well, a most extraordinary deflationary event occurred this last Tuesday. The jewel of the downtown commercial structures, the Tilden-Thurber Building, was sold for \$300,000 with \$100,000 down. This is something like \$16 per square foot. The

finest building downtown, in a good location and in exceptionally good condition, was sold for a price that cannot cover the construction cost of a chicken coop. And there has been at least one subsequent sale at an even lower price.

It is depressing for the owners to know that their real estate has come to such a state, but the knowledge of these sales may break their grip. Value is established by the market, and the market is miserable. If realistic assessments are made, people will move into downtown like locusts. The establishment of realistic valuations is one of the important things that must happen, although we have little power over this. All we can do is point to these sale prices and make them public knowledge. It is important to refer to them to help in your negotiations with landlords.

THE ACADEMIC MARKET SEGMENT

When the real estate values reach a reasonable level, there will be three strong markets for residential development in Downcity, and they are the best that any downtown can hope for. The first one is provided by the colleges and universities. Johnson & Wales is a university that has grown into downtown with a lot of real estate savvy. It is not in the American campus tradition of pastoral isolation, rather it is based on the European model which is woven into the fabric of the city.

The Brown campus, for example, is of one tradition, and Johnson & Wales is of another. Most of the great universities of Europe -- the Sorbonne, Salamanca, Heidelberg, Oxford, and others -- are of this latter kind. When University buildings are within the city, education is acquired not only in the classroom but also in the streets. Graduates of these schools are not culturally deficient compared to Americans from pastoral incubators. It is a different type of education, but it is equally valid. A Johnson & Wales campus within a political, cultural, and commercial Downcity can aspire to be a vibrant and great university.

In fact, students of Brown and RISD may also appreciate lodgings with some character. These colleges have wonderful dorms but if it is possible to live elsewhere many students choose to live in supposedly inferior quarters that have character. Some students will occupy housing that is not otherwise habitable, in densities that are not condoned in the Western world.

Johnson & Wales University has 1,000 students to bring downtown from its outlying dorms. That is a wonderful opportunity. Not only will they keep the buildings warm and lit, but they will also have money in their pockets to do things and to buy things. There is a certain retail energy that flows directly upon students and they, being young, usually appear picturesque enough to amuse the Convention Center crowd.

THE ARTIST MARKET SEGMENT

The second market segment is that of the artists. Providence is crawling with artists. The meetings were overwhelmingly attended by people who were artists themselves or involved with the arts. In fact, in some meetings people who weren't artists stood out because they seemed odd. In the rest of the world, they would be the normal ones.

Historically, most neighborhoods that have been revived were pioneered by artists. Greenwich Village, SoHo, Coconut Grove, Key West, and the Left Bank of Paris were all areas colonized first by artists. Typically, artists are interested in the large inexpensive spaces only available in old retail and manufacturing buildings. Furthermore, they like, or at least tolerate, the real-life aspects of the downtown. They have a great nose for community and character. They would suffer artistic death in the perfect but boring suburbs. They bring art and life into the decaying parts of old cities. When artists occupy downtown they are followed by galleries and cafes, supply stores and performance spaces.

As it happens, they are usually quickly followed by such types as lawyers and accountants who would like to be artists or, at least, to share the lifestyle. The historic sequence of gentrification has been: the artists, the would-be artists, and finally the yuppies.

Ultimately, the middle class drives out the artists. This seems to be an irresistible force, not even Paris could resist. There is nothing that can be done, but it is a problem that you should look forward to, because it means that your downtown is alive.

Providence, thanks to RISD and Roger Williams [University], has the artists in droves. Culture has been the great draw of cities. If you read the popular futurist book Megatrends 2000, the second chapter says that there is an exploding market for culture. I cannot emphasize enough the tremendous marketing advantage that culture can give Providence. I can only tell you how much a

typical suburban developer would love to offer cultural amenities to their buyers. There is nothing better. Culture is more popular than golf courses.

THE RETIREMENT MARKET SEGMENT

The Gallup Poll has determined that thirty-four percent of Americans prefer to retire in towns, especially college towns. Providence is a college town par excellence. In a college town you have the advantage of town living with that of metropolitan culture. It's an exceptional opportunity and it is a matter of promoting it to this burgeoning market. People cannot retire permanently in suburbia. The very idea is a fraud. People who go to Florida to retire in golf course communities eventually have to re-retire once they lose their driver's licenses, which is inevitable. Then they are no longer independent citizens, and they must live in specialized communities where they are driven around in mini buses. Towns, on the other hand, are great places to retire. This fact has been identified as the NORC, the "Naturally Occurring Retirement Community," which [is] simply [an] old neighborhood that [has] not been abandoned. This is a market niche that can be filled by Downcity, providing that the unit types, prices, management, and promotion are available. A revitalized and secure Downcity couldn't be better as a general environment for seniors.

What you will not get downtown is the conventional, middle class buyer. Yet, apartments for the conventional middle class [are] virtually the only thing that has been built and renovated downtown for the last 10 years. Thoughtlessly, the developers have been supplying the type of conventional housing that can be had in the suburbs without having to put up with the inconveniences of parking, and with a yard to boot. It is important that you redirect your Downcity housing program specifically to these three market segments: the elderly, the artists, and the students.

HOW TO DEVELOP HOUSING ECONOMICALLY

We arranged to have a developer bring in the plans and the financial proforma for the Fletcher Building which was being done as conventional apartments. *Plate B.* Our consultants took the same building and redesigned it as lofts. For a loft you need only provide a bathroom and a small prefabricated kitchen, and virtually no finishes. It involves a lot of space being relatively inexpensive. We found that the conventional scheme had a construction cost of \$1.4 million, while the cost of the loft scheme was \$325,000. (These prices were determined by the Dimeo Construction Company.) So instead of seeking a \$1.4 million loan

in this economic climate, one can practically pay the expenses out-of-pocket. This then should be the model for Downcity. Besides, lofts do not preclude standard apartments in the future, so if Providence becomes middle class, lofts can be refitted. But in the meantime, developers can begin to move within the existing market.

We also compared two scenarios for the Remington Block, immediately behind City Hall. *Plate C.* This block is made of five separate buildings. In a typical 1980's manner, a developer proposed to radically transform the block, connecting all the buildings into one mega-project which would require a huge capital investment. But being unable to secure that large commitment the project could not take off. The large number of apartments would all enter the market at the same time and if they are not leased for a time, the developer begins to lose money. Why not use the basic structure of the multiple buildings instead? Why not have five projects financed, finished, and leased independently and in phases while avoiding the tremendous risk? Furthermore, why not make them lofts to further reduce the initial investment? The project could then be done with a series of small loans. This is the difference between dinosaur and mammal metabolism.

We also analyzed the Peerless Building because it was typical of buildings which, according to a conventional analysis, don't work for residential uses because they are too deep. *Plate D.* Too much of their floor area is too far away from the windows, and since the code requires that every bedroom have a window, in a conventional apartment scheme you can only occupy the periphery and the core cannot be used. This inefficiency is expensive. The loft type evolved specifically as a result of this limitation. A loft can have a great depth because you don't cut it up with bedrooms. It is all one great room with spaces defined by furniture and low partitions. This type of building which is not suitable for conventional apartments is identical to the industrial buildings that have been successfully gentrified in New York City. The Peerless Building could have seven wonderful lofts per floor with tall ceilings.

The Peerless Building has other possibilities as well. We also designed it as a college. *Plate E.* On the first floor, you could have the student lounge, the student services, information, and a book store with a cafe, all contributing to the city street. There are escalators upstairs to student services, classrooms and lecture halls. Because the ceilings are tall, the lecture rooms can have sloped floors. The fourth and fifth floors could have student dormitories around open courtyards made by carving away the roof.

The Peerless could become a comprehensive educational building which could serve Johnson & Wales or U.R.I. It would be a bargain and would be a great contribution to Downcity activity day and night, since the entire cross-section of college life would be occurring.

U.R.I. currently has a campus, next to the Capitol, which is subject to demolition as the site of the future mall. The decision is to be made soon where to move. It would be a tragedy if this college were not to remain downtown. U.R.I. considers it an inconvenience to come downtown because the parking is insufficient, but this is not so. The majority of their students arrive at 6:00 p.m. for classes, so the existing parking used by offices during the day could be used by students at night. This means that you do not have to double-build the parking. It would also provide a great deal of round the clock activity at night in Downcity.

Thus the financial center, instead of entirely dying at night, would prolong activity, and perhaps the restaurants that are now open for only breakfast and lunch would also be open for dinner, making them more viable economically.

PARKING

When we met with the downtown landowners, the discussion consisted largely of calls for more parking. In fact, if parking were provided the way that some of the owners wish it to be, you would have had the consummation of the 1960's plan which was all about parking but it would have been a completely hopeless place. We would not have had to meet tonight because there would be nothing to save.

Parking is not solved by demolitions to make parking lots, since the parking that you do have is not being used. To become available, it must be adjusted physically and administratively. There are little things and big things. The first and biggest is that there is enough parking downtown. The problem is that it is not administered properly.

The street parking is another problem because the meters are the wrong type. Two-hour meters permit people working in offices to feed the meter by coming down every two hours. Meters should be for non-recurring parking, which permits the ebb and flow of the stores. But in any case, it's a disaster for shoppers to confront a meter at any time. The retail needs to compete with shopping centers where parking is free. The ideal is the two-hour parking without meters but enforced with tickets. This is all administrative: it is free, the office crowd can't feed the meters, and it keeps spaces open. It is short sighted to value the

income from the meters at the expense of the retail with its superior revenue stream through the tax base.

Overnight parking for residents will be needed downtown. Presently parking is not permitted on the streets at night in the city. We asked, why not? The streets are there, why can't the parking be used at night? It appears that the prohibition is so that the police can recognize the out-of towners. Now that Providence is trying to encourage people to be downtown it seems that fining them for parking on the street would be discouraging. There is another solution successfully employed in many other cities: the resident parking sticker. If you have a sticker you can park on the street overnight; if you do not have a sticker, the police can still check you out.

The parking lots are too expensive, especially for short retail trips. The shopper is hit with a high payment upon arrival, when it feels most negative. You arrive downtown and you are out \$5.00 just because you are thinking of shopping. A conventional \$15.00 purchase thus becomes \$20.00. This is unkind to retail.

Then, there are the parking lots which are privately owned. While they should be allowed to get whatever the market will bear, they are expensive. Now, we're of two minds about this because there are people who take the bus because parking is too expensive. The use of public transportation is good for the city and should be supported. But there is a case made that the price has to be adjusted. The city can control this by buying and administering one parking garage which, by setting the rates, would force the private lots elsewhere to adjust theirs. This would be excellent for Downcity, but unfortunately expensive for the city so we cannot recommend it at this time.

But what is most important is to organize the parking lots. *Plate F*. No one can find the parking that is there. It's location is complicated and almost random. Any shopping center developer knows that when people are in cars, they become disoriented. Humans can do the most amazing things on their feet but in the car they barely know where they are. You have to deliver parking in a manner which is completely simple, just like they do in shopping centers.

Downcity needs comprehensive visual information to organize the parking. Most of the parking that exists is off the alleys, which are not visible by drivers entering Downcity. What is needed is for all of these alleys to reach visually out into the mainstream traffic on Weybosset and Westminster and Washington [Streets]. This can be done by a systematic signage system which directs you to

the parking. It doesn't matter where the parking spaces are, what matters is that the experience of a driver coming in, even for the first time, is clear.

THE STREET SYSTEM

Driving around in Providence we discovered something else which confuses drivers; the irrational one way street layout. *Plate G.* This is left over from the time when downtown was a pedestrian mall. It must be corrected so that people looking for parking can circulate. Downcity must be an open grid so you can find parking very much as you do in shopping center where you continue into the next bay. This change is simple and inexpensive.

Incidentally, Downcity is very fortunate in having an alley system. Not all cities have alleys. New York, which doesn't, lives with trash on the sidewalks. That is really fantastically primitive. Do not close or remove any of your alleys.

Westminster Street, potentially, is one of the best shopping streets I have ever seen. The marvelous height-to-width ratio is unusual for a big city street. Under favorable circumstances, looking at it quite benevolently, it is a beautiful street. It is like a movie set of an American Main Street. Its dimension is proclaimed by developers as the ideal shop-to-shop width. Many of the best retail streets are this dimension, such as Worth Avenue in Palm Beach and Rodeo Drive in L.A.

How do we go about preserving not just buildings as set pieces but an entire urban spatial system? Well, no city can have every street be wonderful. It is technically impossible because some streets must have dumpsters, parking garages, and drive-throughs. Cities get into trouble when they try to make every street perfect; they end up with every street mediocre.

We propose to establish a two-tier system, which we call the A Grid and the B Grid. *Plate H.* A-Streets will be held to exceptional urban performance, while B-Streets can evolve as necessary to absorb the automotive uses. Ideally, when you enter downtown as a driver you will experience the excellence of an A-Street; then get off onto the B system and find a parking place; then as a pedestrian you can circulate continuously on the A-Streets and have a first rate experience.

THE CODE

How can streets be raised to the quality of A-Streets? We have written a code to be known as the Downcity Code, which consists of two sheets. One is the Regulating Plan and the other is the Urban Regulations. *Plates I and J.* The Regulating Plan designates the A-Streets and B-Streets; and in addition calls out certain of the A-Streets to contain retail frontages at the first story. The Regulating Plan also locates five types of buildings: high-rise, mid-rise, low-rise, town-houses, and parking garages. The sheet of Urban Regulations contains the rules for the A-Streets (the B-Streets are let go to develop as they will) and for each of the five building types.

The Urban Regulations are very simple and very precise. As [they] replace the current downtown ordinances, [they] will bring Downcity into a level playing field with suburban land; it will be easy to understand what can be built. And one will be able to know with certainty what happens on a neighbor's parcel and thus an investment can be understood to be secure from unpleasant surprises.

All of this is important to developers who would otherwise be attracted to suburban opportunities despite the fact that Downcity is a better deal economically. Of course, it is also important that the Downcity permitting process be fast and smooth. A developer will avoid preservation and permitting bureaucracies whenever possible.

LINER BUILDINGS

Providence has a number of buildings of an unusual type. *Plate K.* We have been recommending this building type all along; but this is the first time we have seen so many of them in one place. These buildings are among the most important and useful buildings in modern urbanism. We call them liner buildings. They are long and very thin, sometimes only fifteen feet wide. They can be put in front of existing parking lots, garages or blank walls to create decent urban streets. Downtown needs its parking lots and does not need more large buildings. These small buildings can be used to fill the gaps on the streets and restore the continuity of shop fronts which is so crucial for pedestrian action. With the addition of several of these buildings, Providence could have an almost perfect A Grid, [and] the urban experience would again approximate what it was in the 1940's.

PRESERVATION

I find astonishing the buildings which you work to preserve downtown. The preservationists fight for many buildings which are mediocre at best. Yet theirs is a completely reasonable attitude.

Throughout history demolitions were welcome because there was an expectation that whatever building came next would be better. We have lost that confidence. Now we are certain that the replacements will be worse than the building lost. Before we can replace any parts of downtown, the architects and developers have to demonstrate that they can improve on the existing buildings. That is a difficult task.

The new Code can contribute a specific kind of instruction to ensure that new additions to the city will preserve and extend the excellent urban quality of the city.

In terms of architectural preservation, no single building downtown is of the highest quality. What Providence has is entire streets which are superb. It is the urbanism which is exceptional, not the individual buildings. If you were to establish an ordinance which protected the buildings but destroyed the urbanism, you would be left with a meaningless collection of relatively good buildings.

Weybosset Street has a splendid curvature, which is visually of the highest quality. In fact, I was asking two of our Boston architects whether there was a street as interesting in Boston in terms, not only of the curvature, but also of the way it widens and then narrows. When you stand at one end and look down towards the other, the curvature sets up a sightline with wonderful terminations. The Beneficent Church occupies one end of the street, while the other is available for construction. That end should have exceptional architecture. We have a drawing of what an academic building for Johnson & Wales would look like there.

LIGHTING

The lighting downtown is part of the problem. You will not encourage people to come downtown if you light the streets like a prison. The lighting should follow the example of the new bridges: white, full spectrum lights which make people and buildings look good.

You should not try to deter crime by driving everyone off the streets. The more people, the safer the streets. The military-style flood lights downtown are focused on the streets. These lights should be aimed up at the building, not at the retinas of innocent pedestrians. The buildings would look beautiful, the streets would be well lit, and it is much better for the eyes.

There is nothing more discouraging than dark windows at night, and nothing more wonderful than windows that are lit. This is one advantage of having housing downtown. Until that takes effect, however, it would be worth several thousand dollars to rig up lights in the upper windows for two blocks along, say, Westminster Street. (This was done in December of 1991.)

DOWNTOWN RETAIL AND THE MALL

The Mall, which is part of the Capital Center, is an enormous undertaking. Architecturally, from what I have seen, it is one of the best. It was done by an exceptional firm, S.O.M. in New York, and it is as urban as such things can be. The parking is in the back towards the highway, which permits a seamless connection to downtown. There are many reasons for the mall to have a strong relationship with Downcity, but so far little has been suggested beyond making the sidewalks connect. There is much more that can be done if retail on Westminster Street is to flourish again, rather than disappear altogether.

Retail has become a science. Malls do well, in part, because they offer their tenants a huge amount of professional advice. They consult on everything from store dimension and layout, to lighting, merchandising, facade design, and signage. It is very difficult for downtown retailing to succeed unless it is professionally managed in the same way. Some of the best retail that we have found on traditional streets and squares turns out to be administered like a mall. Lake Forest Plaza near Chicago, Palmer Square in Princeton, The Country Club Plaza in Kansas City, and Hyde Park Village in Dallas are all centrally managed. It is important to coordinate all the elements just like a mall does: which shops go next to each other and what hours they are open. If offices empty at five, stores should be open until six. If the theater gets out at ten o'clock, the cafes should be open and display windows should still be illuminated for window shopping. This management expertise could come from the developers of the Capital Center mall. They should be made to manage the mall and Westminster Street together. We have had discussions with them and they seem to be willing

but just to be certain do not grant the mall developers any further credits or permits until they agree to do this.

SPECIAL PROJECTS

Given the economic constraints and how much you will be in debt once the dinosaurs are complete, this plan is proposing very little in the way of new construction or physical improvements. However, select small interventions could make a great difference and, more importantly, they could reverse the negative attitude many people have about downtown. We propose the following three:

1. Kennedy Plaza

Ms. Downing, who has been riding buses since the 30's, finds waiting for the bus in Kennedy Plaza to be a negative experience. We analyzed it and found that substantial improvements would consume hundreds of thousands of dollars and it would not make enough difference. This, after all, is an American square, large, open, and full of vehicles. Despite the name, this is not to be an intimate plaza. However, something can be done. There should be an activity going on there which is at the scale of the space.

We propose that a farmers' market be established using the excessive traffic lanes on the south side [of Kennedy Plaza]. This would be easy and inexpensive to do: a few steel poles, some canvas and the asphalt surface which is already paid for. By bringing together farmers from the outlying areas and the vendors from Providence's ethnic neighborhoods, the market would make Kennedy Plaza into a vibrant center for the city. This requires excellent administration but we have never seen a well-run farmers' market fail.

2. Shepard's Building

When we came here we were confronted with the question of the Shepard's Building. We were amazed at the amount of energy [and] willingness to commit political capital that was generated by the potential loss of this building. It is, after all, a building that is architecturally mediocre, but as we learned, it is a building that is close to the heart of many people. It is intimately tied to the Downcity experience, which Ms. Downing described to us.

In addition to its wonderful associations, the Shepard's Building has, from the urban point of view, two good facades and a completely worthless middle. Shepard's is a large building, 240,000 square feet and will cost \$100.00/square foot to renovate for uses that are not available. By removing the center 140,000 square foot, millions of dollars can be saved and additional parking built in the vacated center.

3. Grace Church Plaza

The intersection of Westminster and Mathewson Streets will be the new center of Downcity. This is where the convention traffic meets the major shopping street. On this corner is an important church with a dedicated congregation who comes into the city to worship and recently committed a million dollars to the renovation of this landmark. Across the street are four of the worst buildings in the city. Two are derelict and two have been destroyed by bad renovations. The mayor asked us to do something here, to reward the congregation for their faith in downtown. We propose to demolish the four buildings and to create a civic space to complement a civic building in the tradition of great urbanism.

To complete this delicately scaled space, we propose a liner building, facing the square. A two-story addition to the [Lederer] building on Mathewson [Street] completes the other edge. This low building could house small shops for books. With a cafe, this can become a new downtown destination. This represents a very small physical presence compared to the Convention Center, but it could ripple widely since it is located in the middle of the pond. (Johnson & Wales University has committed to execute this special project. See Plates 1.1 and 1.2 of the Johnson & Wales Master Plan.)

ADMINISTRATION OF DOWNTOWN

President Yena of Johnson & Wales is committed to the idea of having students help with the homeless and their security staff, as well as coordinate with the Providence police force, perhaps, as deputies.

Eleven committees have been formed and are already active.

In addition to these recommendations there has to be municipal performance to go with it. One area, say Weybosset Street, should become a model of civic administration. A place with a level of maintenance where no piece of paper ever stays on the ground for more than ten minutes, where absolutely no crime

occurs, where no one is accosted unpleasantly, and so forth. The city's staff can practice high level urban performance in a limited area to establish a standard and a reputation. Johnson & Wales should be asked to contribute staff and students to this effort. Volunteer yourselves.

The Downcity plan is concerned with the physical but also the symbolic impacts of these recommendations. You have an organization already in place, the Providence Group, which is a public-private partnership. This Providence association can be expanded to administer the proposals made today. Or you may form into groups that can take over certain aspects of this plan. You must include the owners, the potential buyers of downtown land, the potential renters, the artists, the bankers that might be interested in these small investments and so forth.

MANAGING DOWNTOWN PROVIDENCE

To be a successful downtown in the 1990's will require a radical departure from the "tried and true" methods of the past. Downtown Providence must put in place the mechanism to effectively manage a variety of activities and programs that are essential to a viable Downtown. Toward this end the City should address the following:

- * Establish an agency that is an advocate for Downtown, well-funded, with designated geographical jurisdiction (district), and with powers and responsibilities to manage a variety of programs.
- * The agency's agenda should include retail and office development, historic preservation, housing, parking and traffic circulation, transit, public area maintenance, signing, convention visitors and hospitality, education, cultural arts and special events.
- * The agency should develop a vision for downtown and be given the authority to implement the program to make the vision come true.
- * The agency should make recommendations to City Council, coordinate public agencies and act as a catalyst between the public and private sectors to bring about comprehensive change consistent with adopted plans.
- * The agency should focus on an entrepreneurial approach to implementing the downtown work program.

GUIDELINES FOR A DOWNTOWN AGENCY

It is recommended that the new downtown management entity be established as follows:

- * A specific geographical area (district) should be delineated as the board's area of jurisdiction (i.e. should include the historic CBD, Capitol area, and area [to the] south after interstate [195] is relocated).
- * A 5-7 member board of directors [should] be appointed by the Mayor with consent of Council.

- * A member is eligible for appointment if he/she lives in the district, owns property within the district, or receives at least 50% of their income from business or employment within the district.
- * A member serves for three (3) years (terms are staggered) and may not serve for more than two (2) consecutive terms (total of six years).
- * Chair, vice-chair, and secretary are elected annually with chair not able to serve more than two (2) consecutive terms.
- * The board will be responsible for establishing policy, hiring the executive director/staff, and establishing the annual budget.
- * Executive director should have a background in planning, public administration, real estate, or marketing with a broad understanding of the various downtown issues.
- * Executive director should be included as part of the City's senior staff to provide direct lines of communication with the Mayor, planning director, police, and fire chiefs, etc.
- * Staff should be implementors working directly with the City staff, other public entities, and the private sector for specific planning, engineering, marketing, and other resource support.
- * The agency should be empowered to buy and sell land, enter into lease agreements, contract for professional services, but not have powers of eminent domain (that should be left in the hands of City Council).
- * A one year, three year, and five year specific work program should be developed and updated on an annual basis, and be incorporated into the City's administrative and capital improvement budgets to insure proper coordination and support.
- * An initial budget of \$300,000 - \$500,000 should be established with a minimal staff of two professionals and one administrative support person.
- * Agency should be funded through public and private resources: City and/or tax increment revenues as well as membership dues from downtown interests. A

special tax assessment district should be considered for all non-homestead properties within the district.

Once the downtown agency has been created and funded, it should begin to comprehensively manage downtown. The agency's ability to garner support, secure resources, and efficiently implement programs will ultimately determine its success. The problems facing Downtown Providence did not come about overnight and the solutions to these problems will take a number of years to resolve. To stay the course over a long period of time eschewing the politically expedient for the long term return will be the agency's greatest challenge.

On the following pages are some specific areas that the new agency should address. They are by no means all the issues, but are provided to reflect the comprehensive nature and level of detail that this downtown organization should strive to achieve.

RETAIL DEVELOPMENT

Downtown Providence has historically been the retail center for the entire state. To return to some semblance of this stature, and to more effectively compete with suburban retail centers, the following is recommended:

* Update the Lutz & Carr/Mel Levine retail study. It is an excellent document full of solid, strategic recommendations.

* Determine realistically what retail market [the] downtown can capture (e.g. residents, students, conventioneers, tourists). Direct retail marketing to the nearby resident base and downtown employees, with a secondary market developed around the convention and hospitality industry.

* Establish a well-defined retail district -- I suggest the area of Westminster, Weybosset, Dorrance, and Mathewson Streets. Concentrate initially on Westminster between Dorrance and Mathewson.

* Develop a master leasing plan for all ground floor space in this corridor. Put all the retail space under one management entity which will identify the retail mix, pick specific locations, provide some tenant improvements, negotiate terms of leases, establish hours of operation, develop marketing and promotion strategies, and signage and storefront maintenance criteria.

* In a model lease, establish specific amounts to be contributed to support retail management programs, pegged to increase in sales/sq. ft. (i.e. if sales increase by \$10/sq. ft., retailer contributes 50 cents/sq. ft. for promotion and marketing of the retail district).

* From available tax increment bond revenues, establish a \$2 million retail trust fund to be used by management entity to recruit and retain quality retailers. The fund should be used for zero or low interest loans, tenant improvements, and other incentives to insure a quality retail mix.

* Include inducements for retailers such as forgiving loan amounts if retailers remain for a minimum of five (5) years, etc. Tax abatement for a set period of years for that portion of the ground floor used for retail could also be used as an incentive to property owners to participate.

* Cultivate local and regional retailers to add greater personal service and increased customer base.

* In essence, manage Westminster Street like a suburban mall, with the property owners subordinating their landlord role to the management entity to ensure quality, critical mass, and better opportunities to generate lease revenues.

In summary, other cities can only dream about the retail development potential Providence has in abundance. The exceptional characteristics of Downtown include great scale, historic buildings designed for retail, narrow streets, large nearby student population, and stable neighborhoods close to the core area.

PARKING

One of the most misunderstood and misused government services is public parking. Providence needs to determine how to make its parking system work for downtown. Whether the system is operated by the City or through private operators, a definitive plan should be adopted to accommodate the automobile as it relates to downtown's future.

* Establish a single operational entity to handle all on-street and off-street public parking facilities.

* Keep all revenues generated by meters, garages, and fines in a downtown parking enterprise fund, (i.e. do not let it go into the City's general fund).

- * Charge rates relative to location with higher rates for all day parkers in close-in facilities. Remember, retail customers come first.
- * Remove on-street meters along Westminster and convert to half hour or one hour signed parking -- strictly enforced.
- * With parking revenues, promote parking, improve lighting in facilities, upgrade directional signage system, and underwrite downtown circulator or trolley system.
- * Have fun with your garages: identify them with bright graphics, hold a dance on the roof, have a flea market, do anything to get people to use it.
- * Relate the parking to the area it serves such as the arts, retail, convention center, financial district - remember a driver's destination is not a parking facility. Label parking by destinations: Convention Center parking/Library parking, etc.
- * Establish a parking validation program with retailers, businesses, and restaurants.
- * Review police presence to [ensure] they are more visible near or in parking facilities, particularly in the evenings.
- * Train parking attendants to be more than cashiers, but downtown ambassadors: they should be able to give directions, some history, provide upcoming event information.

HOUSING

Development of affordable and market-rate housing should be a major goal. Unused upper floors of buildings offer exciting housing conversion opportunities. The key to the effective use of this untapped resource is the City's willingness to share risk with the private sector, creating a catalyst for such development. The City must understand that the return on such an investment should not be measured strictly on real estate terms, but by renewed activity downtown. The drop in crime due to the "neighborhood living environment," the increase in retail/restaurant sales, the positive psychological lift and increased community pride will all be evident. Some studies show that a downtown

resident will spend two to three times as much on retail versus that of a downtown employee. Suggestions for moving forward on this initiative include:

- * Designate Downtown as a neighborhood to receive all the "rights and privileges" accorded other neighborhoods.
- * Under the new downtown agency, establish a non-profit housing corporation that is funded in part by \$2 million from the City's Housing Neighborhood Preservation Fund.
- * The housing corporation should be able to buy and sell land, enter into leases, make loans or grants to entrepreneurs to encourage the development of housing.
- * Landlords must understand that there will be little commercial office growth in this decade, and housing is one of the most viable long-term alternatives.
- * Loft space and student housing are immediate markets that should be tapped.
- * Call together the representatives of all university institutions to develop a student housing program, and a guaranteed set-aside for students over a five to ten year period.
- * Make low interest/no interest loans available to property owners for conversions to lessen the risk of rental units. Similar financing, such as second mortgage guarantees and rehab loans for homeowners/condos, could also be made available through this corporation.

DEVELOPING A CONVENTION AND TOURISM INDUSTRY

The City and State are investing almost \$300 million in a new convention center. This major financial commitment must be supported by a clear marketing strategy and an aggressive sales program. Historically, new convention centers have an 18 to 24 month honeymoon period where they will get their share of business. After that, Providence's success in this industry will depend on the perception conventioners have of the City, based on how they were treated in their initial visit. The following are suggestions for how to begin:

- * Identify who is going to sell Providence to the convention and visitor market, and fund them adequately.

- * Identify the market niche to which Providence will sell: price sensitive, state, local, regional, and smaller national conventions and conferences.
- * Understand the benefit of Providence's location between Boston and New York, and take advantage of it.
- * Upgrade the airport significantly for passenger satisfaction.
- * Take advantage of the historical and architectural character of the City, and market those advantages much like Charleston, S.C. has done.
- * Start a downtown hospitality program for store clerks, bank tellers, police officers, parking attendants, cab drivers etc., training them how to become better ambassadors.
- * Establish a Downtown circulator system (buses, trolley, etc.) to tie the convention area to the retail area and the riverfront.
- * Use parking system revenues, special assessments, and hotel taxes to support a shuttle service that serves the employment base during the day, and conventioners and visitors during the evenings and weekends.
- * Give Mathewson Street special streetscape and development attention to encourage pedestrian traffic from the Convention Center to the PPAC area. Restaurants, sidewalk cafes and art-related retail will draw people toward Westminster Street.
- * The conversion of Shepard's to a participatory history and cultural museum will also enhance evening activity related to the convention market.

The convention and visitor industry's success is going to be inextricably tied to downtown, and will depend upon how Providence is perceived by the visitor, how well it works, and the overall attitude of the host community.

STREET MAINTENANCE

Proper maintenance of public areas and downtown streets is important to downtown's image. Cleanliness and care send a strong signal to residents and visitors alike that the city is proud of its downtown. Not only does downtown

look good, but an effective maintenance program will save the city money in the long run. Such a program should do the following:

- * Work with the city to establish a level of service for such things as garbage pick-up, litter removal, graffiti removal, tree fertilizing and pruning, annual bed rotation, bus stop cleanliness, pressure cleaning sidewalks (particularly in retail, arts, and convention areas).
- * Once a level of service is established, develop a written manual and have the city follow it by contract/agreement.
- * Use maintenance team as downtown ambassadors, not only to do the cleaning, but to give directions, prevent crime by being "eyes on the street," encourage people not to litter.
- * Leverage private participation by getting corporations to adopt a park, a flower bed, or a street, and match the funds with public resources.
- * Work with retailers responsible for the sidewalks in front of their stores, to establish maintenance standards.
- * Have special events around a clean-up campaign using competitive contests between fraternities, sororities, businesses, etc. to promote a sense of ownership in the downtown area.

ARTS AND EDUCATION

With Providence the cultural and educational center for the state, the newly formed downtown agency should be a catalyst to get various groups working together on common goals. Resources are limited, but there appear to be a number of common areas that could be explored.

- * The City and State should insure that all public facilities of higher education should be located in the downtown area, to increase the critical mass of students already present with Brown and Johnson & Wales.
- * Every effort should be made to relocate the University of Rhode Island's College of Continuing Education downtown.

* Such student issues as transportation, housing, parking, and services should be looked at as a coordinated effort by all institutions.

* Art and cultural programs should be marketed as special downtown events for students, residents and convention visitors alike.

* The conversion of Shepard's into a participatory museum could provide the opportunity for cross-utilization of teachers, interns, art collections, etc. to bring [the] community together.

* Art-related activities should be encouraged along Mathewson Street between the Convention Center and PPAC. Most importantly, the downtown leadership should convene the decisionmakers at Brown, RISD, URI, and Johnson & Wales in one room, and develop a strategic plan on how to support downtown through the 90's.

COMPREHENSIVE MARKETING OF DOWNTOWN

Historically, downtowns have had a negative image. Much of this is due to perceptions, whether real or imagined. With thousands of employees and visitors using downtown everyday, there is going to be greater wear and tear on infrastructure, greater demand for police service, more garbage and litter, more traffic and transit than in other neighborhoods. The action is downtown and this must be seen as a positive.

The daily media usually relate to negative stories. The downtown agency must develop a program that highlights the positive. A marketing program could do the following:

* Package the year-round special events already taking place downtown - summer, fall, winter and spring (if you don't have them, start now).

* Create a weekend/weekday farmer's market specializing in ethnic foods/wares on the transit mall.

* Coordinate all downtown publications related to the arts, conventions, dedications, ribbon cuttings, special events, etc., with a common theme throughout the year.

* Market your parking, historic buildings, transit center, civic and convention center, new river area, hotels, etc., and make them all part of the total downtown image.

* Create opportunities for families to come downtown, again using parks, the river, museums, theaters, street entertainers, etc.

* Dedicate a source of funds, either public or private, to market downtown, and use the creativity of the students and the arts community to implement the program.

In summary, the total management of Downtown Providence, from housing development to street maintenance to marketing special events, calls for a different approach. The creation of a downtown agency to provide the management is one of the most important steps. The most important step, however, is the creation of a vision for Downtown Providence by the community, a 10 to 20 year vision, and then commit the resources to reach that vision. Downtown Providence is not only a special place to its residents, but its rich historical heritage makes it a very special place to our country.

Providence doesn't need new buildings, new streets, rerouted traffic -- Providence needs marketing.

Providence, Rhode Island, has always been a place of great moment and historical value. Since I arrived here I've been entirely enchanted. But I have found the municipal mantra of Providence is gloom and doom. A feeling of failure overshadows every bright idea here, and that must be reversed. I will outline the ways in which Providence can disperse the prevalent sense of desperation. Downtown Providence is a jewel. Miracles have to be imagined before they can happen. There is no reason downtown Providence can not be as interesting as Savannah, New Orleans or Miami Beach -- absolutely no reason.

When I compare downtown Providence with Miami Beach's Art Deco Historic District, the similarities are striking.

SIMILARITIES

1. LOCALS SAY "TEAR IT DOWN"

When we started out in the Miami Beach historic district in 1976, virtually no one saw value in the area or believed that someday people would come there just to see the buildings and enjoy the ambiance. Now, in the midst of a nationwide recession, Miami Beach Art Deco District occupancy rates are way up, state tax revenues have more than doubled and the area is experiencing a "contra-recession." But people laughed when we first began. I get the same reaction in Providence when I say people will come here to see your magnificent historic buildings and interesting downtown.

2. FUNDS AND ENTHUSIASM MUST COME FROM OUTSIDE

The real enthusiasm and money is bound to come from outside the local community. The dynamism will have to come from newcomers, people who have just moved here, and have a more balanced view of the assets of Providence compared with the rest of the nation. Local enthusiasm is low now.

3. UNIQUE ARCHITECTURE AND HISTORY

Both areas have very special architecture and an important place in America's history. Miami Beach has the largest collection of 20th Century Art Deco

buildings anywhere in the world. But Providence has the largest collection of landmark buildings anywhere in America.

4. TIE-IN TO NEARBY ATTRACTIONS

There is an easy marketing opportunity in both cases for cultural tourism in adjacent areas. In Miami Beach, we have Vizcaya, Key West, Fort Lauderdale and, of course, the Everglades. Here you have wonderful universities and the world-famous "cottages" at Newport. When you give people a longer list of reasons to come, more will come, and they will stay longer.

5. NEW CONVENTION CENTER

Construction of a brand new convention center on the boundary of the historic area is common to both cities. In both cases, I think the success of the historic area will be key to the success of the convention center. If the adjacent historic area does not flourish, the convention center could become a multi-million-dollar boondoggle.

Both cities have a problem getting Class A hotel rooms built. A major convention center hotel must have about 1,500 first-class rooms. You have to attract development to build such a hotel, and you have to do it without destroying the historic charm of the area. The hotel guests must have something to do when they walk outside that hotel or convention center. If there are charming cafes, coffee houses, art galleries, and nightclubs, then the convention center will prosper and so will the economy.

6. NO SINGLE FAMILY STRUCTURES

Both areas lack single family homes, but have hundreds of large commercial structures. In Miami Beach we have mostly hotels and apartments. Here you have stores and offices. In both cases, these are very large structures that individuals could not expect to purchase. Getting an historic area going with such large buildings in such bad repair is not so easy, but it is definitely possible. We did it. We changed the zoning and allowed new, non-residential uses, offices and restaurants, in hotels where zoning had not previously allowed it. You need to do the opposite. You must change zoning to allow residential uses in old banks and stores.

7. PARKING PROBLEMS

Everybody in both cities complains about parking: not enough parking, parking costs too much, parking is too inconvenient. Parking is a peculiar problem. When the place is dead, nobody wants to come downtown, but when the place becomes popular, there is not enough parking. If the attractions are here, people will come, but they will continue to complain about the parking. Parking needs to be managed and monitored, advertised and marketed. If people know where to park for a reasonable fee, they will come more often, and spend more money when they come.

8. GOOD CITY PLANS NEED PEOPLE POWER

After a good plan is developed for the city, the local people will have to organize themselves to carry it out. It is organization, vision and leadership that count. The city generally will respond to sincere groups of citizens working toward clearly-defined goals. Property owners, gallery owners, apartment dwellers, restaurant and tavern owners will need to form their own groups. Then all the groups can form an umbrella organization, like the "Downtown Providence Association."

In Miami Beach, it took 15 years to achieve our phenomenal results. Like Providence, Miami Beach had superior studies and plans done by important architects and planners, including Venturi and Scott Brown and Notter Feingold + Alexander. These plans were ignored by the city and the power structure. The plans came to life when citizens began implementing the ideas one by one, without city help. It is people who make the city.

I am sure the administration here will not be the obstacle it was in Miami Beach in 1976. The Mayor and the Planning Department are working with the plan right from the start.

The way to get people involved is through the three P's: Protection, Press and Publicity. With zoning protection for these buildings, and some stories in a few Sunday Travel sections, tourists will start trickling in to see if it's as nice as the stories show it to be. And it will be. You do not have to build anything here to create a fabulous place -- it's here already. Just let people know.

DIFFERENCES

What are the differences between Providence and Miami Beach? Can our resurgence be a model for Providence?

1. WEATHER

The weather cannot be changed. In Miami Beach the big season is in the winter. In Providence, the best seasons are the summer, spring and fall. But people will come here in the winter as well. The universities, the theaters and the convention center will attract people year-round like in New York, Boston or Toronto.

2. CRIME ISSUES

People complain about crime in downtown Providence, but crime was definitely worse in Miami Beach and the area has continued to prosper. The same year the district was listed in the National Register of Historic Places, the Mariel boatlift deposited 80,000 people from Cuban jails in Miami. In spite of that setback, Miami Beach has grown into a popular neighborhood.

3. RESORT vs. PORT AND STATE CAPITAL

Old Miami Beach was a resort. Providence was a port city and is the state capital. Those are more significant economically than being a "faded" resort for retirees. Providence needs to look at itself seriously as a tourist destination and market its assets. Aside from breathtaking shoreline along the Atlantic and the Bay you have a magnificent landmark, the state capitol by McKim Mead and White, its white dome rising over Providence like the Sacre Coeur over Paris. This seat of state government brings you additional resources. In Miami Beach we were almost 500 miles from the state power center. You are just across the street.

4. ONE-STOP DEVELOPMENT CORPORATION

The key difference between the two cities is that Miami Beach has a splendid development corporation. Providence needs one. After we set up our historic preservation group, the Miami Design Preservation League (MDPL), we spun off a new state-chartered group called the Miami Beach Development Corporation (MBDC). The new corporation was qualified to administer state, federal and

local funds, to give small business assistance loans and technical advice, to chart real estate sales and values, and to help individuals obtain affordable housing.

This organization was most responsible for the revitalization of Miami Beach. From the start, it was a one-stop developers' boutique for financial assistance and free advice. Working along with MDPL, it was able to promote, protect and preserve the historic district while ensuring its revival as a place to live, and as a premiere tourist destination.

MBDC was founded in 1981. It took a special state law to provide for its creation. It is non-profit, and has a broad-based citizen board of directors who serve without pay. The board is not just bankers or real estate specialists, although both professions are represented. The majority on the board are developers, who have begun restaurants, rehabbed apartments, and served to organize festivals and events within the historic district. The board of about 20 persons sets policy and maintains a paid staff of about six full-time professionals. It started with a staff of ONE.

The Miami Beach district is about twice the size of downtown Providence. A development corporation with a staff of three or four may be enough. One person is a beginning, but it will need to grow quickly. Risk-oriented venture capitalists should be sought for Providence's downtown. Property may hit rock-bottom value now, and there is money to be made here.

WHAT IS NEEDED?

People are needed who will convert these downtown buildings to exciting new uses in housing and entertainment -- pronto. They need to understand the potential of downtown. The successful formula for getting people to come downtown is to stage interesting, high-quality events like music festivals, food festivals, art exhibits, or ethnic fairs outdoors midday or on holiday weekends. Local organizations can sponsor these events, while your new development corporation can host simultaneous development conferences, where the opportunities, funding programs and possibilities are reviewed, and available properties are lined up. Make the funding available and give the investors cheap buildings and things will start happening. Now is the time.

Make sure no one tears down your great buildings. That is what distinguishes your downtown from every other suburban shopping mall in America. There will only be one Historic Providence.

EVENTS AND ATTRACTIONS

We started the Art Deco Weekend in Miami Beach in 1978. Our first festival attracted about 200 participants. The most recent one drew about 400,000. These are free events, high quality family fun: mimes and clowns in the street, food and crafts, period music performances, all set among the historic buildings. We kept quality high, with juries for festival booths, and strict control over music and entertainment. All these committees were run by residents of the area working as volunteers all year long. Students, retirees, judges, nurses and city office workers participated along with designers, architects and artists. Creative people make the festival an exciting event. That, in turn, makes the city seem like a creative and exciting place.

Providence can work with a much broader historical time-frame than Art Deco, and has many ethnic communities to feature and artists to draw into the formula.

COURTING THE TRAVEL PRESS

One of our early target groups was the nation's travel writers. We worked with airlines, cruise lines and travel agents to bring them to Miami Beach during Art Deco Weekend. They loved it and wrote about it, and next year attendance more than doubled.

TAKE ADVANTAGE OF AREA ACADEMIC INSTITUTIONS

We also stressed academic and artistic themes, like photography exhibits, seminars, slide lectures, even fashion shows from the historical period. Our most important academic event was the 1990 World Congress on Art Deco, which brought in participants from as far as New Zealand, England, and Indonesia.

With the many fine universities and schools seated in Providence, this academic component to the plan should be easy to put together.

WHAT TO PROMOTE?

THE REGION

Do not be afraid of competition from other local attractions. Tie Providence into regional attractions, like Newport, with train and boat excursions.

HISTORY

Persevere and keep promoting the buildings -- Providence's unique desirable commodity. After all, every city has crime and parking problems, but not every place has wonderful streets of historic buildings.

RESIDENTS

Start getting students, young professionals and retirees with no cars to live in downtown's historic area.

NEW SMALL BUSINESSES

Service establishments will follow a residential population if they can get good locations, good rents and loans from your new development corporation. Get a business loan program going.

Bring in single proprietor businesses, like restaurants, clubs, small shops -- the retail must come last. The importance of getting good restaurants in the downtown district cannot be overemphasized. This will be essential for the success of your convention center and will strengthen the theater business. The development corporation should include some restauranteurs who will be able to evaluate the potential for success of each prospective restaurant operator.

THE ARTS

With the volume of empty space downtown, you should be able to promote art galleries, dance group rehearsal space, art movie theaters, alternative theatre performances, all kinds of things that people will come downtown to enjoy even if they live miles away.

FUNDING

Get the laws written so the funds can be dispersed by a committee of peers, like a jury. Do not let the money be controlled solely by bankers and finance experts. Let it be controlled by other developers, property owners, educators, and residents. Of course, a banker or two should be included on the panel that administers the business loans. This structure is similar to the Federal Development Block Grant (FDBG) programs.

The demise of American downtowns generally parallels the rise in the popularity of the term "central business district." We have long used this term to describe our downtowns without realizing how this has become a self-fulfilling prophecy. Why would anyone want to live, shop, dine, relax, meet a friend, cruise in a convertible, attend a concert, see a movie, go to school, take a walk with a sweetheart, or simply choose to hang out in a place called the central business district? As our downtowns have become merely business districts they have become unappealing to the point where, finally, businesses themselves want out.

Instead of pining for the return of business interests to the downtown we should turn our attention to overcoming the absence of all other interests. The future of Downtown Providence lies in being perceived as more than a business district. When the downtown again offers diversity of uses, institutions and people, in short offers urbanity, then businesses will choose to locate or stay there.

What this suggests for a revitalization policy is to espouse Lewis Mumford's definition of a downtown: the place where the greatest number of activities are congregated in the smallest geographical area. Believing this would lead one to eschew policies placing undue faith in any single new or revived use. This lesson can also be taken from the failed 1960's pedestrianization of Westminster Mall which, with the return of the automobiles, should revert to being called Westminster Street. There are very few instances of success among cities devoting large contiguous areas to one function, even as noble a function as pedestrian traffic.

Downtown Providence will again be great when pedestrians and cars, artists' lofts and market-rate housing, convenience shopping and specialty boutiques, start-up businesses and established banks, Johnson & Wales University and the Beneficent House, preservation and creative adaptation, performing arts and ethnic festivals, Travelers Aid and places for the three-martini lunch are all present. For Providence to move toward such a downtown requires immediate initiatives and long-term goals. The following ten initiatives and goals, collectively, will compel a start.

HOUSING

Most of the people in any metropolitan area are not great risk takers. That is why middle class housing in the downtown is an unlikely short term phenomenon. The middle class will come after the others have minimized the risks. The focus must be on those others: the young, who want to distance

themselves from those who do not take risks; the artists, who thrive on risk; the poor, who face real, not imagined, risks; the elderly, whose risks are loneliness rather than propinquity; and the well-to-do, who can trade off risk against the many conveniences and delights of downtown living. Such a coalition will pave the way for a gradually more residential downtown.

RE-USE OF VACANT COMMERCIAL SPACE

Downtown building owners, particularly those waiting for larger, more lucrative tenants who may not soon appear, should be encouraged -- by a form of public subsidy, if necessary -- to lease their space to less conventional users. Building codes should be liberalized to encourage loft residency and workshops. Perhaps even more creative measures, such as a nominal periodic tax abatement for fully occupied buildings, can be devised. Eyes on the street lead to activity on the street, which leads to greater security, human interest, and eventually more diverse activity. By contrast, few things are more off-putting in an urban environment than a vacant or derelict building or street.

SHOPPING FOR GOODS AND CULTURE

The great department stores will not soon return. Instead, downtown retail activity should aim to provide the alternative to the debilitating homogeneity found in the contemporary mall. This means attending in creative ways to the ordinary service needs of the local work, student and resident populations; establishing particular niches in areas such as crafts, the arts, antiques or even wholesaling; relying on seasonal programming involving farmers' markets, ethnic bazaars and festivals; satisfying the ancillary needs of art and cultural institutions; [and] continuing to serve as incubator for start-up, one-of-a-kind, or eccentric commercial enterprises. These are actually the qualities that make a shopping district distinct, memorable, and [irreplaceable] in a mall environment.

BALANCING INCREMENTAL GROWTH WITH PRESERVATION

In the long term it is probably preferable for older buildings to remain underutilized for periods of time than to be demolished because they are underutilized. Cities which have rallied to large-scale demolition have not commonly found economic revival. Often they are simply further impoverished by the irreplaceable loss of their own history. Downtown Providence possesses a remarkable consolidation of 19th and early 20th century commercial architecture. Its value in cultural terms no doubt exceeds its current real estate

value. Which value should govern short-term development behavior? Larger parcels of land are available to the immediate north and south of the downtown. Therefore, incentives and assistance programs for preserving, adapting, and incrementally modifying the existing fabric seem more essential than reducing restrictions against demolition of historic structures.

RE-INVENTING DOWNTOWN THROUGH A DOWNTOWN CAMPUS

Periodically during the life of a city a substantial change in the primary functions of one of its areas must be recognized and seized upon. For Providence the potential of a downtown academic campus, incorporating a growing Johnson & Wales University and the relocation of portions of the [University of] Rhode Island is enormously significant. The social, cultural, and commercial vitality of an academic community is legion, and often spreads to adjoining areas. City officials should aggressively pursue any such opportunities.

PARKING AND TRANSPORTATION

Cheaper, more convenient parking, changed perceptions about the availability of downtown spaces, and safer garages and downtown streets are needed more than additional parking spaces. The large addition of the Convention Center garage, and eventually the Providence Place garage, may, if carefully rate-controlled, lead to a market force reduction in parking cost, particularly for short-term parkers.

As for buses: while it seems unlikely that the average citizen will soon develop a love affair with the standard city bus, there is an untapped potential of mini-buses for convenient downtown loops, free shuttles and small tourist buses. In addition to serving a local transportation purpose, such vehicles may actually enliven the street scene.

RELATIONSHIP TO THE CAPITAL CENTER

The Capital Center Plan was intended to complement the historic downtown by providing large-scale parcels unavailable in the downtown for modern mixed-use development. Another objective was to more graciously connect the downtown to the Capital District. The Capital Center was not meant to replace the downtown.

As it goes forward, more slowly perhaps, into its second decade, the original objectives must be sustained by adjustments to the master plan:

* It is imperative that Memorial Boulevard should not function like a mini-I-95, dividing the downtown from the Capitol, and it is unclear why there needs to be a pedestrian tunnel underneath it at Exchange Terrace.

* The character of Francis Street as an elegant continuous streetscape must be sustained all the way from the base of the Capitol to Exchange Terrace. It should be, unmistakably, the principal north-south vehicular and pedestrian axis.

* The combination of the Convention Center and Providence Place Mall, especially if connected by upper-level bridges, risks creating a vast interior environment unrelated to the city streets. This must be avoided.

* The management of the Mall must outline a program of support for downtown commercial life. This may consist of management advice to local merchants, street maintenance assistance, running a bus shuttle and other similar neighborly initiatives.

CONNECTIONS ACROSS I-95

The other lesson of Westminster Street's mid-century transformations is that a city's main streets -- like a newborn's umbilical cord -- cannot be severed carelessly. The Weybosset Hill Redevelopment Project cut off Westminster Street from its western extension. No great principle of urbanity was served. While reconnecting Westminster Street is impossible without further demolition, the seam that is caused by I-95 should in time be repaired. Crowding additional uses along both Service Road banks, and testing air-rights feasibility, should be part of any long range downtown planning. A great downtown must be a crossroads, not an enclave.

A NEW NEIGHBORHOOD SOUTH OF DOWNTOWN

The proposed relocation of the I-195 connector southward will unlock a large underutilized area of land immediately adjacent to the downtown. This should not raise dreams of a "Capital Center South." The real opportunity here would be to envision a new neighborhood, the only potential residential district within the highway ring. Mainstream housing, so difficult to entice into restricted infill situations in a commercial downtown, would acquire a center of gravity here, and thrive. Why not a Back Bay for Providence, a residential area next to the river and associating itself with the downtown? Downtown would have its own

neighborhood, not inside but within easy walking distance of all that the downtown offers.

CIVIC GUMPTION

For the most part American cities were built by boosters who persuaded others, against long odds, that the best was yet to come. There is something to be learned from this tradition of unabashed boosterism. The most intractable urban malaise is communal self-doubt, and overcoming this must be the first step. The citizens of Providence should take solace in the certainty that "the good old days" were never as good as presently believed, and that today will serve as some future's good-old-period, if we -- like our immediate predecessors -- believe in the potential of the present.

Housing is a critical component of a thriving downtown. A healthy jobs/housing balance supports retail, reduces traffic, encourages cultural institutions, reduces the cost of transit to the resident, and protects downtown areas from sharp economic swings.

* Retail needs customers. Downtown retail needs customers on foot. When Downtown employees get into their cars at the end of the day, they do not stop Downtown to shop. When employees walk home, they shop on the way. Downtown housing not only increases the volume of retail sales, it increases the diversity of retail products available.

* Downtown housing reduces traffic and parking demand. Employees who can walk to work will walk, for the exercise, for the convenience and for the savings in parking expense. Under the mandates of the Clean Air Act, downtown housing is a useful mitigation strategy.

* Downtown housing encourages cultural institutions which strengthen downtown areas. Cultural institutions need customers. A review of many successful downtown cultural organizations indicates a synergetic relationship between the performers, administrators and customers. Downtown housing is essential if Providence is to have a healthy theater, music and arts scene.

* Downtown housing reduces the cost of transit to the resident. The resident who can walk to work saves on his cost of transportation. The typical family spends \$5,000 per year to [maintain] and operate each automobile they own. If you can locate a two-income household within walking distance of the workplace of one wage earner, then the family needs only one car. This \$5,000 per year saving translates into \$50,000 of housing purchasing power when mortgage rates are at 10%. The savings in transportation may be directly invested in housing, making it affordable.

* Downtown housing softens the impact of economic changes on the downtown. The economic cycles of the 1980's have been hard on Providence. Downtown housing will build ties between employers and employees. When company owners and managers live downtown they keep their businesses nearby.

WHO LIVES DOWNTOWN?

There are three primary markets for downtown housing: young singles who find living downtown affordable, exciting and convenient; empty nesters, who are

attracted by cultural institutions and find living downtown glamorous, and convenient; and arts-related creators who work in theater, music, film, video and art. Downtown housing oriented towards family living is not often successful. Downtown areas lack open space, schools, and appropriate security for school age children.

The following housing types are often successful for the downtown markets:

* Loft apartments are a prime housing type for downtown and can appeal to all three of the identified market segments. Lofts can be affordable or luxurious, suited to the dancer who wants rehearsal space or to the executive who wants a high-ceilinged "town-home."

* Affordable apartments appeal primarily to employees of downtown businesses. Apartments should be small and inexpensive with "mingles" units in the mix. Successful buildings in this category can have the atmosphere of a friendly college dorm.

* Luxury apartments appeal to upscale empty nesters. Luxury buildings are typically high-rise, offer splendid views, high levels of finishes and amenities. Luxury buildings often do well when located next to important cultural institutions which give them cachet and cultural convenience.

* Townhouses tend to appeal to young families, as they can be affordable, easily resold, and [can] provide private protected play space for children.

* Elderly housing often works well in downtown areas. The elderly enjoy observing the street life and appreciate access to shops and services. The elderly, if unable to drive, are often trapped in their suburban settings. Living downtown, where they can walk easily to the library, shops and the movies, can be liberating.

To maintain a successful housing sector in Downtown, there needs to be a critical mass. Enough people must live downtown to support a quality supermarket, dry cleaners, and other residential services. There also need to be enough units to create a market for downtown housing, so that investors will have confidence that their units will be rented, and condominium purchasers will have confidence that their units can be resold.

FINANCING

Downtown housing likely will need to be subsidized. This subsidy is often a package of inexpensive financing, grants and tax abatement programs. To initiate a downtown housing program it is critical that the city and the Providence Company integrate their funding sources into a partnership with developers and landowners.

The Providence Company is offering loans at 70% of the prime rate, or 5.6%. However, they are so protective of these funds that loans are not being made. They insist that the loans be recourse for the full term, in contradiction of a tradition in development that housing money becomes non-recourse when a project reaches stabilization. If a developer burdens his statement with recourse of a project, he will never be able to get onto the next project. Furthermore, if the loan program worked in conjunction with the historic tax credit, additional funds could be developed.

If the Providence Company has \$20,000,000, they can subsidize or fund the development of 222 units, at a rate of \$90,000 per unit. This would jump start the development of ten buildings. Once ten projects are complete, a sufficient quantity of product will have been created to insure lenders confidence in the market. The loan term of five years is too short and should be extended to ten years. The loan should be amortized on a 25 year basis.

UNION-FLETCHER BUILDING ANALYSIS

212 Union Street, Providence, RI 02903
November 5, 1991

Structure:

6 Stories
39,750 sq. ft.
6625 sq. ft. per floor

The building has new elevators, wet sprinkler, new windows and appears to be in excellent structural condition. The owner is willing to take a risk, and is eager to convert his building to residential. This is an ideal project to test downtown housing.

TRADITIONAL HOUSING SCHEME

Development Costs (based on developer's proforma)

Hard Costs	\$ 1,200,000
Soft Costs	\$ 300,000
Land & Building	\$ 750,000

Total Development Cost: \$ 2,250,000

Net Operating Income as per developer, first year: \$ 265,300
NOI capped at 11%: \$2,411,818

Loan at 75% of NOI, at 11%: \$1,808,663
Loan at 75% of NOI, at 9%: \$2,210,833

Issues:

*The rents range from \$9.41 to \$10.90 per foot. Are these achievable in this market?

*The proforma should include a vacancy factor: 5%?

*Are leasing commissions appropriate for this market? If not, the proforma should include advertising and other owner leasing expenses.

*Are operating expenses of \$2.64 comparable to other buildings in the market?

The Providence Company is offering loans at 70% of the prime rate, or 5.6%. If we take the developer's net operating income, add a 10% vacancy factor, and add \$5,200 for leasing expenses (\$100/week), and reduce his rents by 10%, we get a new NOI of \$189,819. If we take 75% of this income and cap it at 5.6%, the project supports a loan of \$2,542,214!

Furthermore, we believe that the project may be eligible for a federal historic tax credit with a market value of \$192,000, which can be sold for additional equity if needed.

The above development will provide 25 units for a total loan of \$2,250,000, or \$90,000 per unit, including retail. At this rate, the \$20,000,000 Providence Company loan fund should provide for the development of 222 units. If the range of projects included cheaper apartments, the Company should be able to fund well over 300 units in the downtown.

Financing Issues:

The Providence Company should provide clear loan guidelines indicating acceptable debt coverage ratios, equity and guarantees. I recommend that loans be made on 75% of cash flow, that the loans remain fully recourse during the development period, and then convert to a non-recourse fixed rate instrument with a minimum term of 7 years (10 year preferred), amortising on a 25 year schedule. The developer should be required to escrow taxes, insurance, a building replacement reserve and a three month interest reserve. If the Providence Company charges points, they need to be included in the soft cost budget.

LOFT DEVELOPMENT SCHEME

We have designed an alternate scheme, which would develop three simple loft-style units per floor. We have presumed a hard cost of \$15,000 per unit, or \$225,000 and soft costs of \$100,000, for a total development cost of \$325,000. If the average rent for each of these units is \$1,000 per month, the residential rent roll will be \$180,000 per year, or a total rent roll (including commercial) of \$284,100. Presuming the same operating expenses of \$104,600, and a vacancy factor of 10%, this gives a NOI of \$151,590.

[If] capped at 5.6%, 70 % of the NOI will support a loan of \$1,894,875. Since the Total Development Cost is only \$1,075,000, this is an excellent loan. In fact, 73% of the NOI supports a loan of \$1,100,000 at 10% interest rate.

The loft project has a TDC of \$73,000 per unit when we include the base building. However, the incremental cost of development is only \$21,666 per unit. If the Providence Company were willing to make second mortgages, its \$20 million fund could support the development of 923 units!

The loft development scheme reduces capital costs, substantially increasing the building owner's incentive to develop the units. We believe that the large art

student and general student base within a walking radius of the downtown will provide a strong demand for these units.

COORDINATING HOUSING AGENCY

Providence apparently has a \$64,000,000 housing development plan, but it is distributed amongst several agencies and programs. There needs to be "one stop shopping" for housing funds. Developers currently have to fight their way through the bureaucracies to find resources, and it seems, from anecdotal evidence, that they often give up in frustration. The housing agency needs to be responsive and pro-active. Entropy is against you; if you want to revitalize the downtown, you have to work to make every deal.

ZONING AND CODES

The State fire code, local zoning and building codes have to be coordinated, so that loft housing can be built as-of-right. The City building inspector noted that he gives appropriate variances easily. This is not good enough. To encourage development, there must be a clear and easy code to follow to build safe and legal, financeable units.

HOUSING DIVERSITY

For the Downtown to succeed as a housing location, there must be a wide range of product, including cheap lofts, student dorm style housing, apartments for lower income downtown clerical workers, and "luxury" apartments. Programs need to be created to stimulate each of the above product types.

Based on information gathered during the charrette in Providence, this memo outlines the issues and recommendations regarding downtown retailing. These issues and recommendations are addressed in four areas: land use and circulation, design principles, demographics and marketing, and property management. These are not discrete or separate areas of interest, and there are obvious relationships between elements in each area. All must be addressed if downtown Providence is to revitalize its retailing functions.

SURROUNDING LAND USE

Downtown is currently cut off from the surrounding communities on all sides. Planners must find ways to make bridges to these neighborhoods. This is particularly true for the area to the east in order to make downtown more accessible to the RISD and Brown University student and faculty populations.

This is as much a matter of perception as it is of actual connections. Currently the street patterns run across the face of [College Hill], making it difficult to visualize any direct spatial relationship with downtown. Suggestions include the following:

- * Emphasize the direct bus tunnel as a perceptual connector. This probably means making its portals more apparent and the destination more obvious.

- * Introduce a direct visual corridor up and down the hillside to connect downtown with Brown University.

Without strong physical connections linking downtown and the neighborhoods, there is not enough population base to support any general retailing. These connections, made largely by bridging the physical gaps created by the river and the freeway, are necessary to make downtown part of a seamless web of neighborhood land use and circulation patterns.

TRANSIT

There are two levels of transit that are important to address. One is related to the feeder network, i.e. how you get to and from Downtown on the transit system and the other is how the system functions within the Downtown area. For many reasons it is important to stabilize or even increase transit ridership, but it is especially important for downtown retailing. Downtown will not be able to compete effectively with suburban malls or with convenience/auto-oriented

retailing. Therefore, the more people you can get on the transit system, the more competitive downtown retailing becomes. The transit system does not take riders to suburban malls or the 7-Eleven as easily as it does to downtown. Suggestions for improving the feeder system include:

- * Consider naming each bus stop and providing a clear pattern of directional signage to reinforce the idea that this bus is going Downtown. There could be neighborhood competitions to name stops, and local artists could be commissioned to develop the signs for each stop.

Once Downtown, the important thing is to encourage people to get on the bus rather than into their cars. The amount of retail activity generated by a free and convenient transit system usually far exceeds the costs of operating such a system. Recommendations for such a Downtown system include:

- * A continuous loop over which RIPTA buses entering or leaving Downtown travel. In order to make this loop work it must be relatively short, adding no more than five minutes to any one bus route. Ideally, it should include the Capitol area and RISD as well as all areas within Downtown. The most critical link missing from existing transportation plans is connecting Exchange Street to Gaspee [Street] and the Capital Center. All other elements of this loop seem to be adequate.

- * Within this loop system, no fares would be collected; it would be a fare-free zone. Fares would only be collected within neighborhoods, inbound when you get on the bus and outbound when you get off. This allows for the efficient boarding of buses in the congested Downtown area without the confusion of collecting fares. Most importantly, it encourages people to ride the bus within Downtown because it is free. It could draw workers from the Capitol, students and faculty from the universities to Downtown for noontime shopping and eating.

CIRCULATION AND PARKING

Currently, Downtown is very difficult to understand as a place as one drives around. The grid is not orthogonal and has major discontinuities, particularly at the edges of Downtown. This is perhaps best illustrated by the difficulties entailed in giving directions to a stranger. The Downtown circulation plan should be changed to make it more direct and comprehensible. Streets should go

where you want people to be, and it should be easy for them to park there and get out of their cars. Toward that end, recommendations include:

- * Develop an outer loop system two blocks on either side of Westminster [Street]. This loop should work like a traffic roundabout in that once drivers enter Downtown, the loop should distribute them to destinations within Downtown, not lead them through Downtown and out into the next neighborhood. Any left turn off the loop should lead directly to parking.
- * Perpendicular to Westminster, a series of cross streets should run in alternating directions. In order to do this, Mathewson and Union [Streets] need to have their directions reversed. This allows someone who turns onto a cross street from the outer loop to end up back on the loop after having crossed Westminster.
- * Between this outer loop and Westminster, create a smaller, counter loop utilizing the alleys to feed a series of surface parking lots. This places retail parking immediately in back of buildings that face Westminster, a location which is convenient for shoppers. It is important to have these lots be surface ones rather than structured ones, because of the forbidding and unfamiliar nature of structured parking.
- * Consider reversing the direction of Westminster temporarily. The street now ends up at Trinity Square, which is the weakest section of Downtown for retailing. Reversing the flow would point drivers toward the river and the remaining viable retailing, creating a better impression. The need for this traffic change would disappear when Trinity Square becomes a more viable retail center.
- * Keep car and delivery truck traffic on Westminster. Consider, however, banning all traffic during peak pedestrian times, such as from 11:00 a.m. until 2:00 p.m.
- * Keep signs to a minimum and create a clear, simple hierarchy. For instance, sign the outer loop with place names like "Shopping", "Convention Center", or "Capitol". Then only allow signs for parking on the cross streets and Westminster. The objective is to create a clear transition from a Downtown arrival, to the shopping district, parking, or an individual store.

STREET DESIGN

Much of the design of city streets has been left to traffic engineers whose primary objective is to move as much traffic as efficiently as possible. Unfortunately, cars do not shop. People do, but not until they are out of their cars. Therefore, the objective is to design public shopping streets primarily to accommodate people. (It is important to allow truck loading directly from the street, because Downtown retail can seldom afford off-street loading). Specific recommendations include:

- * Organize the search pattern and aisles of surface parking such that people are facing their destinations and can see a specific storefront when they get out of their cars. This requires retail uses to be visible from the backs of buildings along Westminster. Shops should also line the walkway from the parking to Westminster.
- * The most important design issue on Westminster is the continuity of storefronts. When possible, avoid gaps between buildings of more than 50 feet. Keep building faces at the sidewalk, not set back into the building volume. If it is necessary to create an arcade or loggia, have the sidewalk material continue into the building rather than change to a different material.
- * Create a space perpendicular to the sidewalk for individual merchants to advertise. Try to allow maximum flexibility for each merchant to create their own identity within an overall size limit. Keep public signage to a minimum, remembering that parking is the most important public use to sign.
- * Make it easy to jaywalk from one side of Westminster to the other. Try to keep building faces no more than 50 feet apart from one side of the street to the other.

INDIVIDUAL BUILDING DESIGN

In addition to the design of streets to make them pedestrian friendly, the design of individual buildings is critical to making retailing work Downtown. This is particularly important in an area where many individual design decisions are made independently. Keep in mind that the average shop will probably not exceed 1,000 square feet.

- * Keep the proportion of individual shops within a 2:1 width-to-depth and 1:2 width-to-depth ratio. This will lead to an average shop size of approximately 25

by 40 feet. The maximum depth that can effectively be used for average shops is 70 feet from the store face.

* Avoid corner entries to individual shops. If a shop is located on a corner, place the entry to the shop a minimum of 10 feet from the corner. Avoid steps at entries if at all possible.

* Separate entries to shops from entrances to upper level uses, such as housing and/or offices. Try to place retail entries on Westminister and non-retail entries on cross streets. Change scale, material, and design details to indicate different uses.

* Try to create two-story spaces within individual buildings to give clues as to uses above street level. Reserve street level for retailing and upper levels for non-retailing uses. Definitely avoid individual shops above the street level.

In a fragmented ownership situation, such as exists Downtown, the management issues related to design issues are very important. (See below for a discussion of these management issues.) Often the success of a retail area can be stifled by too much control, particularly where merchants are independent business people. On the other hand, it is important to set firm boundaries within which competitors can "do their own thing." What has worked best is to limit the size and location for advertising and/or signs and set minimum hours of operation, then set very few, if any, additional restrictions. This is one way in which Downtown can attract merchants away from the tight control of most suburban malls.

DEMOGRAPHICS

Marketing is a combination of knowing as much about your customers as you possibly can, and devising strategies for attracting them to your place of business. In general, it is the job of a retail area's management team to get people to the area, and then the job of the individual merchant to sell them something. The first set of suggestions relate to the question of demographics, or who your customers are.

* Someone needs to do a careful study of how many people work or live in and near Downtown. Who are these people in terms of age, income, ethnic makeup, and family size? This is likely to identify four major categories of retail customers:

- Workers who shop on their lunch hour or on their way home at night.
- Downtown residents: the elderly and students.
- Residents of nearby neighborhoods.
- Residents in the greater Providence region who might go downtown for specialty shopping purposes.

Each category of potential customer will be interested in slightly different products and services.

* Try to survey who is presently Downtown. How often do they come? How do they get there? Why do they come? What do they buy? Based on this information you can devise a merchandising mix that builds on existing strengths.

* A good mix would include take-out restaurants (particularly those serving ethnic foods); the best restaurants; specialty shops (such as bookstores, art suppliers, recreational clothing stores, and opticians); and convenience shops for residents and workers (for example, groceries specializing in small portion packaging, pharmacies, and card shops).

MARKETING

Promotional activities that can differentiate Downtown retail from its competitors will be critical. Every suburban mall has become adept at promoting customer's use of their center. Therefore, it seems appropriate to focus on those things which are particular to the region and to capitalize on the unique strengths of Downtown.

- * Try to generate activities that involve participants rather than spectators, such as farmers' markets, craft fairs, street dances, carol singing, and tree decoration.
- * Focus on the arts that are already located downtown. Draw on the universities, drama, dance, and music organizations to provide activities such as street theatre, concerts, and art exhibits.
- * Focus on ethnic diversity and cultural events. Included in this can be a rich mixture of ethnic marketing and shops to complement the ethnic foods. Build on the idea of diversity which should be the main advantage of Downtown.

PROPERTY MANAGEMENT

None of these things will happen quickly or without someone taking responsibility for them. One note of caution is that these urban developments take much more time to bear results than people think. Keep in mind that Ed Bacon began talking about the virtues of Society Hill in Philadelphia 20 years before much development took place, and it was 30 years before the real estate boomed. The lesson, from countless examples, is that an aggressive and continuous management presence is required to ensure that people "stay the course."

This is not just a collection of cliches, nor is it a denial of the need for flexibility in the overall plan Downtown. Rather it is a recognition that, if the potential of Downtown is to be realized, certain principles must be maintained and defended. Good development, like good cheese and wine, takes time to mature. There are several issues related to the management of Downtown development that have proven to be critical in similar situations.

* First, those charged with managing development must have a vested interest in the success of the proposals. This is not a function that consultants or even contract managers can usually accomplish. Secondly, whatever management entity takes responsibility for Downtown development, it must have some form of dedicated cash flow. Without it, virtually all of the efforts of staff will be consumed with continuing fund raising efforts, to the detriment of other management efforts. Lastly, this management entity needs to be permanent. People need to know that it will be a force to be reckoned with over the long term, and that "business as usual" won't work. With these ideas in mind, recommendations include:

* Create a public authority (PA) for Downtown which is outside direct City control, but with minor public powers to finance as a tax exempt entity or, possibly, enforce local improvement district covenants.

* In order to give the PA a vested interest and a dedicated source of cash flow, consider some form of master lease for the ground floor retail space along Westminster and Mathewson Streets. Given the depressed nature of retailing currently, it should be possible to offer rents attractive to building owners while reserving enough upside rent potential (provided it is possible to fill up the space over time) in order to provide a positive cash flow.

* A second activity which could provide cash flow would be the operation of surface parking aimed at retail customers. It is probably important to have some form of public presence in parking management in order to set realistic and competitive standards for a rate structure that supports retailing. (Parking will probably take the greatest management staying power to succeed, given the competitive advantage of private parking interests.)

Specific functions appropriate for the PA should include:

- Leasing and tenant negotiations, including selection of a merchandise mix.
- Tenant improvements design, construction, and, perhaps, financing.
- Street maintenance including storefront/sign control, public information and safety/litter patrol.
- Coordination of marketing efforts [with] focused events. (Be careful of common advertising, as the effort is seldom worth the results.)
- Tenant business support for small business people as well as tracking business performance by customer counts, sales levels, parking usage, etc.

From their position of vested master lessee, the PA should engage in general business and planning advocacy, covering areas such as public land use and traffic decisions, continuing urban design issues, and coordination of tenant/property owner/resident interests.

TENANT SELECTION ISSUES

If such a Public Authority is created and undertakes a master lease of retail space, the selection of tenants to operate shops will be critical. The Downtown need not compete with the [Providence Place] Mall (should it be built) for tenants. It is unlikely that tenants interested in a Mall location would be prime prospects for Downtown, and vice versa. Issues related to tenant selection therefore include:

* The focus should initially be on local merchants, particularly ones that have been successful elsewhere in Providence. They know their customer base,

although they may not merchandise as well as regional or national merchants. (The PA may be able to assist merchants through some form of co-op purchasing arrangement. These tenants are already committed to Providence. They may not be financeable, but the PA could play a role in aggregating pools of investment capital.)

* The PA will be required to provide more management intensive services with local merchants as initial tenants, including providing most, if not all, of the initial tenant improvements. The important issue is to ensure a balanced mix of merchants with enough competition to keep them sharp without choking off growth.

* The second stage tenants will probably be successful regional merchants who know their customer base. It is likely that these tenants will already be operating within a mall or be considering a mall location. As Downtown grows it is important not to stifle it by bringing in premature or excessive competition. The objective is to develop a data base and a feel for retail business so as to avoid tenant pessimism without missing opportunities to expand your existing merchandise mix.

* Don't waste time initially chasing national chains. They are the natural tenants of the mall and will, in general, not come Downtown until the success of Downtown is an accomplished fact. Although they are financeable, a quality which makes them attractive tenants, they have the ability to destroy local merchants.

SUMMARY

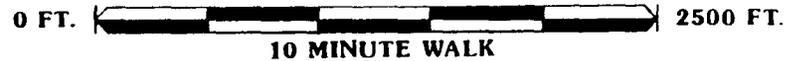
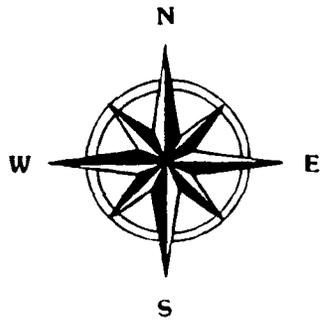
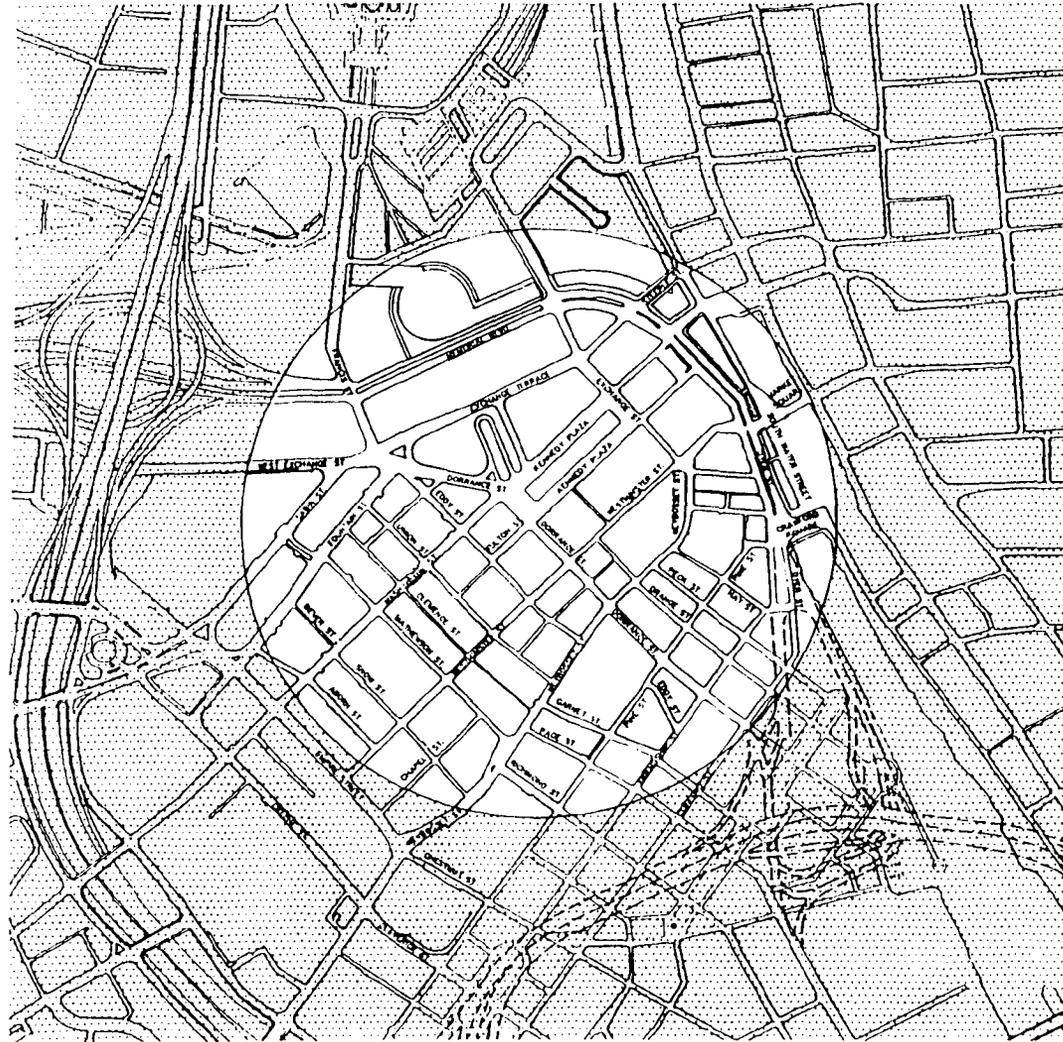
Guiding the day to day decisions necessary to revitalize downtown is as much a matter of practical experience and feel as it is a question of defining issues and alternatives. Much more could be said about each of the above recommendations individually, but in the final analysis, they are all intertwined in such a way that they mutually reinforce each other, and should not stand alone.

I believe that Providence has one of the best physical environments for retailing of any downtown. Properly executed, this project has outstanding potential for success.

DOWNCITY PROVIDENCE

PLATE A: SITE WITH I-195 RELOCATION

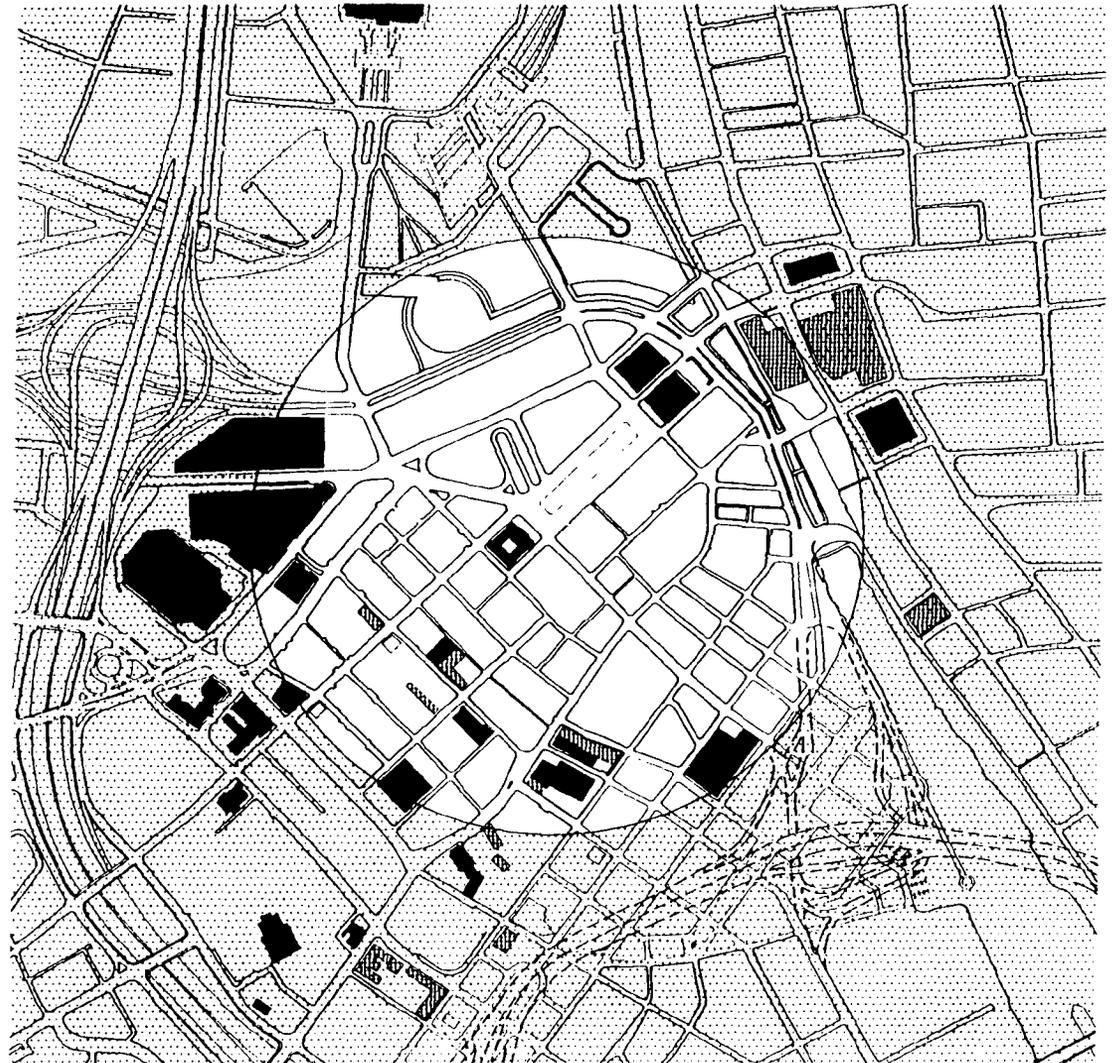
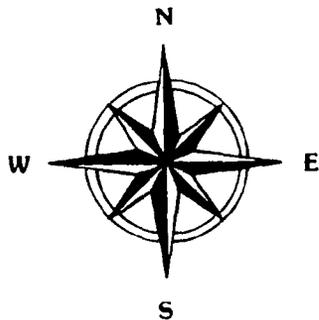
The area affected by this plan is circumscribed by a radius of five minutes walking distance centered on the S.W. corner of Kennedy Plaza. This area is bounded by R.I.S.D. to the east, the canal of Capital Center to the north, Providence Place to the west, and includes a portion of the area to be liberated by the removal of I-195 to the south.



DOWNCITY PROVIDENCE

PLATE A.1: CIVIC AND INSTITUTIONAL

-  EXISTING CIVIC BUILDINGS
-  EXISTING ACADEMIC BUILDINGS

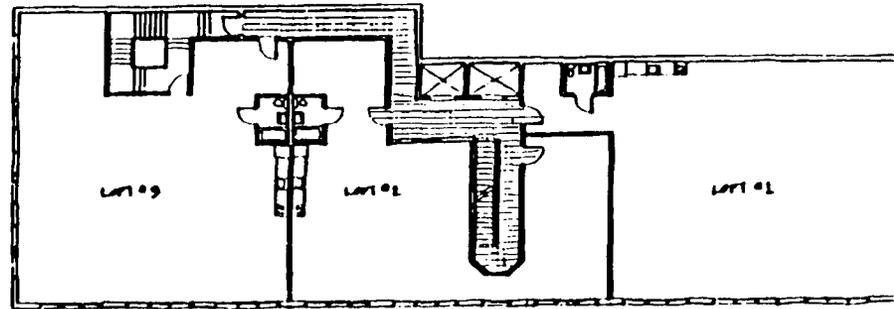


0 FT.  2500 FT.
10 MINUTE WALK

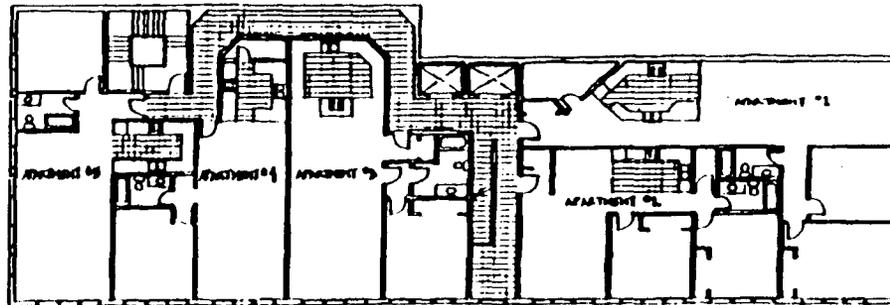
DOWNCITY PROVIDENCE

PLATE B: SAMPLE PROJECT THE FLETCHER BUILDING LOFT AND APARTMENT CONVERSION

The Fletcher Building is shown converted two ways: as a residential loft building and as a conventional apartment building. A financial analysis done of this building by the Dimeo Construction Company shows relative construction costs for each version. The analysis shows the construction cost of \$45.54 per s.f. for a conventional apartment and \$7.85 per s.f. for a loft conversion. The overall increment of investment is thus shown to be smaller and more readily available to the small investor under current circumstances. The loft type of living holds greater appeal to the students and artists who would be the first generation of inhabitants downtown. Seniors are also likely candidates; however, they would require conventional apartments.



LOFT CONVERSION



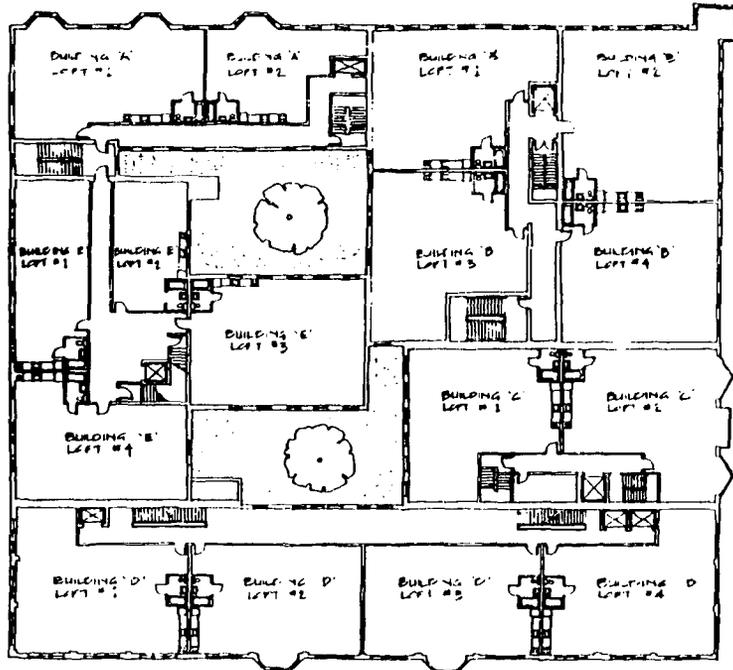
APARTMENT CONVERSION



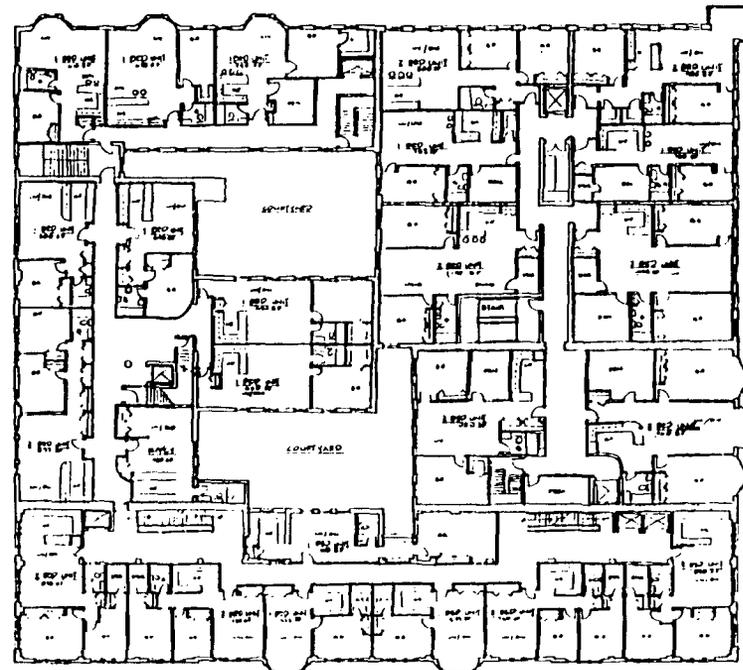
DOWNCITY PROVIDENCE

PLATE C: SAMPLE PROJECT THE REMINGTON BUILDING LOFT AND APARTMENT CONVERSION

The Remington Building is also converted in two ways: as a loft and as a conventional apartment building.



LOFT CONVERSION



APARTMENT CONVERSION

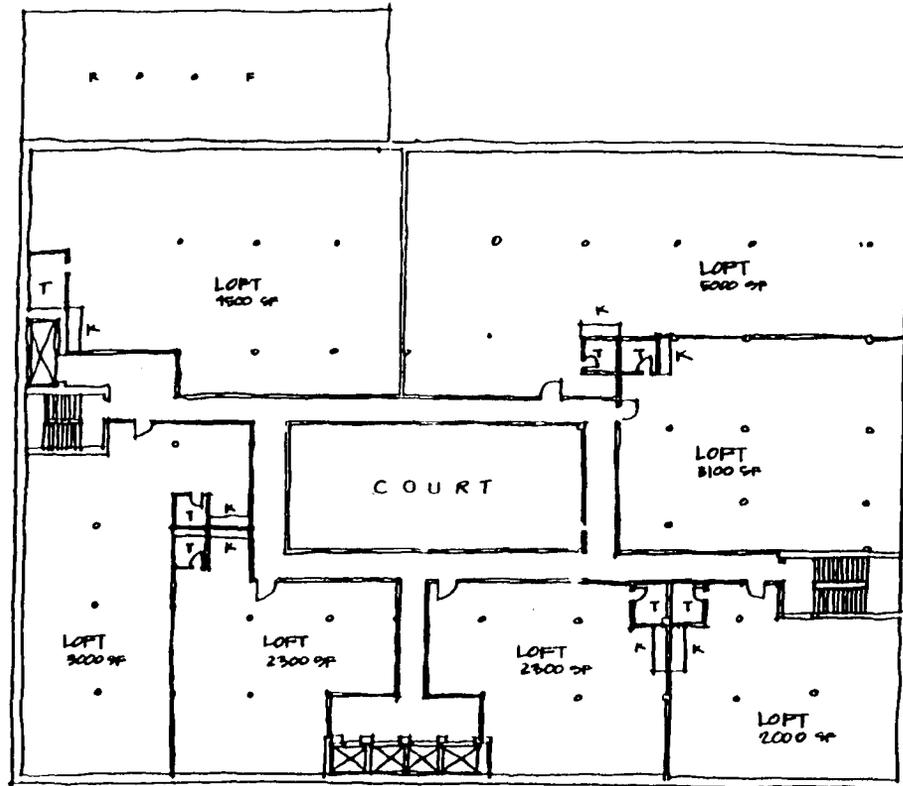


DOWNCITY PROVIDENCE

PLATE D: SAMPLE PROJECT THE PEERLESS BUILDING LOFT CONVERSION

There are several building blocks downtown which are department stores of extreme depth -- therefore difficult to convert to housing. The Peerless Building is typical [of this type.] The conversion can be shown [in two ways: residential and academic.]

The first is the building being divided into residential lofts. Lofts are a perfectly viable residential configuration provided the loft area is not divided into several conventional bedrooms, but left essentially in one piece.

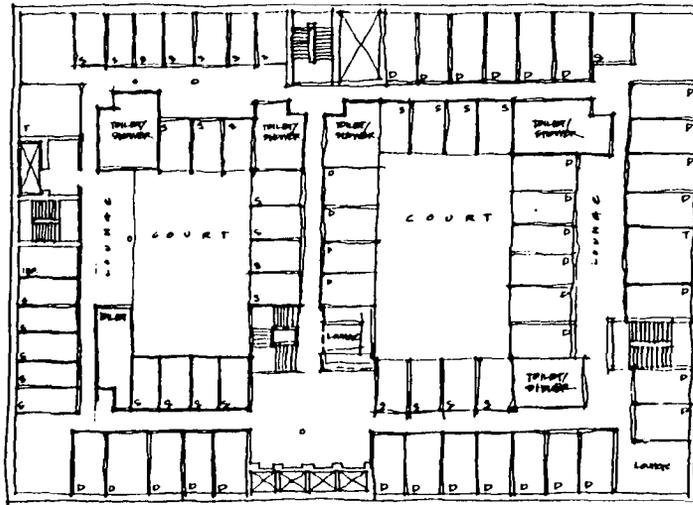


TYPICAL UPPER FLOOR

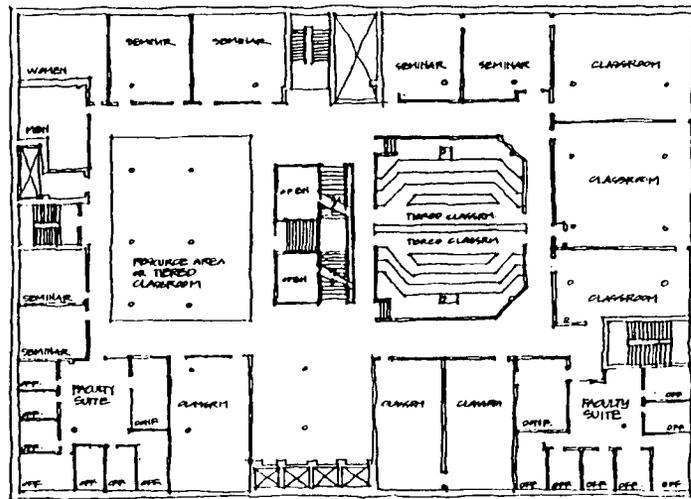
DOWNCITY PROVIDENCE

PLATE E: SAMPLE PROJECT THE PEERLESS BUILDING ACADEMIC CONVERSION

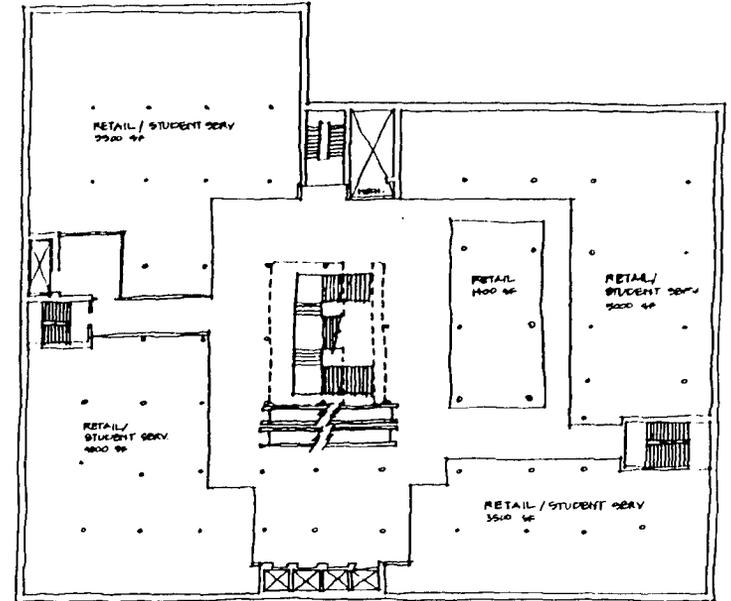
[Another possibility] is the University building, with classrooms below and student uses above, lit by light courts on the upper floors.



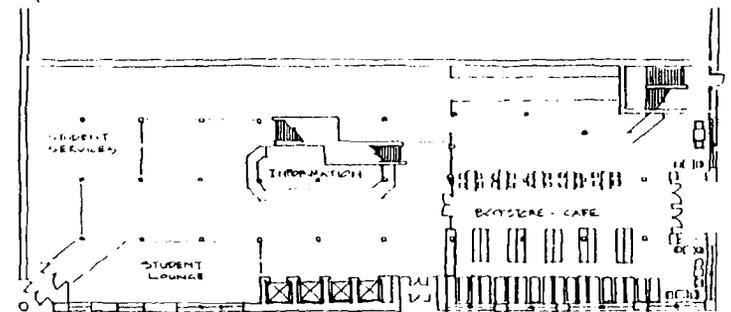
SIXTH & SEVENTH FLOORS
DORMITORY



TYPICAL UPPER FLOOR (3-5)
ACADEMIC USE



SECOND FLOOR
STUDENT USE



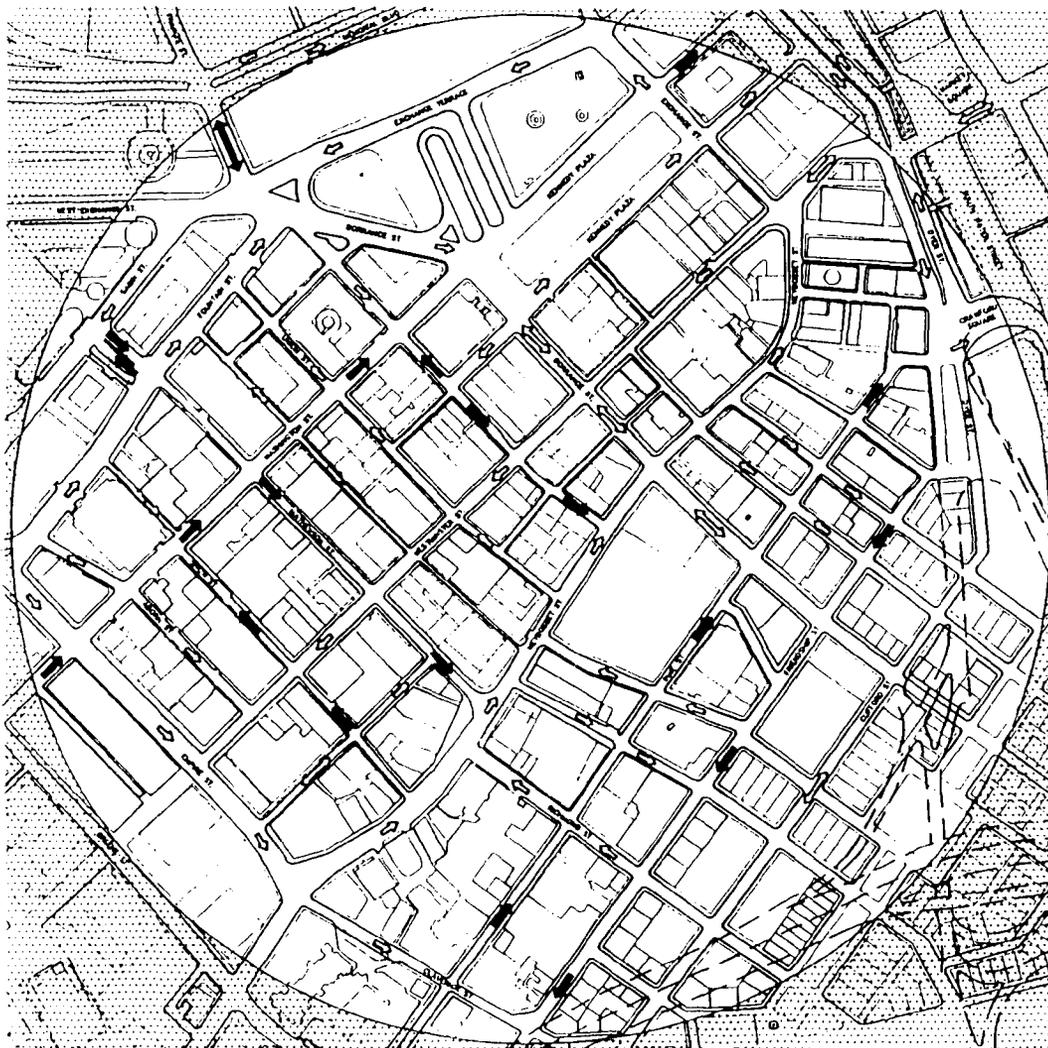
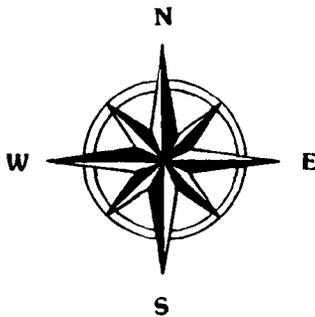
FIRST FLOOR
STUDENT USE

DOWNCITY PROVIDENCE

PLATE F: TRAFFIC FLOW

- ↔ Two Way Proposed
- ← One Way Proposed
- ↔ Two Way Existing
- ← One Way Existing

The direction of traffic flow in Downcity causes difficulties in the use of the grid. The changes here proposed may improve this situation.



DOWNCITY PROVIDENCE

PLATE G: TRAFFIC AND PARKING

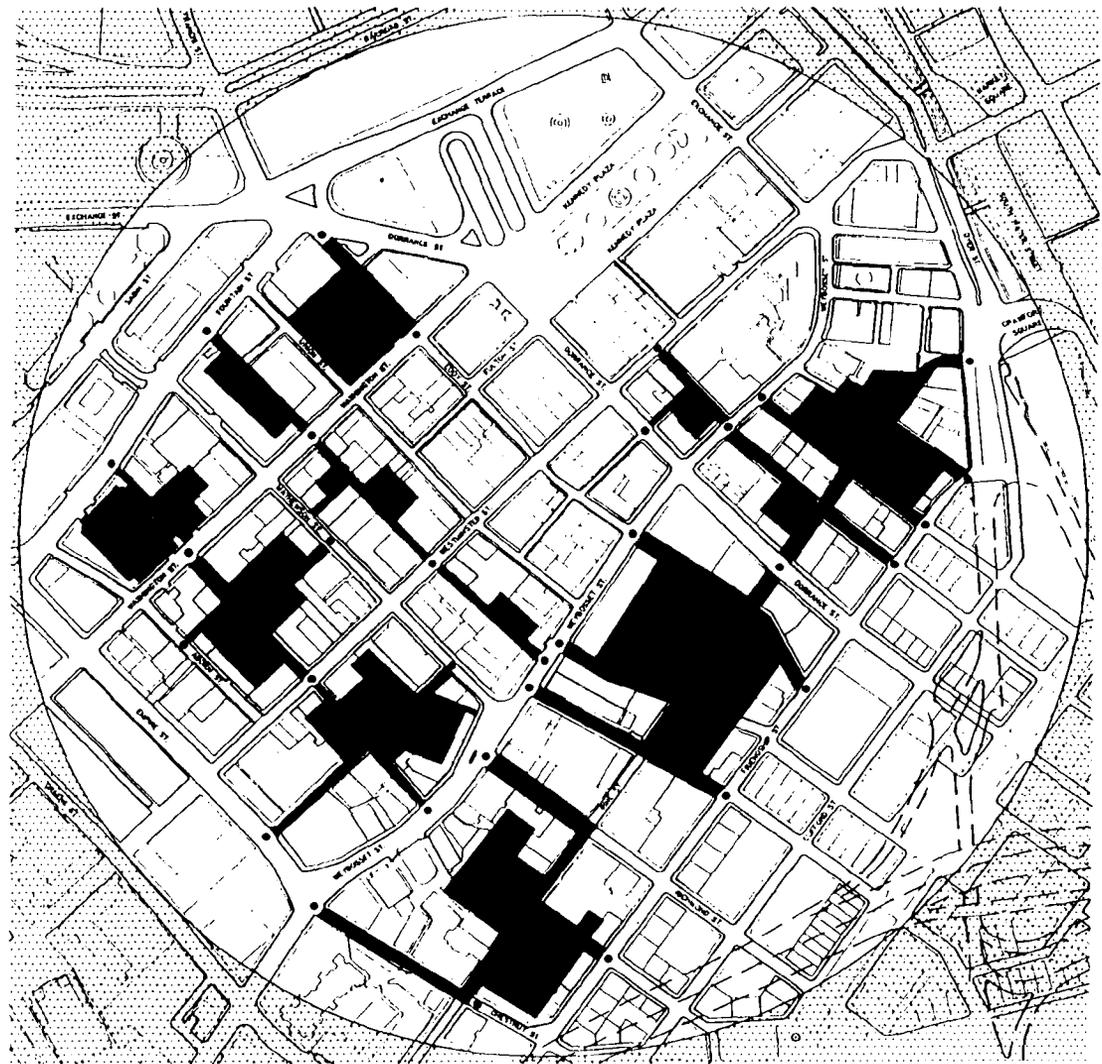
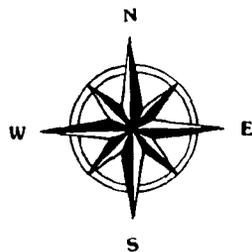
DIAGRAM

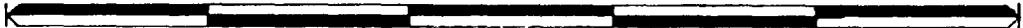


- Parking
- Access Sign

There is currently enough parking in the Downcity area, but it is not organized in a way that can be easily understood. The existing and potential parking lots are off alleys or unimportant (B) streets.

The point of access on a major (A) street must be formalized by signage.

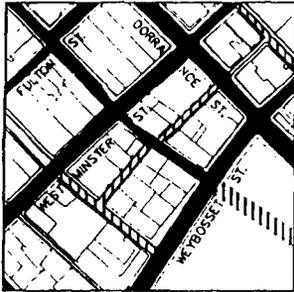


0 FT.  2500 FT.
10 MINUTE WALK

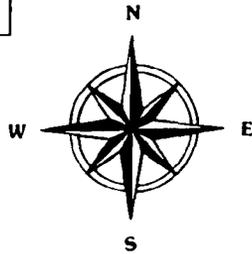
DOWNCITY PROVIDENCE

PLATE H: "A" AND "B" STREETS

DIAGRAM



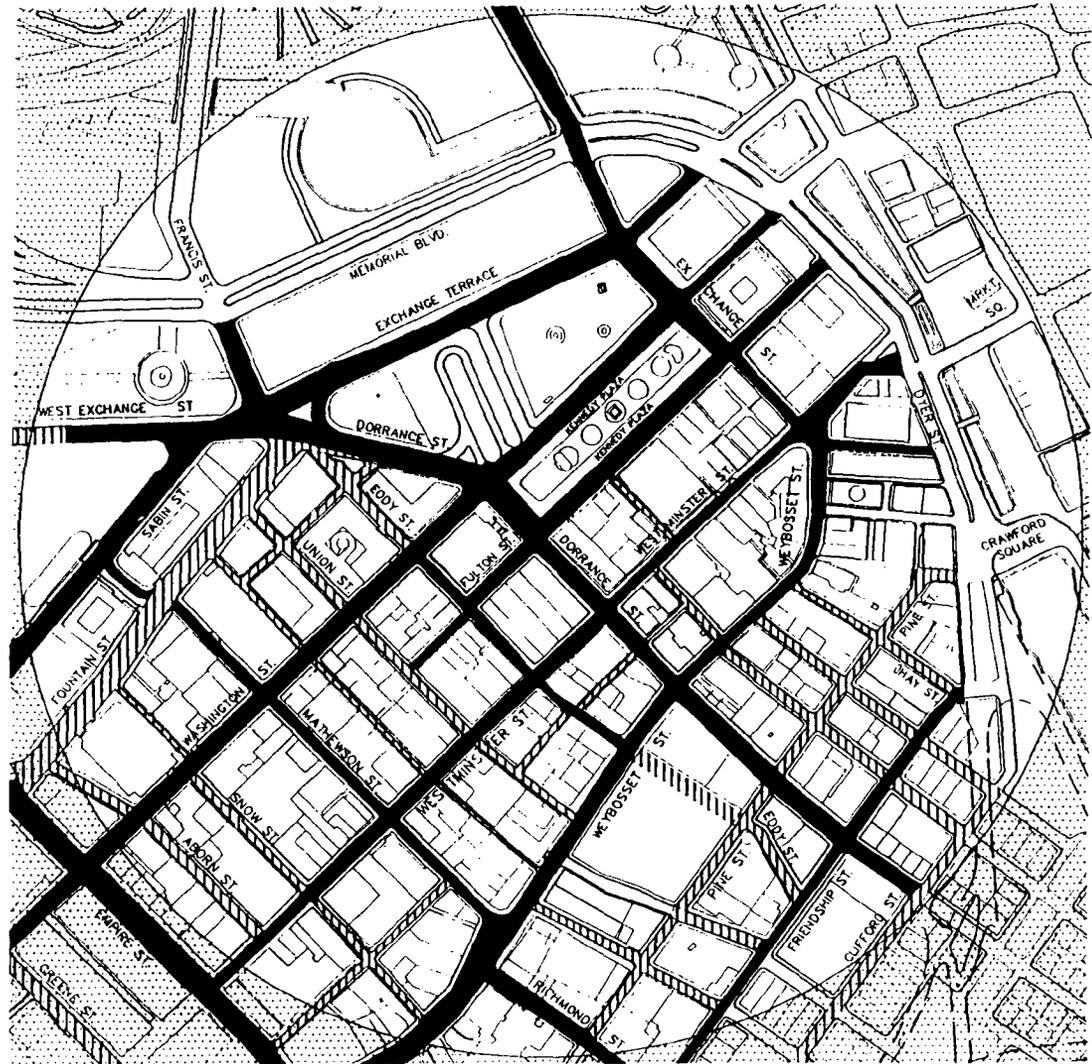
 "A" Streets
 "B" Streets

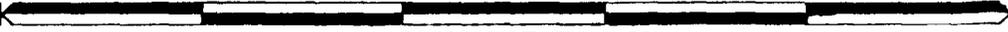


It is virtually impossible for a city to have streets which are uniformly excellent for pedestrian traffic. Some streets must have the parking garages, the drive-throughs and the support uses. It is important that the quality streets be maintained in a uniform manner so that entire streets are of excellent quality, while others are compromisers to accommodate these necessary, but problematic, uses.

The urban behavior of the "A" Streets is maintained by the Downcity Providence Code.

The "B" Streets continue to be subject to the Providence City Zoning Ordinance.

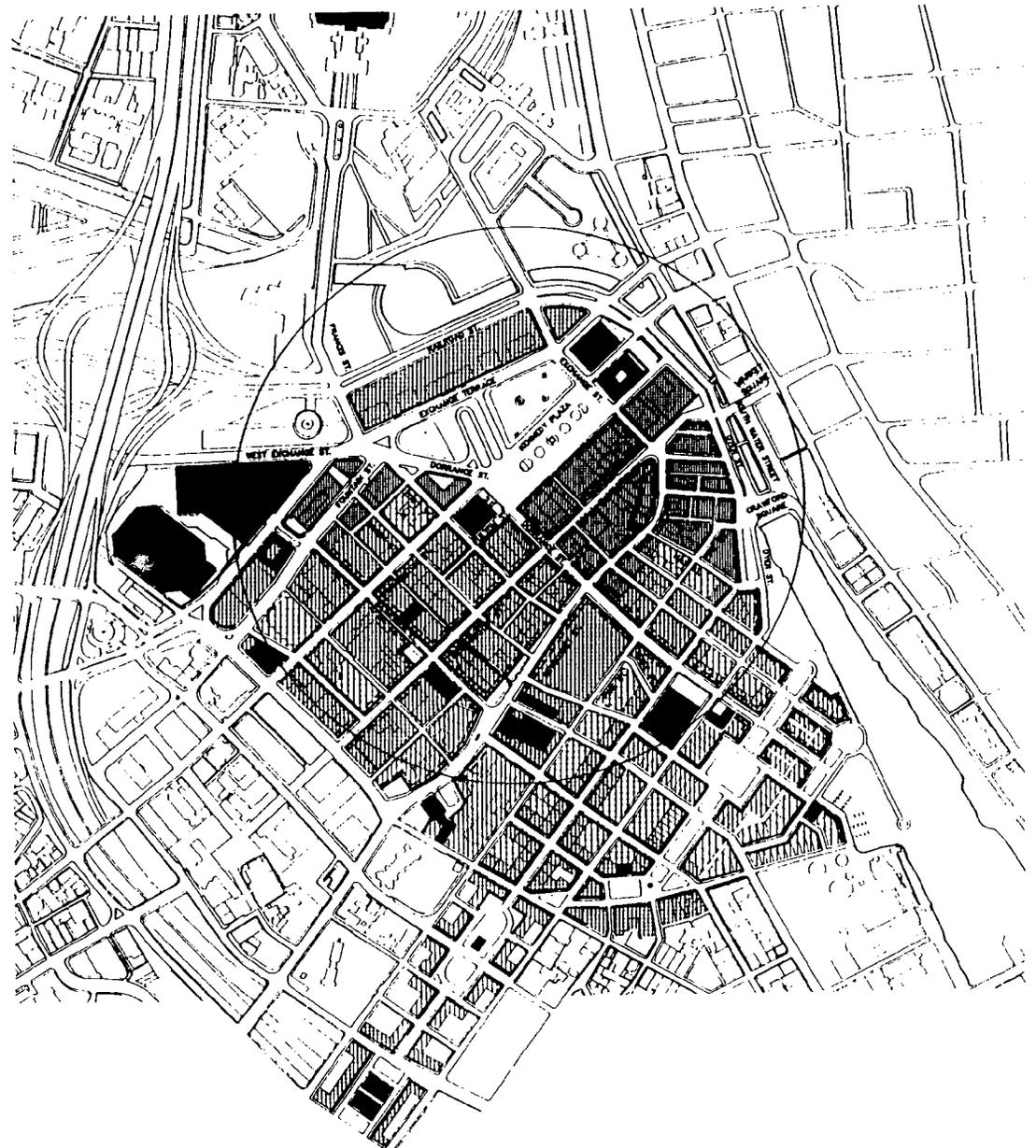
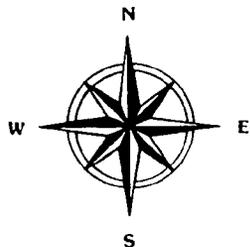


0 FT.  2500 FT.
10 MINUTE WALK

DOWNCITY PROVIDENCE

PLATE I: REGULATING PLAN

-  CIVIC
-  TYPE I - HIGH RISE
-  TYPE II - MID-RISE
-  TYPE III - GARAGE
-  TYPE IV - LOW-RISE
-  TYPE V - TOWNHOUSE
-  A-STREET FRONTAGES
-  RETAIL FRONTAGES



DOWNCITY PROVIDENCE

PLATE J: URBAN REGULATIONS

GENERAL

The Downcity Providence Code consists of the Regulating Plan together with these Urban Regulations.

This Code shall determine the design of all private buildings on A Streets as designated on the Regulating Plan. Public and Civic buildings shall not be subject to these provisions, nor shall any building on the D Streets.

Designs for all buildings shall be submitted to the Downcity Review Committee (DRC) for conformity to the provisions of this Code.

Variations to this Code shall be granted by the DRC on the basis of architectural merit and/or demonstrated hardship.

The DRC reserves the right to adjust the provisions of this Code from time to time.

The provisions of the B.O.C.A. Building Code, where in conflict, shall take precedence over the provisions of this Code.

The provisions of this Code, where in conflict, shall take precedence over the Providence City Zoning Ordinance.

DEFINITIONS

A Street: Street designated on the Regulating Plan which are subject to the provisions of this code. B Streets are not subject to these provisions.

Residential Use: Premises used primarily for human habitation.

Commercial Use: Premises used primarily for the conduct of retail, restaurant, hotel and general business but excluding manufacturing and business uses (as determined by the DRC).

Public & Civic Use: Premises used primarily for public gathering, museum, displays of art, craft and the like, administered by non-profit cultural, educational and religious entities.

Frontage Line: The property lines of a lot which coincide with an A Street right-of-way or the boundary of an open space designated on the Regulating Plan.

Retail Frontage: Frontage designated retail on the Regulating Plan which are subject to additional code provisions at sidewalk level.

Facade: The vertical surface of a building set along a Frontage.

Setback: The mandatory distance between the Frontage Line and a Facade. This area must be left free of structures which are higher than 3 ft, except Signage.

Transition Line (TL): A horizontal line the full width of a Facade expressed by a change of material or by a continuous Setback no less than 1 ft, or by a continuous projection no less than 1 ft, and no more than 3 ft.

Recess Line (RL): A horizontal line the full width of a Facade above which the plane of the Facade plane sets back a minimum of 8 ft from the plane below.

Independent Building: A building having no exterior passage to an adjacent building.

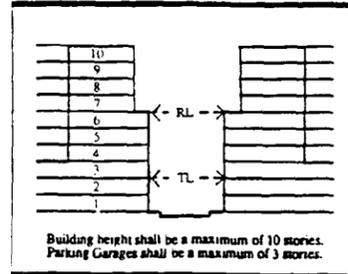
Story: A habitable floor level within a building, no more than 14 ft high from floor to ceiling.

Net Floor Area: The enclosed area of a building excluding unpaired porches, terraces and balconies.

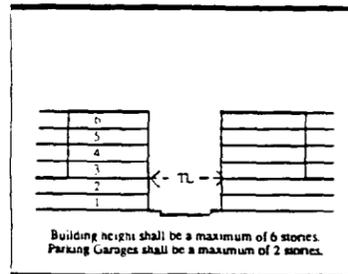
Screenwall: A wall between 6 ft and 8 ft in height set on a Frontage Line, or the adjacent of a Facade. Openings on a Screenwall shall not exceed 30 ft in width. Made of metal with a base no higher than 2 ft, and parts of solid material comprising no less than 50% of the surface.

Outbuilding: A separate building, additional to the principal building, contiguous with the rear lot line, of a maximum of 2 stories, and having a maximum building footprint of 450 sq. ft.

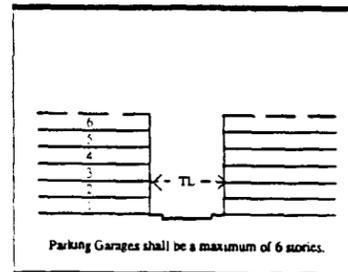
TYPE I HIGH-RISE



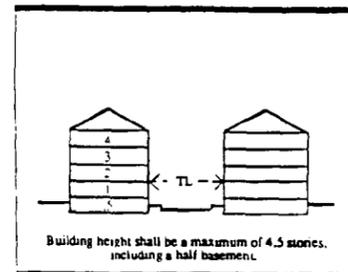
TYPE II MID-RISE



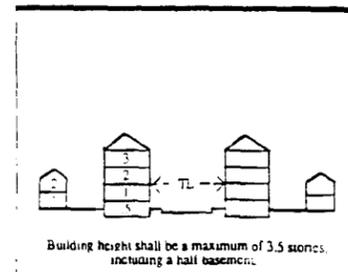
TYPE III GARAGE



TYPE IV LOW-RISE



TYPE V TOWNHOUSE



BUILDING HEIGHT

The height limits shall not apply to cupolas, church spires, radio masts, bellies, clock towers, chimney flues, water tanks, elevator towers, scenery lots or similar structures.

Stories at sidewalk level shall be no less than 12 ft in height from floor to ceiling.

No building shall be less than four stories in height.

Recess Lines and/or Transition Lines shall be provided at the top of the second and sixth story respectively, as shown.

The height limits shall not apply to cupolas, church spires, radio masts, bellies, clock towers, chimney flues, water tanks, elevator towers, scenery lots or similar structures.

Stories at sidewalk level shall be no less than 10 ft in height from floor to ceiling.

No building shall be less than two stories in height, or 20 ft in height measured from the sidewalk to the top of parapet or roof eave.

Transition Lines shall be provided at the top of the first story, as shown.

BUILDING PLACEMENT

Facades shall be built on Frontage Lines along a minimum of 80% of their length without any Setback.

Rear and side setbacks are not required.

In the event of existing non-conforming Setbacks on adjacent buildings, the required setback may be adjusted at the discretion of the DRC.

Buildings shall have the main entrance from a sidewalk on a Frontage Line. Building entrances shall not be directly from a parking lot or a garage with the exception of basement parking.

Facades shall be built on Frontage Lines along a minimum of 80% of their length without any Setback.

Alternately, Facades may be Setback exactly 8 ft from the Frontage Line to provide a yard for stoops.

Rear Setbacks shall be no less than 50 ft deep. An Outbuilding is permitted within the rear setback. Corner lots do not require rear yards.

Side Setbacks are not required.

In the event of existing non-conforming Setbacks on adjacent buildings, the required setback may be adjusted at the discretion of the DRC.

BUILDING USE

All stories shall be assigned to Commercial or Residential Use as required to a minimum depth from the Frontage Line of no less than 15 ft on all stories. The remaining depth may be used for Parking.

On Retail Frontages, 50% of the Frontage at the sidewalk level must be permanently assigned to Commercial Use to a minimum depth of 15 ft.

All Stories may be used for Parking.

On Retail Frontages, 50% the length of the Frontage Line at the sidewalk level must be permanently assigned to Retail use to a minimum depth 15 ft.

Garages shall be designed to be convertible to Commercial or Residential use.

All Stories shall be assigned to Commercial and/or Residential use.

On Retail Frontages the Story at sidewalk level may be used for Commercial use.

All Stories shall be assigned to Residential use.

On Retail Frontages the Story at sidewalk level may be used for Commercial use.

PARKING STANDARDS

Parking is not required for Independent Buildings with less than 5,000 sq. ft. of Net Floor Area.

Buildings with more than 5,000 sq. ft. of Net Floor Area shall provide a minimum of one parking space for each 500 sq. ft. of Commercial Use, and one parking space for each residential unit. Restaurants shall not require parking. These parking requirements shall be calculated from the first square foot.

Required parking spaces shall be provided off-street within 1,000 ft. of the use they serve.

Surface parking lots shall not be permitted on Special Frontages.

Surface parking lots shall construct and maintain a Streetwall on all Frontages.

Buildings shall have the main entrance from a sidewalk on a Frontage Line. Building entrances shall not be directly from a parking lot or a garage with the exception of basement parking.

For types I, II, and III the parking exposure on Frontages shall be confined to an entrance / exit not greater than 30 ft in width across the Frontage Line.

For Type IV and Type V parking access shall be from the alley or rear yard.

All pedestrian entrances to parking structures and parking lots shall be directly from a sidewalk on a Frontage Line and not directly from a building.

Exterior Loading docks are not permitted.

ARCHITECTURAL STANDARDS

The finish materials on Facades shall be limited to brick, sandstone, terra cotta, and cast stone.

Windows shall be of clear or lightly tinted glass only.

Balconies and porches may be metal.

The glazed area and all other openings of a Facade shall not exceed 50% of the total area with each Facade being calculated independently.

A single external sign may be applied on the facade of each building, providing that it shall not exceed 3 ft in height by any length.

Multiple external signs, which do not exceed 3 ft in any direction nor aggregate to more than 30 sq. ft. may be located anywhere on the Facade of each building.

Pedestrian signs may be attached perpendicular to the Facade extending up to 4 ft from the Frontage Line and shall not exceed 2 ft in height.

External signs shall be front/only. Signs on the inside of glazed openings may be neon lit.

For Retail Frontages, the Facade at the sidewalk level shall not be less than 70% glazed.

Columns, if provided, shall be of the Tuscan or Doric orders with proportions and moldings according to The American Vignola.

Sprinkles and balustrades on balconies, porches and decks shall not exceed 5' on center.

Eaves shall be capped by a profiled molding. Gutters shall be half-round.

Flat roofs shall be enclosed by parapets no less than 42" high.

Windows shall be hinged casements, or single and double hung.

Sliding doors are permitted at backyard locations only.

Two or more wall materials may be combined on one facade only horizontally.

Streetwalls shall have a height of 4 ft, made of material matching an adjacent building facade and may be metal above.

Arches shall be no less than 16' in depth.

Piers shall be no less than 16" x 16"

Wood posts shall be no less than 6" x 6" and chamfered at the corners.

Pitched roof may be clad with slate, artificial slate, terra cotta tile or painted metal.

Windows and doors shall be made of wood or vinyl-clad wood.

Shutters shall be wood and sized to match openings.

Canvas awnings are permitted in any form except circular geometries.

The proportion of windows and all other openings, except at sidewalk level, shall be of a height equal to or greater than the width. Windows shall be recessed no less than 4" from the Facade.

For Retail Frontages, the Facade at the sidewalk level shall not be less than 70% glazed.

Columns, if provided, shall be of the Tuscan or Doric orders with proportions and moldings according to The American Vignola.

Sprinkles and balustrades on balconies, porches and decks shall not exceed 5' on center.

Eaves shall be capped by a profiled molding. Gutters shall be half-round.

Flat roofs shall be enclosed by parapets no less than 42" high.

Windows shall be hinged casements, or single and double hung.

Sliding doors are permitted at backyard locations only.

The finish materials on Facades shall be limited to brick, sand, stone, wooden clapboards and/or wooden shingles. Balconies and porches may be metal on brick and stone structures, and wood on wood structures. Exterior chimneys shall be finished in brick only.

The glazed area and all other openings of a Facade shall not exceed 35% of the total area with each Facade being calculated independently.

Multiple external signs, which do not exceed 3 ft in any direction nor aggregate to more than 30 sq. ft. may be located anywhere on the Facade of each building.

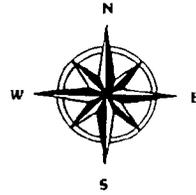
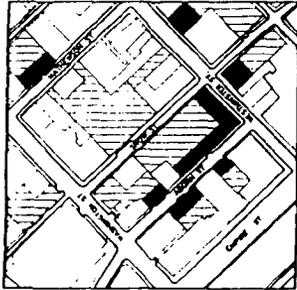
Pedestrian Signs may be attached perpendicular to the Facade extending up to 4 ft from the Frontage Line and shall not exceed 2 ft in height.

Signs shall be front/only.

DOWNCITY PROVIDENCE

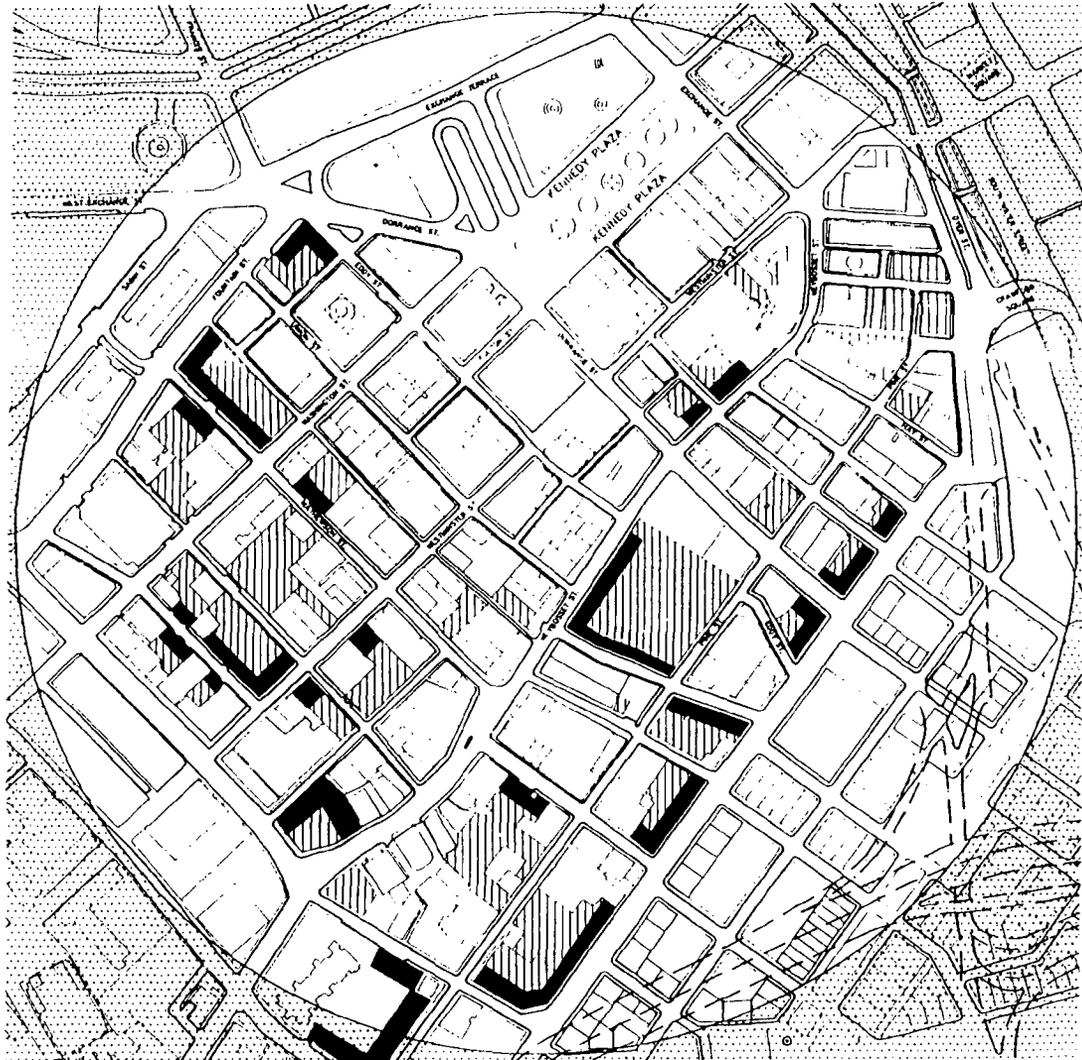
PLATE K: UNBUILT LAND WITH PROPOSED LINERS

DIAGRAM



▨ UNBUILT LAND

■ PROPOSED LINER BUILDINGS



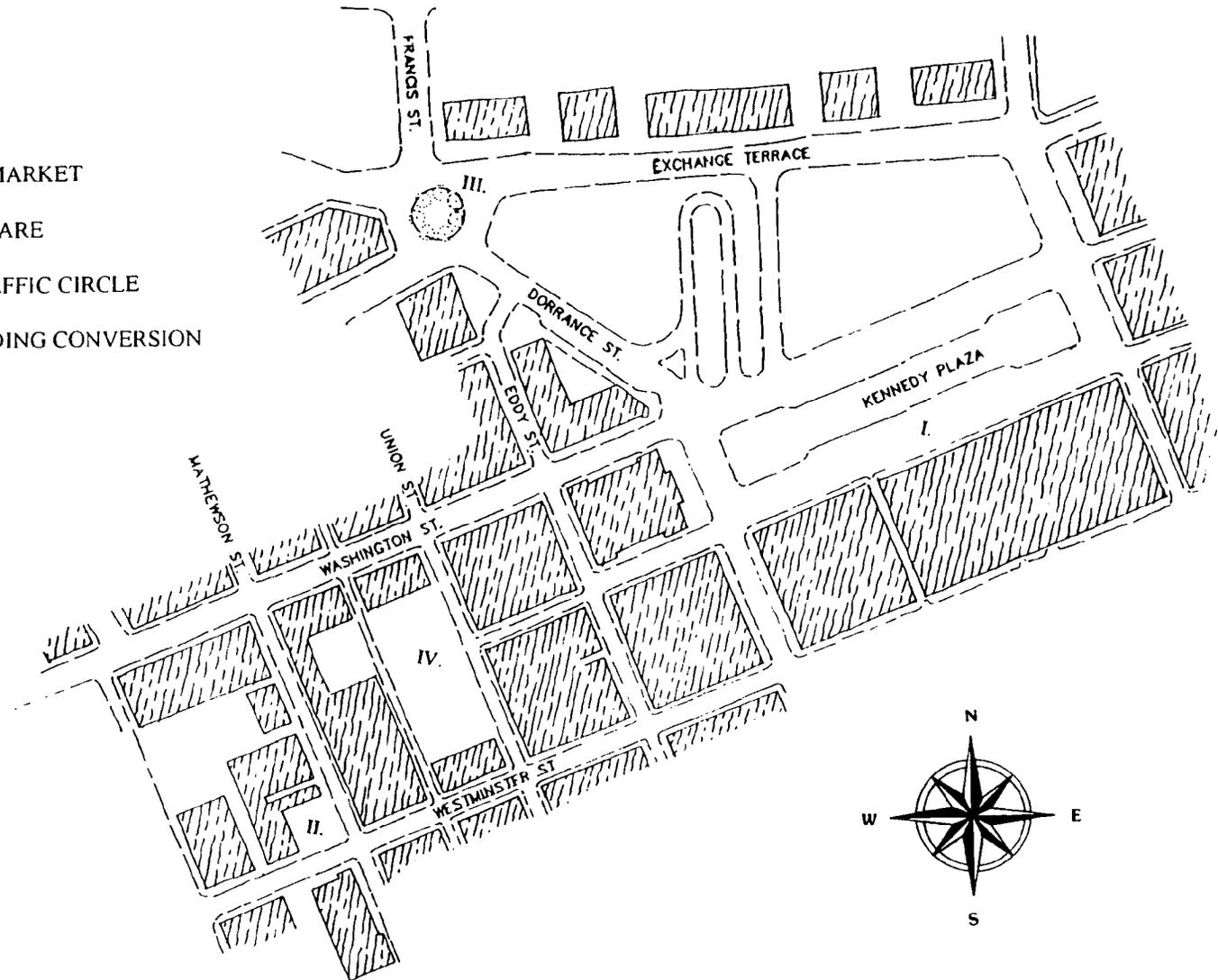
In Downcity Providence certain large gaps have come into existence through demolition. These are destructive to pedestrian traffic, but are useful as containers of parking. There is a type of "liner building" typified by the Gas Company building on Dorrance Street and Weybosset Street (which is extremely thin in section) that is a useful model for the completion of these street spaces without absorbing parking capacity.



DOWNCITY PROVIDENCE

PLATE M: SPECIAL PROJECTS

- I. THE NEW FARMERS' MARKET
- II. THE NEW GRACE SQUARE
- III. THE PEDESTRIAN/TRAFFIC CIRCLE
- IV. THE SHEPARD'S BUILDING CONVERSION



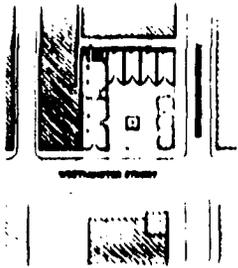
DOWNCITY PROVIDENCE

PLATE M.1 - SPECIAL PROJECT I

GRACE SQUARE

CORNER OF WESTMINSTER AND MATHEWSON STREETS

DIAGRAM



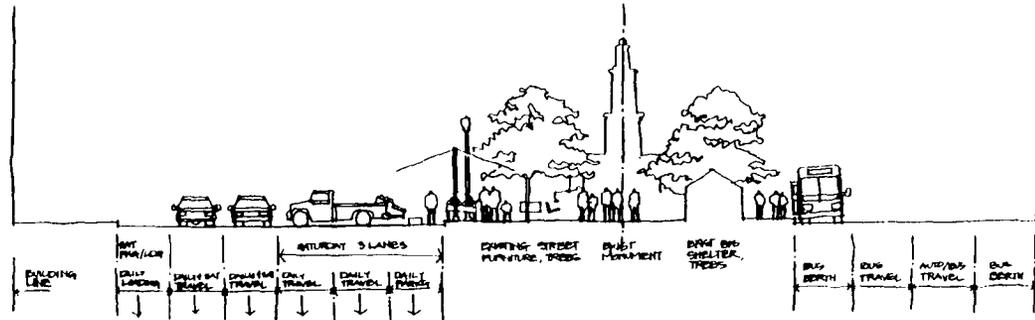
The principal shopping street of Downcity will remain Westminster Street. With the opening of the Convention Center, Mathewson Street will receive the bulk of the conventioners out to visit Providence. The intersection of the two streets will become an important node. It is currently occupied on two corners by excellent commercial buildings. On the third [corner is] the newly renovated Grace Church. The fourth corner is occupied by four small buildings variously derelict or in disrepair. The master plan proposes the creation of a small scale pedestrian square defined [by] a liner building and supplied [by] retail/restaurant uses on two sides.



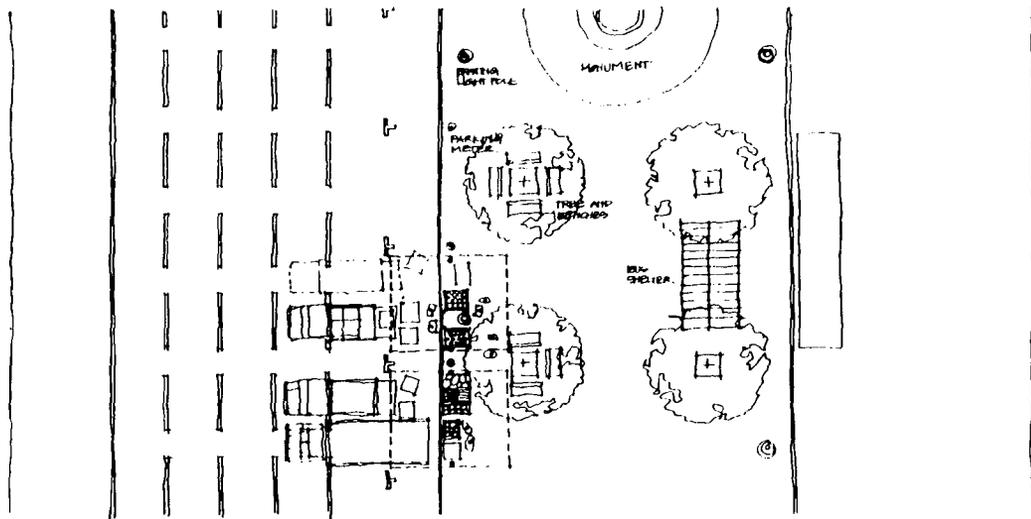
DOWNCITY PROVIDENCE

PLATE M.2 - SPECIAL PROJECT II THE FARMERS' MARKET AT KENNEDY PLAZA

Kennedy Plaza is a relatively hostile and boring place. There is an excess of traffic lanes surrounding the pedestrian area. The superfluous paving may be used to accommodate vehicles and stands for a farmers' market without much effort or expense.



SECTION



PLAN

LIST OF APPENDICES

APPENDIX A: DOWNCITY COMMISSION

APPENDIX B: CIRCULATION

Circulation Plan

Signs and Graphics Standards

APPENDIX C: PHYSICAL IMPROVEMENTS

Infrastructure Design Committee

Street Tree Plan

APPENDIX D: ARCHITECTURE AND DESIGN STANDARDS

Downcity District Ordinance (Zoning section 502)

A and B Streets Map

Building heights Map

APPENDIX E: ARTS AND ENTERTAINMENT/FESTIVALS AND EVENTS

1% for Art Contributions

APPENDIX F: MANAGEMENT

Business Management District - Summary

APPENDIX A THE DOWNCITY COMMISSION

Purpose

The Downcity Commission, continuing the work of the Downcity Task Force, should be established for a period of 5 years to monitor the progress of the Downcity plans and facilitate their implementation.

Responsibilities

The Downcity Commission shall:

- * Advise the city administration on Downcity planning activities.
- * Act as an advocate for Downcity.
- * Coordinate all implementation activities listed in this Implementation Plan.
- * Promote and market the Downcity district to developers, and large and small businesses.
- * Work with individual developers and businesses to generate economic activity and real estate development.

Membership

The Downcity Commission should consist of 9 members, all Providence residents or Downtown business people, appointed as follows:

- * 3 members appointed by the Providence Foundation. Initial terms shall be staggered (two for one year, one for two years), with reappointments for two-year terms until the 5 year limit is reached.
- * 5 members appointed by the Mayor, to include: one owner or renter of property in Downcity; one developer; one representative of an educational institution located in downtown; one representative of the Providence Preservation Society; and one representative of the Downcity arts community. Initial terms shall be staggered (three for one year, four for two years), with reappointments for two-year terms until the 5 year limit is reached.
- * 1 ex officio member: the Director of the Department of Planning and Development, or the Director's designee.

**APPENDIX B
CIRCULATION**

Map of Traffic Patterns

Attached.

Examples of Street Signs and Graphics Standards

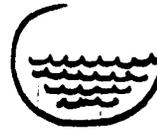
Attached.

PROVIDENCE

DOWNTOWN SIGNAGE PLAN



WATER PLACE



PROVIDENCE CIVIC CENTER



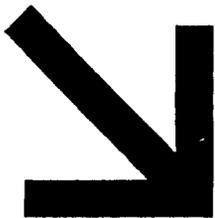
CORLISS LANDING



R.I. SCHOOL OF DESIGN



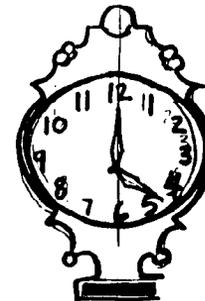
ARROW STYLE

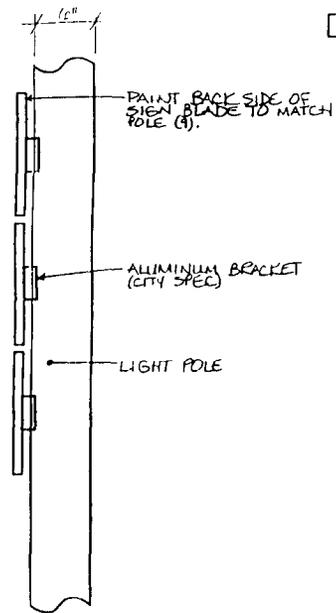
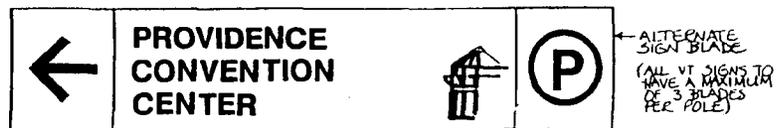
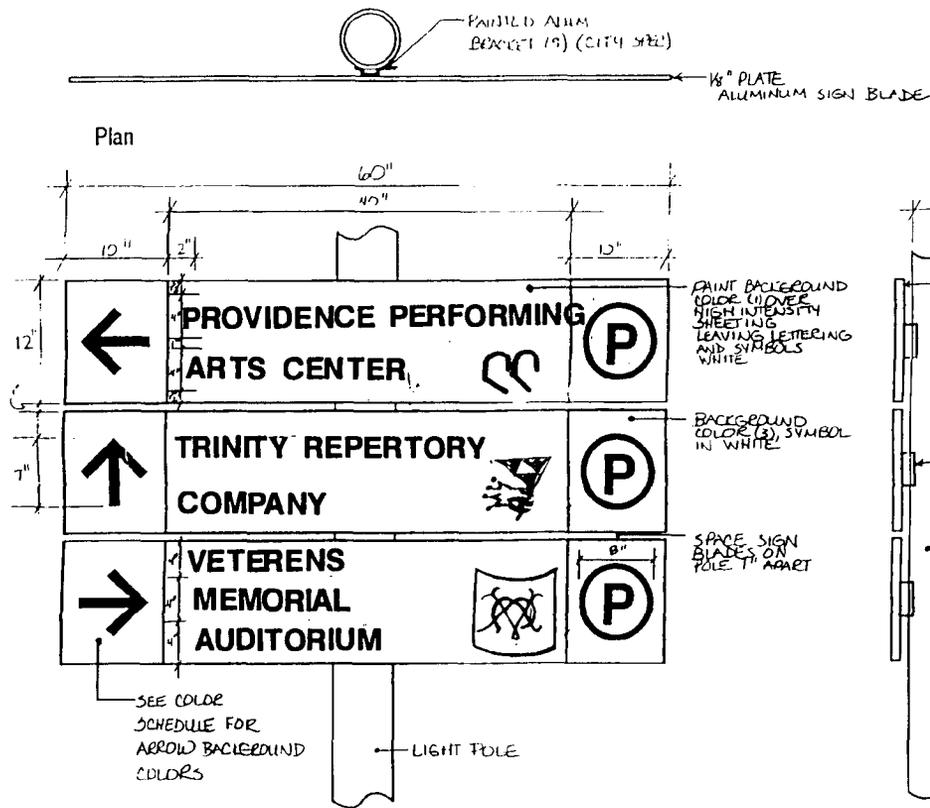


PARKING SYMBOL

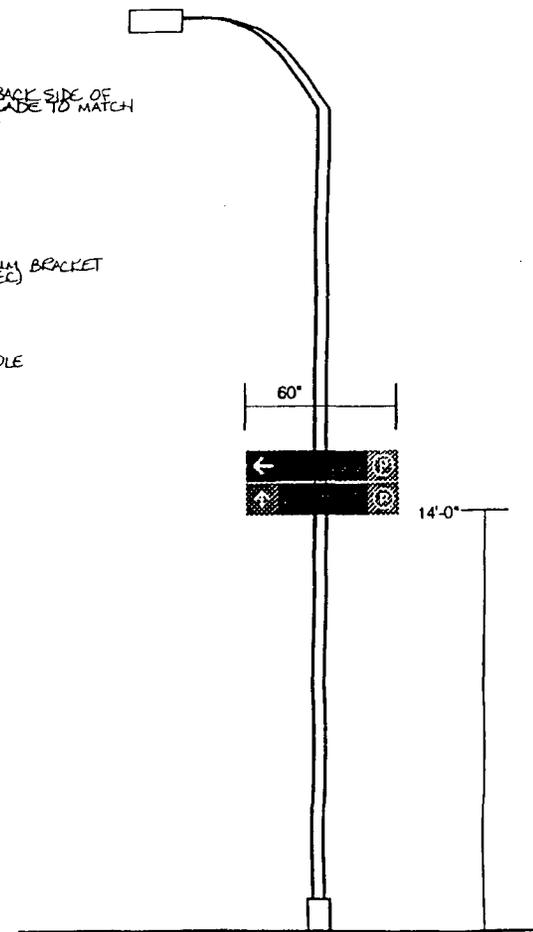


R.I. HISTORY MUSEUM



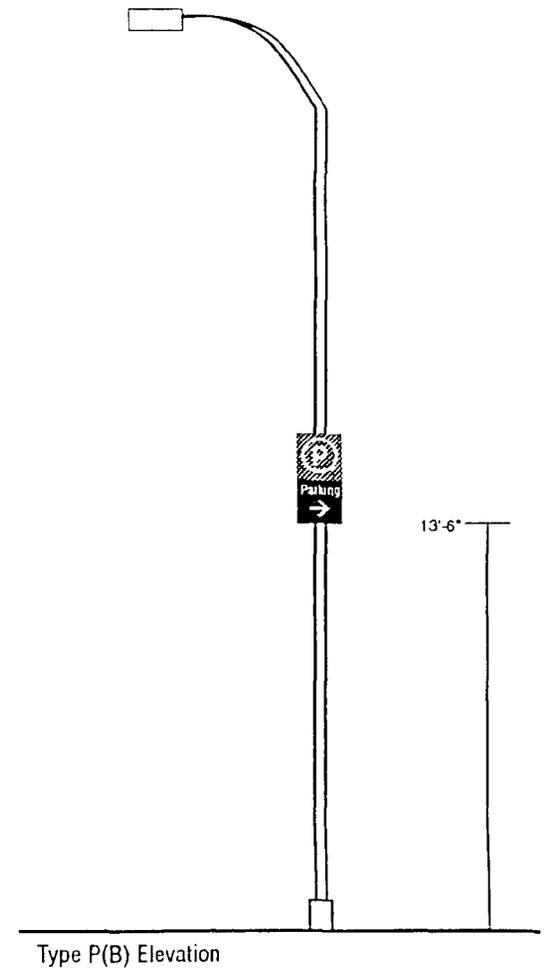
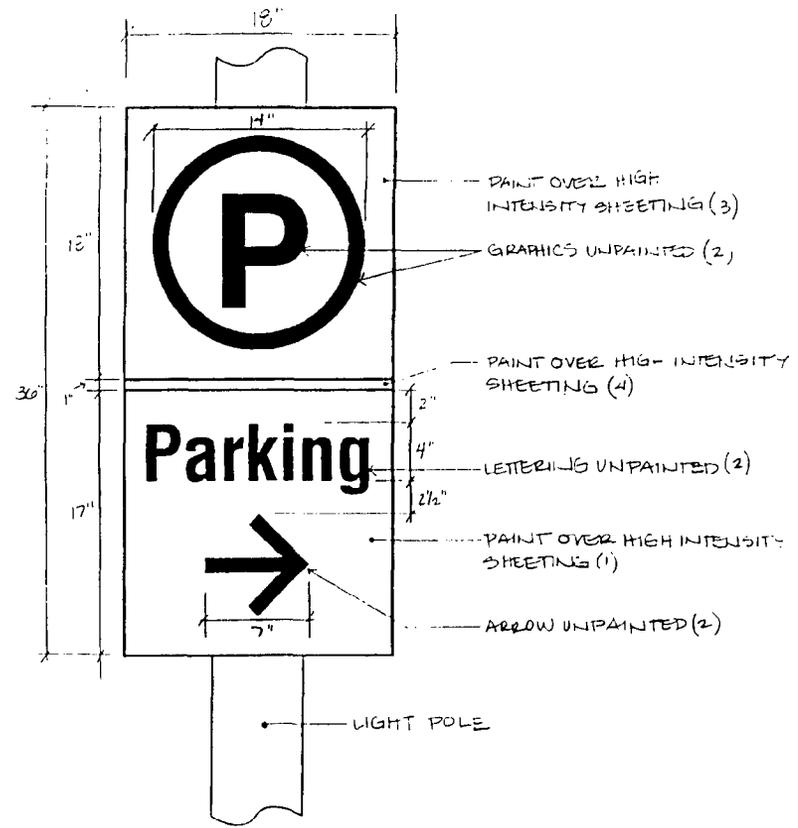
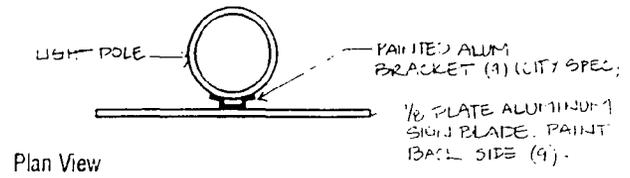


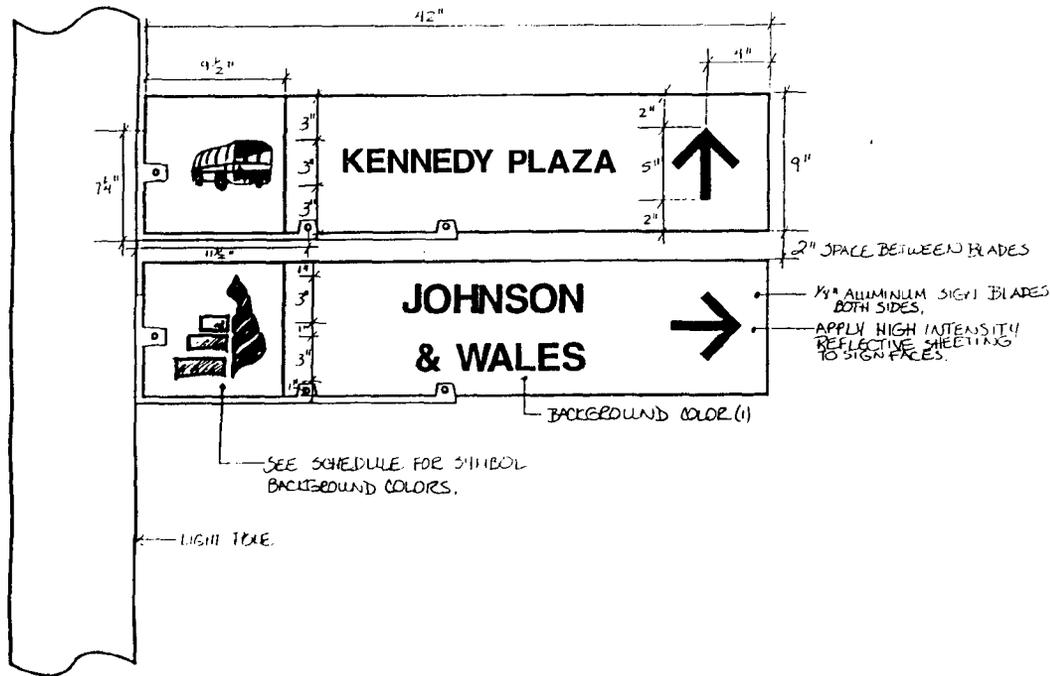
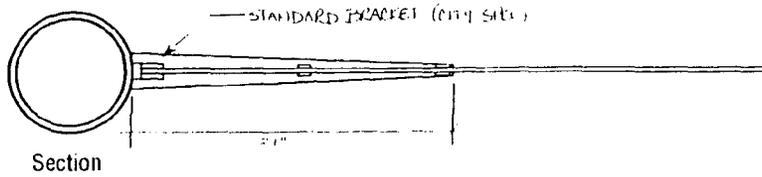
Side View



Type VT Elevation

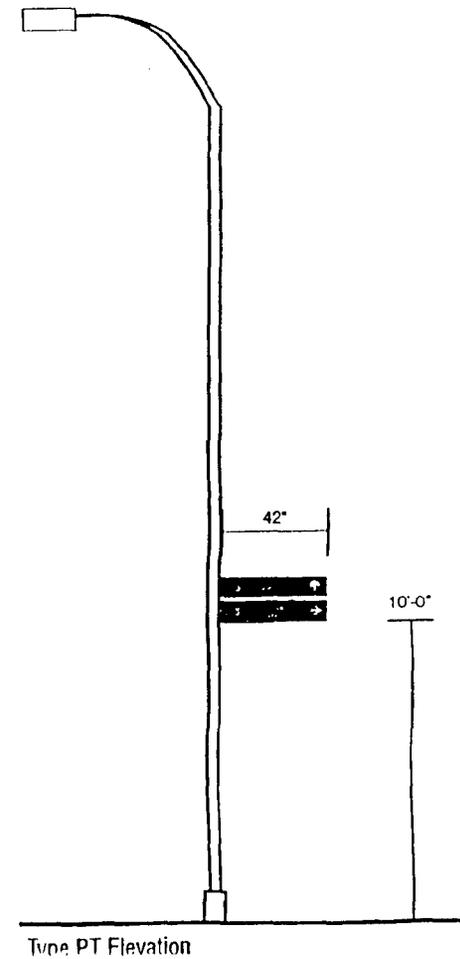
Type VT Front View One-Sided

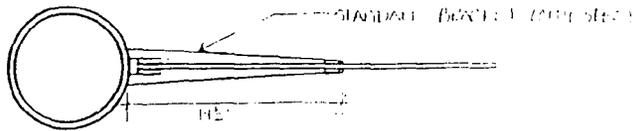




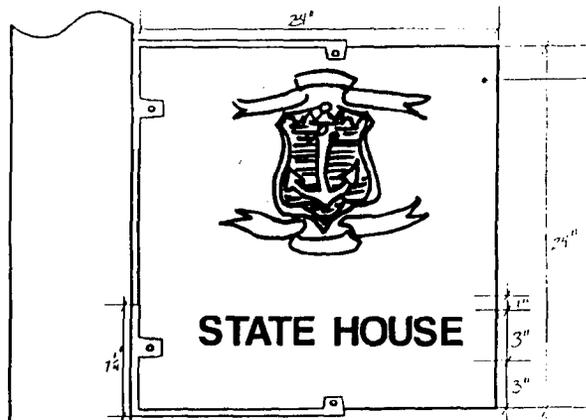
Type PT Sign

Double Sided



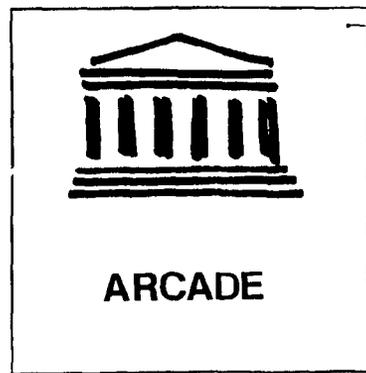


Section

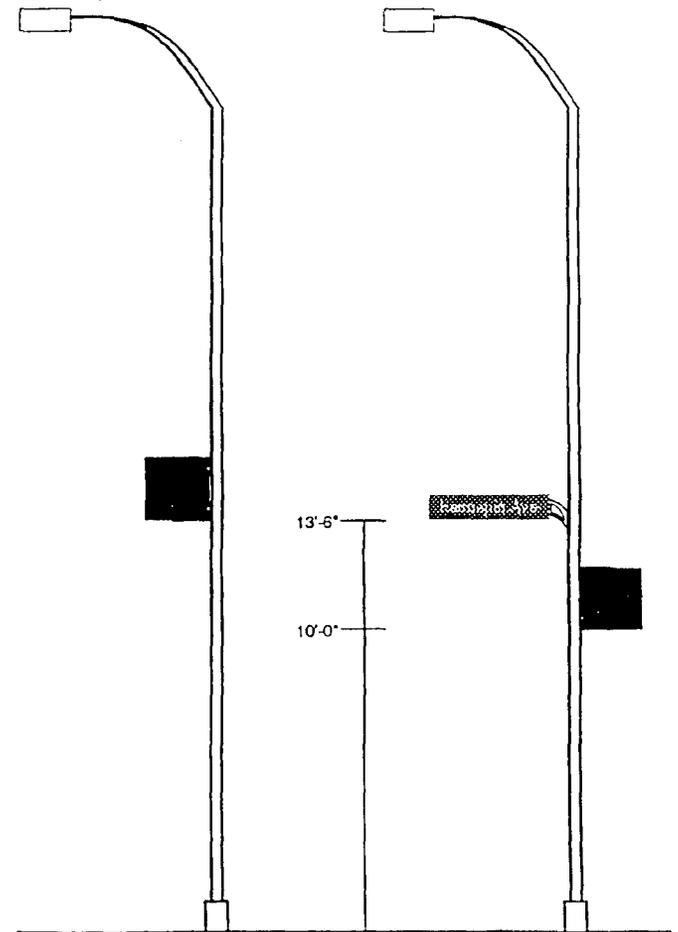


1/2" ALUMINUM SIGN BLADE.
APPLY HIGH INTENSITY REFLECTIVE
SHEETINGS TO BOTH SIGN FACES.
PAINT BACKGROUNDS (IF) AND
REVERSE OUT GRAPHICS TO
SHEETING. GRAPHICS ARE
THE SAME ON BOTH SIDES.

Type D1 Sign Double Sided



Type D2 Sign Double Sided



Type D Elevation Alternatives

APPENDIX C PHYSICAL IMPROVEMENTS

Infrastructure Design Committee

A proposed ordinance will be submitted to the City Council requiring the establishment of an in-house Infrastructure Design Committee composed of the Directors of the Departments of Public Works, Public Parks, Planning and Development, Inspection and Standards and Public Safety.

The Committee will review all physical improvements to infrastructure in the city, and provide input on design issues, cost to the city, maintenance requirements, compatibility with other projects, and the like. The purpose of the Committee is to allow clearing-house review of all major projects, for better coordination and planning.

Street Tree Plan

Report from the Department of Public Parks is attached.

DOWNCITY STREET TREE MANAGEMENT PLAN

Submitted by

John T. Campanini, Jr.,
City Forester
Department of Public Parks

DATE: April 1, 1993

EXECUTIVE SUMMARY

OVERVIEW :

A recent survey of Downcity indicates that there are major opportunities for using tree resources to improve the aesthetics and climate of the Downcity area.

Existing trees are in desperate need of structural pruning and safety trimming. Also, the current stocking level is low and available planting sites exceed the size of the total tree population. As a result, Downcity does not derive the multiple benefits that healthy and attractive trees are known to provide in an urban setting. This situation will not improve unless measures aimed at maximizing the full potential of street trees throughout the target area are adopted. To achieve this goal, the Parks Department recommends that members of the Downcity Task Force implement the **Downcity Street Tree Management Plan**. Key action steps required to execute the Plan are itemized below:

ACTIONS REQUIRED:

1. Administration.

- * The Mayor appoint a five member Downcity Tree Board to assist the City Forester in formulating goals and for reviewing program progress.
- * Parks Department be the lead organization responsible for carrying out key initiatives of the Plan.
- * Line item account named the Downcity Tree Fund be created within the Parks Department budget and monies be placed in this account for accomplishing the annual strategies of the Plan.

2. Tree Planting.

- * Plant 84 saplings annually over a 10 year period to fill all available planting sites by 2002.

DOWNCITY

I. TREE PLANTING

A. AVAILABLE PLANTING SITES

The Downcity District is relatively tree-starved according to recent census figures compiled by the Providence Parks Department. This point is underscored by the fact there are more available planting sites (APS=505) than street trees 487 within the target area. While these figures show the current stocking level (48%) leaves much to be desired, on a positive side, it does reveal that despite urbanization, there is sufficient public space Downcity to develop an expansive tree population. One only has to visualize the arrangement of line sets around Burnside Park spread throughout Downcity streets to understand the economic, social and environmental benefits that can result from an action plan whose primary aim is to maximize stocking levels in this region. This can be accomplished by planting in sufficient quantities on an annual basis until 100 percent of all APS are full. The size of the tree population will be 992 (505 APS + 487 current size) when maximum stocking is achieved (See Table #2).

What follows is a table showing where these available planting sites are distributed among thoroughfares in the project area:

TABLE 1. Street By Street Breakdown Of Available Planting Sites (APS) Downcity

STREET	APS
Sabin Street	30
Fountain Street	45
Washington Street	75
Westminster Street	20
Weybosset Street	120
Kennedy Plaza	35
Empire Street	50
Mathewson Street	30
Clemence Street	10
Aborn Street	20
Dorrance Street	70
TOTAL	505

B. PLANTING STRATEGY: MAXIMIZE STOCKING LEVELS

The inner city is a harsh environment for growing trees. For this reason, initial plantings usually experience high mortality rates while survivors are subjected to a shortened life expectancy. Status quo (1:1) or replacements plantings below annual removals will only impede efforts to create and sustain a tree population in this district. On the contrary, Duncity has most to gain from the development of planting strategy whose ultimate goal is to maximize stocking levels (100% full). This objective is achievable by installing trees on an annual basis in excess of projected mortality rates. Based on current population dynamics and by selecting a ten year period for reaching full stocking goal, annual tree planting needs can be computed using the following formula:

$$N = R + \frac{V}{G} S$$

RESULTS

- N = annual planting needs
 - R = annual removals
 - V = existing available planting sites
 - G = years left to achieve full stocking goal
 - S = anticipated planting survival
- All figures based on 5 year study of local

conditions.

SO:

$$N = 22 + \frac{505}{10} \cdot 85\%$$

$$N = 84 \text{ trees}$$

This formula indicates that approximately 84 new trees must be planted each year to achieve and maintain maximum tree population size.

This number is not static, but will rise and fall with the fortunes of the local tree stock. The incentive for the City is to reduce this figure as well as planting and replacement costs by investing in measures that increase survival during the establishment phase. This issue is explored more fully in the next section.

TABLE #2: How annual planting over a ten (10) year period shall achieve full stocking level (100%) Downcity.

	YEAR (1993 - 2002)										
DESCRIPTION	1	2	3	4	5	6	7	8	9	10	11
New planting count @ 84/yr	84	168	252	336	420	504	588	672	756	840	873*
** Population Size (1992/ 487)	538	589	640	691	742	793	844	895	946	997	997
Stocking Level % (1992/ 48%)	54%	57%	64%	69%	74%	80%	85%	90%	95%	100%	100%

* maintaining maximum stocking level after year 10 will require new plantings equal to population annual mortality rate which is projected at 33 in year 11.

** yearly population increase is only 51 since annual mortality rate must be factored in.

C. PLANTING COSTS

Planting costs Downcity will be more expensive than other urban areas because of built in cultural and environmental constraints. Most increased costs will be associated with hole preparation, as the majority of available planting sites are located among impervious surfaces. Also, because gravel and rubble occupy the subgrade it is essential that each tree be accommodated with a larger pit and backfilled with quality soil. Last, but not least, a berm should be constructed around the perimeter of the tree well. The berm can be made of either concrete, brick or wood. The function of this raised edge is to capture life sustaining rainfall, hold in moisture conserving mulch and serve as a barrier against winter de-icing salts. This structure or similar facsimile should become a standard feature of Downcity plantings. Unlike grates or inorganic materials placed inside the tree well, berms have proven effective for facilitating cleanup, reducing root-related sidewall damage and increasing sapling survival rates.

Planting costs should also reflect pro-active care for saplings during the establishment period (up to four years following installment). Maintenance items that are part of this package include fertilization, mulching and pruning. Local studies demonstrate that, like a berm, timely care will reduce initial losses and help lower future maintenance costs. An itemization of planting and establishment costs Downcity is found in Table 3.

TABLE #3. The cost for planting and establishing a 2 1/2"-3" DBH nursery grown sapling in Downcity.

<u>DESCRIPTION</u>	<u>ITEM COST</u>
Saw cut pavement	\$ 45.
Furnish & Install tree	\$185.
Construct paver berm	\$ 35.
Mulch	\$ 16.
Fertilizer	\$ 8.
Pruning	\$ 16.
Establishment Cost/Tree	\$305.
# of trees planted/year	84
TOTAL P & E Cost	\$25,820

Finally, besides unsightly and unsafe, replacement needs can be quite expensive. Maintenance during the establishment period can reduce these liabilities. Projected cost savings from such treatment is shown by comparing the positive relationship between maintenance and sapling survival.

TABLE #4. Comparison of the ultimate establishment cost for trees with and without maintenance.

<u>DESCRIPTION</u>	<u>WITH</u>	<u>WITHOUT</u>
<u>MAINTENANCE</u>	<u>MAINTENANCE</u>	
Planting cost/tree	\$265.	\$265.00
Maintenance cost (4 yr.)	40.	0.
Total Establishment \$/tree	\$306.	\$265.00
Number of trees planting	84.	84.00
Total Planting Cost	\$25,820.	\$22,260.00
% survival after 4 years	90%*	70%*
Number of surviving trees	76	59
Cost/Surviving tree	\$337.	\$377.

*figures obtained study of trees planted and cared for under Neighborhood Planting Program and those planted and receiving no after care.

II. MAINTENANCE

A. NEED FOR PRO-ACTIVE CARE

Besides planting needs, inventory statistics indicate the Downcity tree population is relatively even-aged, juvenile and poorly maintained. The fact that most of these trees were installed in bunches under various urban renewal projects within the past 10 years contribute to same-age demographics. It is wise to discourage the proliferation of same age forest through regularly scheduled planting projects. Consistent plantings will promote the creation of an uneven-aged forest and reduce the risk of all at once harvesting and reforestation costs. Annual planting over a ten year period as outlined in earlier section will alleviate this condition.

Very few mature trees are found in this area. The majority are confined to a size range between 3-8" caliper inches as measured at breast height. These trees are young and still developing toward maturity. They represent a considerable investment and no effort should be spared in promoting their continued appreciation.

Also, since the average life expectancy of an inner city tree is only 12-15 years, there is added incentive to keep recycling costs as low as possible by devising ways which increase the longevity of these specimens. Unfortunately, windshield surveys suggest a high proportion of these trees already suffer from prior neglect and abuse, a fact that will strain future efforts to improve tree stock. The best way to arrest future decline and to begin to produce a safe, healthy and long-lived saplings is by implementing a proactive rather than crisis oriented maintenance program. Such a program is designed to keep trees growing vigorously through the provision of timely pruning.

B. PRUNING STRATEGY: SIZE ROTATIONAL CYCLE

While young tree care is essential for minimizing planting losses, it is also important for older trees to receive periodic pruning. This action is necessary to maintain a high value population (disease free, structurally sound, etc.) and to protect the public from hazards. In the latter instance, deadwood and low branches that pose a safety threat or interfere with vehicular and pedestrian movement should be eliminated before they become liabilities.

A healthy, safe and aesthetically pleasing Downcity forest can be achieved by implementing a rotational pruning cycle. Under this plan, all trees greater than or equal to 6" DBH shall be pruned over a five (5) year period. Table #5 illustrates just how this will be done. It uses existing size classification data to identify eligible tree count and costs for each rotation. Approximately 20% of the total trees in each size class will be pruned annually under this scheme. As the data shows this plan is both affordable and flexible enough to project future costs as size pools experience change. (See Appendix A).

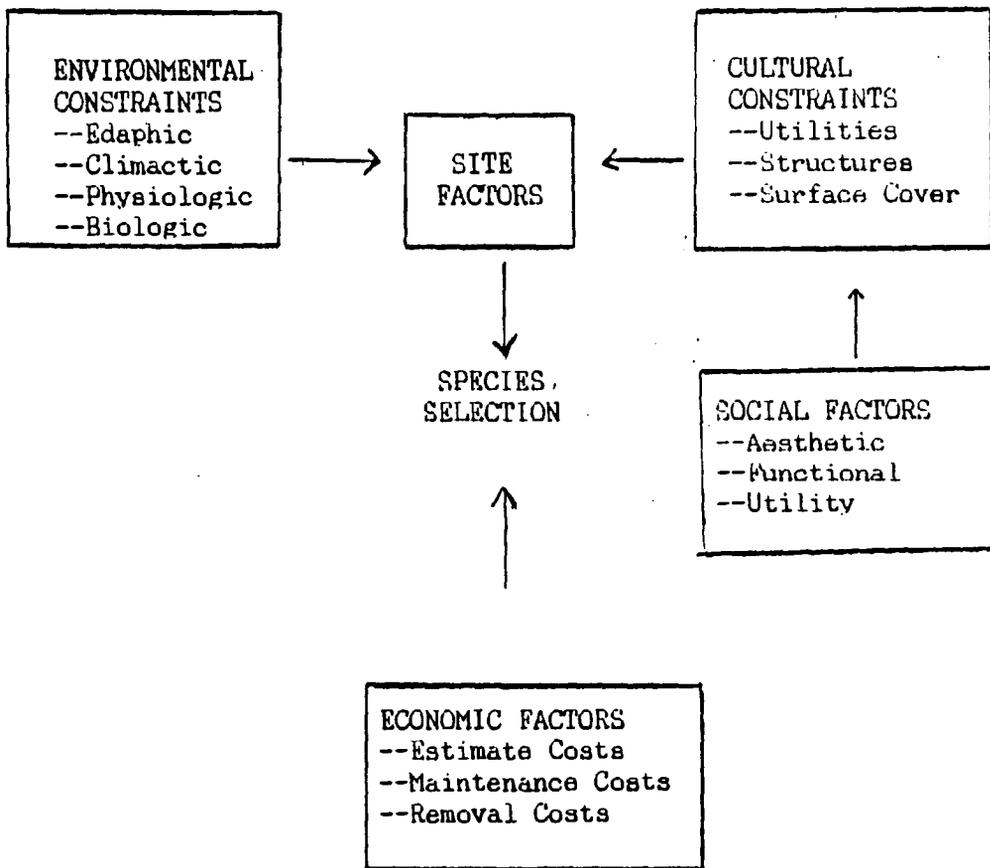
TABLE #5: Calculation of Annual Pruning Rotation and Cost
Year 1

<u>DBH CLASS</u>	<u># OF TREES</u>	<u>PRUNING COST/TREE*</u>	<u>PRUNING COST/ DIAMETER CLASS</u>
4-6"	295	\$11	\$3,295
7-10"	101	\$15	\$1,515
11-14"	66	\$20	\$1,320
15-18"	20	\$28	\$ 560
18"+	5	\$36	\$ 180
TOTAL			
	487	Cost to Prune All Trees	\$6,870
		Pruning Cycle 5 years	5
ANNUAL PRUNING EXPENSE.....			\$1,374

III. SPECIES SELECTION DOWNCITY

Species Selection Downcity will be influenced by several important issues. Chief among these are cultural and environmental constraints as well as site, social and economic factors. Diagram #1 illustrates the criteria that must be analyzed before final plant selection is made.

Diagram #1. Species selection process



Twenty (20) species presently can be found Downcity (See Table #6). While diversity is the ultimate goal, many of these species are either disease prone, excessive to maintain or too short-lived and should be eliminated from future plantings. Others exist in large quantities and are precariously close to becoming monocultures. A moratorium on their use over the short term is necessary until this threat passes. As a general rule, no single species should exceed more than 10% of the total population. Fortunately, there are numerous species which have proven effective in combating urban stress and can replace inferior or restricted species. The following list summarizes this information:

1. SPECIES TO ELIMINATE

- cherry
- elm
- maples (Norway, Sycamore, Silver)

2. SPECIES FOR RESTRICTED USE ONLY

- London Plane
- Red Maple
- Honeylocust
- Linden Little Leaf

3. NEW SPECIES

- Zelkova
- Pear
- Ash
- Sophoro
- Sweet Gum

These new species are not only hardy, but very tolerant of rigorous pruning. This is important to note, since certain cultural constraints (tall buildings, little set back) may force more frequent trimming of branches. As a matter of

fact. in some instances, it makes sense to cosmetically shape trees (similar to what is done in European cities) on a regular basis so they always appear neat, attractive and never interfere with signs on block architecturally significant buildings.

TABLE #6: An itemized list of existing tree species in Downcity.

<u>COMMON NAME</u>	<u>QUANTITY</u>
American Elm	1
American Linden	5
American Sycamore	16
White Ash	6
Green Ash	5
Callery Pear	35
Crimson King Maple	2
Flowering Cherry	4
Ginko	9
Honeylocust	43
Little Leaf Linden	105
London Plane	138
Maple Species	3
Norway Maple	31
Red Maple	66
Schweldler Maple	4
Sweet Gum	2
Sugar Maple "	4
Sycamore Maple	6
Zelkova	2
<hr/>	
TOTAL	487

IV. PRIORITY PLANTING SCHEDULE

The following planting schedule is recommended for achieving a 100% stocking level (approximately 1,000 tree population) Downcity over a ten year period. It requires a minimum of 84 trees per year be installed. Finally, the planting schedule takes into account the priority attention certain streets should be given as indicated by the Duany study.

<u>STREET</u>	<u>PLANTING YEAR</u>	<u>QUANTITY</u>
Dorrance Street	1993 Fall	70
Mathewson Street	1994	30
Kennedy Plaza	1994	35
Sabin Street	1995	30
Weybosset Street	1995, 1996	70 / 50
Empire Street	1997	50
Fountain Street	1998	45
Washington Street	1998, 1999	30 / 45
Aborn Street	2000	20
Clemence Street	2000	10
Other Streets, replacements*	2001	84
Other Streets, replacements*	2002	84

* Unlisted streets with existing trees will require new replacement plantings over this 10 year period.

V. COST ESTIMATES FOR IMPLEMENTING AND SUSTAINING STREET TREE MANAGEMENT PLAN DOWNCITY

Line item budgets have been developed to identify:

- (1) initial start up cost, and
- (2) projected costs over 10 year period.

The former shows just how comprehensive the plan is: it provides for new plantings and their care as well as the needs (pruning) and deficiencies (tree and stump removals) of the existing tree population (See following Table # 7.). The total first year program cost is \$27,180. Planting cost is the largest budget expense, while maintenance makes up only 10% of total. This situation will change as the population increases and trees get older requiring more maintenance funding.

TABLE #7. Start up Annual Budget Required For The Reforestation, Young Tree Care and Rotational Pruning of Existing Trees Downcity, 1993.

Item	Qty	Unit Cost \$	Total Item Cost \$
A. Planting			
-F&I 2 1/2-3" sapling with berm	84	\$ 265	\$22,260
B. Maintenance			
-Young Tree Care Establishment Period Following Installation \$40/tree over 4yrs	84	\$ 10	\$ 840
-Rotational Pruning 20% of total trees >8"	97	\$ 11-36	\$ 1,374
-Tree removals	22	\$ 48-360	\$ 2,200
-Stump removals	22	\$ 18-40	\$ 506
Total Start Up Cost			\$27,180

Table #8. is presented in spreadsheet form to illustrate how costs will increase over time as tree count swells and more trees become candidates for post planting care. It is important to note that planting expenditures will remain the same until full stocking level is reached in year 10. The cost will then drop dramatically thereafter as planting amounts are adjusted to equalize annual mortality rate. Gross costs have been adjusted by 4% annually to reflect projected increases in labor, equipment and overhead. This figure was obtained by averaging cost differences for similar services that were established through competitive bids sought by the City of Providence from 1989-1992. Also, as trees develop and grow, they will enter new size classes and become more expensive to maintain. Growth rates of existing and new tree species proposed for plantings suggests major population shifts will occur every 5th year. By using initial population profile and by factoring annual mortality and plantings, it is possible to forecast how these shifts will effect street tree demographics. A series of **Tables #9-16** are found in **Appendix A** which demonstrate the relationship between population size shifts and increases in pruning and tree and stump removal costs.

Finally, after an initial cost of \$27,180, budget costs gradually increase until they peak in year 10 at \$47,302. Program budget costs decrease substantially after year 10 as planting priorities change and maintenance care becomes the major operational expense (year 11 cost \$ 29,154).

TABLE # 8. Projected budget cost to implement and sustain ten (10) year Street Tree Management Plan Downcity.

DESCRIPTION	ANNUAL COSTS				
	1 '93	2 '94	3 '95	4 '96	5 '97
Planting	22,260	22,260	22,260	22,260	22,260
Establishment Care 4Yrs after installation	840	1,680	2,520	3,360 ^a	3,360
Rotational Pruning 5 yr cycle	1,374	1,374	1,374	1,374	1,893 ^b
Tree Removal	2,200	2,200	2,200	2,200	3,631 ^c
Stump Removal	506	506	506	506	681 ^d
GROSS COST	27,180	28,020	29,981	32,020	35,395
4% INCREASE	-0-	1,121	1,199	1,281	1,416
NET COST	27,180	29,141	31,180	33,300	36,811

a: cap reached in 4th year; saplings entering and leaving pool is equal starting in year 5.

b: trees are projected to enter larger size class (DBH) every 5th year requiring increase in rotational pruning costs (see Tables #9 & #10).

c: same as b (see Tables #11, #12 & #13).

d: same as b (see Tables #14, #15 & #16).

ANNUAL COSTS					
6	7	8	9	10	11
'98	'99	'00	'01	'02	'03
22,260	22,260	22,260	22,260	22,260	8,745 ^e
3,360	3,360	3,360	3,360	3,360	3,360
2,054	2,215	2,376	2,537	3,848 ^b	4,009
3,631	3,631	3,631	3,631	4,015 ^c	4,015
681	681	681	681	695 ^d	695
36,972	38,611	40,316	42,090	45,483	20,824
1,479	1,544	1,613	1,684	1,819	8,330 (40%)
38,451	40,155	41,929	43,774	47,302	29,154

e: 100% stocking level achieved in year 10; new plantings only have to equal removal rate to maintain this level in 11th year and beyond. Costs reflect this reduction in planting quantity (84 to 33).

VI. IMPLEMENTATION

There are several factors that favor the Providence Parks Department (PPD) as the city agency best suited or administering and implementing the Downcity Street Tree Management Plan. First, the PPD is mandated by the Home Rule Charter of 1991 to regulate, plant and care for public tree resources. Secondly, it operates its own tree farm, hires private contractors for many services, and uses a computerized data base for developing both short and long term management planning. Last, but not least, the PPD has had experience implementing neighborhood strategies and is duly prepared to accept the challenge presented by the Downcity plan.

The PPD would implement the Downcity plan by following the same management approach that has proven so successful for improving city wide tree resources. Street tree needs would be evaluated from site inspections conducted annually. Information gathered from these reviews would be used to modify strategy and to qualify and quantify action steps for meeting program goals. Technical work specifications would be drafted by staff and professional contractors hired through competitive bidding for carrying out planting and maintenance priorities. All work performance will be monitored by City Forester or his representative. Substantial cost savings from volume bidding is expected to be realized by incorporating Downcity with overall needs.

It is also recommended that the annual operating funds for Downcity street tree management program be segregated from other local commitments and placed in a new line item account "Downcity Tree Fund" or an existing account Mary E. Sharpe Tree Fund under the Parks Department budget. This set up would provide PPD with the financial flexibility it would need to prepare future plans, structure contracts and process vendor service payments expeditiously.

It is further recommended that the Mayor appoint a five-member "Downcity Tree Board" (DCTB) to assist the City Forester in formulating goals and for reviewing program progress. The creation of the Board would also give instant credibility for developing a long term approach for sustaining inner city trees and for possibly launching a future fundraising campaign.

The composition of the Board would reflect the interests of Downcity property owners, tenants, businesses and non-profits. An example of what a DTB meeting this criteria might constitute is found below:

Executive Director, Chamber of Commerce
Executive Director, Keep Providence Beautiful
Vice President, Bank
Special Projects Coordinator, Media
Vice President, Downtown Corporation

Finally, depending on availability of operating funds, the PPD is prepared to implement program initiatives as early as June, 1993. Deferred maintenance on established trees would be the first order of business. This remedial work would proceed over the summer months and would focus on the deficiencies found among major pedestrian and motor circulation routes. It is also anticipated that the effort to reforest Downcity could begin in mid-fall (October) with the planting of Dorrance Street.

While there are many constraints (environmental, utilitarian) that must be sorted out to pull this off, there is certainly enough lead time to handle details and make this planting a reality.

If all goes well, and key points of this document are finalized and approved quickly, not only would Downcity Street Management Plan show promising results before the end of the year, but it would also provide the guidance for creating and maintaining a healthy, vibrant and beautiful inner city well into the 21st century.

APPENDIX A

Tables used to calculate changes in population profile and concomitant pruning, tree and stump removal operations.

TABLE # 9. The effect of projected population size shift on rotational pruning costs years 5-9.

Class Size (DBH)	Gross Pop.	Mortality Qty	Net Pop.	Unit Cost	Pruning Cost /Class Size
4- 6"	84	-11	73	\$11	\$ 803
7-10"	295	-66	229	\$15	\$ 3,435
11-14"	101	-22	79	\$20	\$ 1,580
15-18"	66	-15	51	\$28	\$ 1,428
<18"	25	-03	18	\$36	\$ 648
TOTALS	571	-121	450		\$ 7,894
Pruning Cycle 5 years					5
Annual Cost					\$ 1,578
4% annual increase x 3 years (12%)					315
TOTAL Net Rotational Pruning Cost years 5-9					\$ 1,893

APPENDIX A

TABLE #10. The effect of projected population size shift on rotational pruning costs years 10-14.

Class Size (DBH)	Gross Pop.	Mortality Qty	Net Pop.	Unit Cost	Pruning Cost /Class Size
4- 6"	420	-55	365	\$11	\$ 4,015
7-10"	365	-54	311	\$15	\$ 4,665
11-14"	229	-35	194	\$20	\$ 3,880
15-18"	79	-11	68	\$28	\$ 1,904
<18"	69	-10	59	\$36	\$ 2,124
TOTALS	1162	-121	997		\$16,588
Pruning Cycle 5 years					5
Annual Cost					\$ 3,317
4% annual increase x 4 years (16%)/5					531
TOTAL NET Rotational Pruning Cost years 10-14					\$ 3,848

APPENDIX A

TABLE #11. Illustrates how population profile was used to calculate tree removal costs years 1-4.

a Class Size (DBH)	Pop. Size	% of Pop.	b Tree Mortality Qty.	c Unit Cost \$	Total Class Cost
4- 6"	295	61%	-13	\$ 48	\$ 524
7-10"	101	20%	-04	\$ 134	\$ 536
11-14"	66	13%	-03	\$ 175	\$ 525
15-18"	20	04%	-01	\$ 255	\$ 255
>18"	5	02%	-01	\$ 360	\$ 360
TOTALS	487	100%	-22		\$2,200

a: diameter at breast height

b: quantity represents tree mortality on an annual basis

c: prices established through competitive bidding 1/93

TABLE #12. The effect of projected population size shift on tree removal costs years 5-9.

Class Size (DBH)	Pop. Size	% of Pop	Tree Mortality Qty	Unit Cost \$	Total Class Cost
4- 8"	73	16%	-04	\$ 48	\$ 192
7-10"	230	51%	-11	\$ 134	\$1,474
11-14"	81	18%	-04	\$ 175	\$ 700
15-18"	51	13%	-03	\$ 255	\$ 765
>18"	15	02%	-00	\$ 360	\$ 0
TOTALS	450	100%	-22		\$3,131
4% cost increase x 4 years (16%)					501
NET TOTAL					\$3,631

APPENDIX A

TABLE #19. The effect of projected population size shift on tree removal costs years 10-15.

Class Size (DBH)	Pop. Size	% of Pop.	Tree Mortality Qty	Unit Cost \$	Total Class Cost
4- 6"	262	41%	-09	\$ 48	\$ 432
7-10"	53	08%	-01	\$ 134	\$ 134
10-14"	186	29%	-06	\$ 175	\$1.050
15-18"	65	11%	-03	\$ 255	\$ 765
>18"	68	11%	-03	\$ 380	\$1.080
TOTALS	632	100%	-22		\$3.461
4% cost increase x 4 years (16)					554
NET TOTAL					\$4.015

APPENDIX A

TABLE #14. Illustrates how population profile was used to calculate stump removal costs years 1-5.

Class Size (DBH)	Quantity	Unit Cost \$	Total Class Cost \$
4- 6"	13	\$ 18	\$ 234
7-10"	04	\$ 26	\$ 104
11-14"	03	\$ 31	\$ 93
15-18"	01	\$ 35	\$ 35
>18"	01	\$ 40	\$ 40
TOTAL	22		\$ 506

TABLE #15. The effect of projected population size shift on stump removal costs years 5-9.

Class Size (DBH)	Quantity	Unit Cost \$	Total Class Cost \$
4- 6"	04	\$ 18	\$ 72
7-10"	11	\$ 26	\$ 286
11-14"	04	\$ 31	\$ 124
15-18"	03	\$ 35	\$ 105
>18"	00	\$ 40	\$ -0-
TOTAL	22		\$ 587
4% increase x 4 years (16%)			+ 94
NET COST			\$ 681

(Stump removal costs continued)

TABLE #16. The effect of projected population size shift on stump removal costs years 10-14.

Class Size (DBH)	QUANTITY	Unit Cost \$	Total Class Cost \$
4- 6"	9	\$ 18	\$ 162
7-10"	1	\$ 26	\$ 26
11-14"	6	\$ 31	\$ 186
15-18"	3	\$ 35	\$ 105
>18"	3	\$ 40	\$ 120
TOTAL	22		\$ 599
4% increase x 4 years (16%)			+ 96
		NET COST	\$ 695

APPENDIX D
ARCHITECTURE AND DESIGN STANDARDS

Downcity Overlay District

Proposed ordinance attached (Section 502 of the Providence Zoning Ordinance, to be revised 1994).

Maps

Maps of proposed Downcity Overlay District, "A" and "B" Streets, and building heights are attached.

AN ORDINANCE IN AMENDMENT OF CHAPTER 1991-29 NO. 564 OF THE ORDINANCES OF THE CITY OF PROVIDENCE, ENTITLED "THE CITY OF PROVIDENCE ZONING ORDINANCE" APPROVED OCTOBER 24, 1991 ESTABLISHING THE DOWNCITY DISTRICT AS AN OVERLAY ZONING DISTRICT, THE ZONING REGULATIONS FOR THE DOWNTOWN DISTRICT, DELETING THE DOWNTOWN HISTORIC DISTRICT AND OTHER AMENDMENTS.

Be it ordained by the City of Providence:

Section 1. Chapter 1991-29 No. 564 of the ordinances of the City of Providence, entitled "The City of Providence Zoning Ordinance" approved October 24, 1991 is hereby amended as follows:

- A. Section 101.7 Overlay Zoning Districts: is amended by adding the following:

DD Downcity District - This overlay zone is intended to direct the development of the Downtown (D-1 Zone) by regulating the design of buildings and open spaces and by fostering preservation of historic structures to insure that: new development is compatible with the existing historic building fabric and the historic character of downtown; historic structures are preserved, and design alterations are in keeping with historic character; development relates to the pedestrian; retail be developed along certain street frontages; development promotes the arts, entertainment and housing; and, the goals of the Downcity Plan of the Comprehensive Plan are achieved.

- B. Section 102 - Official Zoning Map: is amended by changing the second sentence to read as follows:

The boundaries of the overlay zoning districts and regulating information, such as retail frontages and A and B Streets, where applicable, are hereby established as shown on a series of maps on file in the office of the City Clerk entitled "Providence Overlay Zoning District Maps," dated April 26, 1991.

- C. Delete "Providence Overlay Zoning District Maps 19, 20, 24 and 25".
- D. Amend by establishing and adding the Downcity District as an Overlay Zoning District. Said District shall consist of lots 140, 143, 144, 145, 146, 147, 148, 149, 150, 151, 153, 155, 159, 174, 189, 192, 193, 195, 196, 213, 231 (State House), 244, 252, 247, and 248 (RR corr) on Official Zoning Map 4; lots 7, 13, 20, 33, 42, 49, 50, 102, 103, 105, 107, 108, 109, 110, 111, 112, 113, 114, 115, 116, 117, 118, 119, 120, 121, 122, 123, 124-125 (RR corr), 127, 128, 129, and 130 on Official Zoning Map 19; all lots on Official Zoning Map 20; lots 22, 37, 47, 120, 123, 153, 158, 261, 302, 321, 339, 342, 343, 344, 382,

405, 406, 410, 411, 415, 416, 417, 418, 422, 423, 424,
425, 426, 430, 431, 432, 447, 474, 477, 480, 481, 485,
486, 487, 488, 489, 490, 491, 492, 495, 497, 499, 502,
503, 504, 505, 506, 507, 508, 509, 510, 511, 514, 517,
518, 519, 520, 521, 522, 523, 516, 524, 537, 538, 555,
575, 601, 605, 606, 607, 613, 616, 617, 618, 622, 623,
625, 626, 631, 633, and 634 on Official Zoning Map 24;
lots 92, 116, 135, 138, 142, 145, 147, 148, 150, 152,
154, 155, 156, 157, 158, 159, 160, 161, 162, 163, 164,
166, 167, 168, 169, 170, 171, 173, 174, 179, 186, 191,
196, 219, 236, 277, 293, 305, 310, 312, 313, 314, 315,
316, 318, 319, 320, 322, 323, 325, 327, 328, 329, 330,
331, 332, 339, 340, 341, 342, 343, 344, 345, 348, 346,
347, 349, 350, 351, 353, 354, 363, 364, 372, 373, 377,
391, 405, 422, 423, 428, 429, 430, 431, 432, 433, 434,
435, 436, 437, 438, 439, 440, 442, 443, and 444 on
Official Zoning Map 25; and lots 4, 254, 345, 347 and 349
on Official Zoning Map 26.

E. "Providence Overlay Zoning District Maps 4, 19, 20, 24,
25 and 26" shall constitute the official zoning maps of
the Downcity District. Said maps delineate A Streets, B
Streets and Retail Frontages for properties fronting on
certain streets within the Downcity District. Said maps
are hereby adopted and made part of this ordinance.

F. Add Section 504 Downcity District as follows:

Section 504 - Downcity District - Purpose: The purpose
of the Downcity District ("District") is to encourage and
direct development in the downtown to ensure that: new
development is compatible with the existing historic
building fabric and the historic character of downtown;
historic structures are preserved, and design alterations
are in keeping with historic character; development
encourages day and night time activities that relate to
the pedestrian and promote the arts, entertainment and
housing; and that the goals of the Comprehensive Plan are
achieved. The design of the exterior of all buildings,
open spaces and all exterior physical improvements in the
District shall be regulated and approved in accordance
with the provisions of this Section.

504.1 - Downcity Design Review Committee (DRC): The
Downcity Design Review Committee (DRC) is established to
carry out the purpose of the District. All development
in the District shall be reviewed and approved by the DRC
in conformance with this section.

A) Powers and Duties of the DRC: The DRC shall have the
following powers and duties:

1. Regulate Development in the Downcity District:
The DRC shall be authorized to regulate all
improvements on public and private land in the
district including the construction,
reconstruction, alteration, repair, demolition,
removal, rehabilitation of the exterior of new
and existing buildings and appurtenances except
as otherwise provided in this ordinance. Any

property located in the District that is also located in a Special Development District established in accordance with RIGL 45-24.4 shall be exempt from this section until such time that the Special Development District ceases to operate.

2. Waivers: Where specifically authorized by this section, the DRC may grant waivers to these regulations that: carry out the purpose of the Downcity District; are in harmony with the general purposes and intent of these regulations; and, are in accordance with the requirements of this Section. The DRC may impose such conditions deemed necessary to carry out the purpose of this section.
3. Adoption of Rules: The DRC shall adopt and publish all rules necessary to carry out its functions under the provisions of this section.

B) Membership:

1. Members: The members of the DRC should consist of people who have demonstrated interest and commitment to the vision and historic character of Downtown. The DRC shall consist of five (5) members. Four (4) members shall be appointed by the Mayor as follows: one (1) registered Rhode Island architect, one (1) property owner in the District, one (1) developer, real estate agent or builder, and one (1) general member who is a resident of the city. The chair of the HDC or a member of the HDC appointed by the chair shall be the fifth member of the DRC.

When the DRC is first established, the Mayor shall appoint two (2) members for one (1) year and two (2) members for two (2) years. The appointee of the HDC chair shall serve for three (3) years. Members shall afterward be appointed for three year terms.

2. Alternate Members: The Mayor shall appoint the first alternate member who shall be a registered Rhode Island architect or landscape architect. The chair of the HDC shall appoint the second alternate member who shall be a resident of the city. Each shall be appointed for a one (1) year term and shall sit and may actively participate in hearings. The first alternate shall vote if one member is unable to serve at a hearing and the second alternate shall vote if two members of the board are unable to serve at a hearing.
3. Vacancy: In the event of a vacancy, the vacancy shall be filled in accordance with the original appointments to fill the unexpired term(s). Vacancies shall be filled within ninety (90) days.

4. Organization: The Mayor shall appoint a chair. The DRC shall elect from its members a vice chair. The Department of Planning and Development shall assign staff to support and work with the DRC.

C. Conduct of Business: The Chair shall preside over all DRC meetings and shall have the right to vote. The Vice Chair shall, in the case of absence or disability of the Chair, perform the duties of the Chair. All meetings of the DRC shall be open to the public.

1. Quorum: Five (5) members shall constitute a quorum for business to be conducted before the DRC.

2. Required Vote: The concurring vote of three (3) members of the DRC shall be necessary to approve an application. The concurring vote of four (4) members shall be necessary to grant a waiver.

3. Public Hearing: The DRC shall hold a public hearing on any request for a waiver in accordance with Article IX of this ordinance.

4. Record: The DRC shall keep a record of all proceedings, findings, decisions and actions and such record shall be open to the public.

D. Procedures for Design Approval:

1. Application: Before any property owner or public agency commences any improvements on public or private land including the construction, reconstruction, alteration, repair, demolition, removal and rehabilitation of the exterior of new and existing buildings and appurtenances within the District, or the installation or replacement of traffic signalling devices within the District, a written application for such work shall be submitted to the Director. Said application shall be developed by the DRC and shall include all information which is reasonably necessary to evaluate the proposed work.

The Director shall forward the application to the DRC. No building permit shall be issued before the project receives design approval from the DRC or its staff. For those projects where no building permit is required, the Director shall refer such application(s) to the DRC for approval.

No DRC approval shall be necessary for the following:

- i. work meant to remedy damage or deterioration of a structure or its appurtenances, which involves no change

in type of materials, dimensions, design, configuration, texture or visual appearance;

- ii. the painting of previously painted surfaces;
 - iii. the installation of traffic signage; and,
 - iv. street improvements such as plant material, street paving, curbing, drainage.
2. Review: The DRC shall review all applications for new construction, major additions, moving of structures and demolition. The DRC may authorize staff to make determinations for repairs, alterations and minor additions. A determination shall be made within thirty (30) business days of receipt of a complete application. Staff determinations shall be completed within fifteen (15) business days of receipt of a complete application. These time periods may be extended by mutual agreement between the owner and the DRC or staff. In the event that the DRC shall make a written determination within the thirty (30) day period that a particular application requires further time for additional study and information, then the DRC shall have a period of up to ninety (90) business days from the date of acceptance of a complete application within which to act on such application. Nothing in this section shall be construed to prevent the applicant and the DRC from mutually agreeing on an extension beyond the ninety (90) days.
3. Failure to Act: The failure of the DRC or its staff to act within thirty (30) business days from the date of filing a complete application shall be deemed to constitute approval unless an extension is agreed upon mutually by the applicant and the DRC or its staff.
4. Determination: The DRC shall be authorized to approve, approve with conditions, or deny an application for Design Approval. Approval shall be based upon conformance with the regulations of this section. The DRC shall place on the record its reasons and conditions for approval or reasons for denial of the application, consistent with the provisions of this Ordinance. All determinations shall be made in writing. A copy of DRC determination shall be filed with the applicable building permit.
5. Waivers: Whenever an application requests a waiver to the regulations of this section, a public hearing shall be held in conformance with Section 902.1 and 902.2.

6. Accept Advice from Other Agencies: In order to assist in its review of plans, the DRC may request the HDC or other agencies to review and comment on proposals.
7. Appeals: Any person aggrieved by a decision of the DRC may appeal that decision to the Board in accordance with Section 904 of this ordinance.
8. Enforcement: This section shall be enforced in accordance with Article VIII of this Ordinance.

504.2 - DOWNCITY DISTRICT - GENERAL REGULATIONS:

A) Uses: The following Table is a generalized listing of use categories that are permitted in the District. To determine if a specific use is permitted in the district, first determine if the general use category is permitted in Table 504.5 below and then check Section 303 to determine if the specific use is permitted. Permitted uses are denoted with a "Y"; uses not permitted are designated with an "N"; and uses permitted only upon approval of the DRC are denoted with an "W" for waiver.

TABLE 504.2

USE CODE	A STREETS		B STREETS	
	FIRST FLOOR	UPPER FLOORS	FIRST FLOOR	UPPER FLOORS
1.0 Residential	N ¹	Y	N ¹	Y
2.0 Institutions	Y	Y	Y	Y
3.0 Cultural	Y	Y	Y	Y
4.0 General Services	Y	Y	Y	Y
5.0 Trade	Y	Y	Y	Y
64a Parking Garage	W ²	W ³	Y ⁴ & 5	Y
64b Parking Lot	N	N.A.	Y ⁴ & 6	N.A.

FOOTNOTES:

1. Lobbies and associated residential common spaces are permitted on the first floor.
2. A waiver may be granted, when parking on the first floor is separated from the street line by a permitted use (Use Codes 2.0, 3.0, 4.0 and 5.0) having a minimum depth of fifteen (15) feet. Vehicular ingress/egress shall not be permitted on an A Street.
3. A waiver may be granted to permit parking on upper floors at the street line when the building design demonstrates compatibility with the existing streetscape.
4. Permitted along B Streets which do not require retail frontage.
5. On B Streets which require retail frontage, a garage shall be separated from the street line by a permitted use (Use Codes 2.0, 3.0, 4.0 and 5.0) for a minimum depth of fifteen (15) feet. A waiver is required to allow a parking garage on the first floor with no separation. Ingress/egress is permitted

on B streets.

6. Where a parking lot is permitted along a B Street, a streetwall shall be built along the property line where deemed necessary by the DRC.

- B) Retail Frontages: The purpose of these regulations is to preserve and enhance the commercial character of downtown by maintaining continuous storefronts along specific retail frontages. These regulations apply to both existing and new construction. Streets designated as retail frontages on the Overlay Zoning Maps are required to have buildings designed for retail uses with multiple entrances on the first floor and transparency as outlined in 504.7 regardless of the uses that occupy the first floor. The DRC shall determine the number and size of storefronts necessary for each building. However, it is not the purpose of these regulations to require that historic buildings be altered to create retail frontage in locations where historically no storefront existed.
- C) Signs [as defined in Article VI]: The maximum total area of all signs on a facade shall not exceed three (3) square feet per one (1) lineal foot of building frontage. Window signs shall not be included in the above calculation. Such signs may be externally illuminated and shall be made of metal, painted wood or other painted similar material (no plastic). Signs shall be placed on the building so as not to obscure architectural features and detail. Permanent freestanding signs shall only be permitted for parking uses. The maximum area of any individual sign shall be limited as follows:

Sign type	Area Sq. Ft.	Height Feet	Setback Feet	Projection Over Public ROW - Feet
Canopy	2'/1' of building frontage			
Freestanding ¹	48 sq. ft.	18 feet	-	unrestricted
Projecting	48 sq. ft.	30 feet	0	0
Roof	128 sq. ft.	12' above roof	0	0
Wall	2'/1' of building frontage	-	-	1.25 feet

(1) Only one freestanding sign is permitted per frontage.

The DRC may grant waivers to these requirements.

- D) Landscaping - Lot Frontage: Landscaping shall be provided between parking lots and any adjacent public street, walk or right of way, shall be approved by the DRC and shall be maintained in

accordance with Section 705.6. A landscaped area of at least three (3) feet in width shall be provided. The landscaped area shall contain:

1. One (1) shade tree for every thirty (30) feet or fraction thereof in planting areas of the size approved by the city forester. The tree shall be a minimum of fifteen (15) feet in height and have at least a three and one-half (3-1/2) inch caliper.
2. A streetwall of a maximum total height of eight (8) feet, or hedge maintained at least thirty (30) inches in height above grade, to form a visual screen.
 - a. When a streetwall is used, it shall be of masonry or similar material three (3) to four (4) feet tall, and shall be set in the middle of the landscape strip. The streetwall shall be topped with a decorative metal fence of at least three (3) feet in height. In order to break the visual monotony of a streetwall, at least one shrub or vine shall be planted abutting the the wall approximately every ten (10) feet. The DRC may grant a waiver to the shrub and vine requirement if the streetwall has significant design variation.
 - b. Evergreen shrubs, a minimum of twenty four (24) inches in height above grade at the time of planting, shall be used to form hedges and shall be spaced not more than thirty six (36) inches apart and maintained so as to form a continuous screen thirty (30) inches in height above grade, under normal growing conditions, within one (1) year after planting.
3. The remainder of the landscape area shall be planted with with ground cover, low shrubs or flowering plants.

E) Landscaping - Contiguous Properties: Landscaping shall be provided between parking lots and contiguous properties and shall be approved by the DRC and shall be maintained in accordance with Section 705.6. A landscaped area between the common property line and the parking lot shall contain either:

- 1) A masonry streetwall or opaque fence of at least five (5) feet in height located in a three (3) foot wide landscape area. Shade trees shall be planted every thirty five (35) feet or fraction thereof in planting areas of the size approved by the city forester. The tree shall be a minimum of fifteen (15) feet in height and have

at least a three and one-half (3-1/2) inch caliper. In order to break the visual monotony of a streetwall, at least one shrub or vine shall be planted abutting the the wall approximately every ten (10) feet.

- 2) A durable evergreen landscape screen not less than four (4) feet in height above grade when planted, in a landscape area not less than five (5) feet wide. The evergreens shall grow at least to five (5) feet within one (1) year.
- F) Parking: Parking in the District shall conform to the requirements of Article VII Parking and Loading of this ordinance. However, parking is not required for newly constructed buildings on an individual lot with a gross floor area of less than five thousand (5,000) square feet.
- G) Loading: Interior off street loading, in accordance with Section 709 (708), shall be provided but shall not be permitted on an A Street. The DRC may grant a waiver to this requirement provided that provision is made for the delivery of goods that will not interfere with the daily vehicular or pedestrian flow of the district.

Section 504.3 - DOWNCITY DISTRICT: DESIGN REGULATIONS FOR EXISTING BUILDINGS: All exterior work on existing buildings in the district is subject to approval by the DRC and shall be regulated by these standards and the guidelines of the DRC. The purpose of these regulations is to establish design standards to preserve the urban fabric of the District and in particular the historic character of the District.

- A) A Streets: These standards are intended to preserve and restore the architectural integrity and historic character of buildings in the district. The existing scale and proportions of buildings and streetscapes shall be preserved. The DRC shall review:
 - 1. The preservation or replacement of building features using the Secretary of Interior Standards for Rehabilitation as guidelines.
 - 2. Storefronts - Existing structures which have been designed for retail use on the first floor shall retain this design. Where such design no longer exists but would be compatible with the character of the building, rehabilitation shall be designed to permit retail uses on the first floor.
 - 3. The reconstruction of a building which has been altered through the years. The DRC should consider pictorial, documentary or physical evidence of the original configuration when reviewing applications.

4. New additions, exterior alterations, or related new construction using the Secretary of Interior Standards as guidelines.
 5. The transparency of existing buildings along retail frontages. Transparency along retail frontages shall continue and shall not be decreased. Renovations of the first floor of existing buildings shall not decrease the area of transparency and if the transparency area is less than 70% of the wall area, shall increase the amount of transparency in accordance with requirements for new construction. All buildings shall meet this requirement unless the original historic character of the building requires less transparency area.
 6. The design of canvas awnings to insure that the design is in character with the building.
 7. The lighting of building facades to insure that the fixtures are small, shielded and directed toward the building. Electrical conduit and junction boxes shall not be visible from the public way.
 8. The installation of security devices to insure that they are designed so as not to impact the historic quality of the building.
- B) B Streets: In the rehabilitation of buildings on B Streets every effort shall be made to maintain the urban fabric and the historic character of buildings. There shall be no development standards and no DRC review for existing buildings on B Streets; refer to Section 504.5 for demolition provisions. However, the significant historic buildings designated on the Overlay Zoning Maps shall be subject to all the requirements for buildings located on A Streets. (See Appendix B for list of significant historic buildings.)

504.4 - Downcity District: Design Regulations for New Construction: All new construction in the district shall be approved by the DRC and shall be regulated by these standards and the guidelines of the DRC. The purpose of these standards is to establish design regulations to preserve the urban fabric of Downtown and to insure that new construction complements the historic character and the architectural integrity of existing structures.

- A) A Streets - Minimum Standards: The following are minimum standards for all new construction:
1. Building Height:
 - a. Buildings shall be at least three (3) stories in height. The DRC may grant a waiver to allow a building of two (2)

stories (24 feet). Building height and massing shall relate to adjacent structures and the existing vertical proportions of downtown buildings. First floors shall be a minimum 12 feet floor to ceiling to enhance the pedestrian streetscape, regardless of the overall building height.

- b. Buildings over six (6) stories shall have a recess line of at least ten (10) feet. The DRC may grant a waiver to allow a building in excess of six (6) stories (within the height limit) without a recess line if it is determined that the building can exist compatibly with neighboring buildings. In such cases, a transition line may be required.

2. Building Facades:

- a. Building facades shall be built on the street line.
 - i. Where the lot frontage is curved, the facade shall follow. The DRC may grant a waiver to permit the building to be built on the chord or the tangent.
 - ii. Buildings shall have their main entrance from a sidewalk on the A Street.
 - iii. A waiver may be granted by the DRC to allow 20 % of the lot frontage to be set back from the street line or left open to form a court yard.
 - iv. Where nonconforming setbacks exist on adjacent buildings, a waiver to building setback may be granted by the DRC.
- b. A building facade shall have a transition line. Transition lines shall be designed in proportion to the overall height and mass of the proposed building, creating a distinction between upper and lower (i.e. first, or first and second) stories. Transition lines shall relate to existing adjoining buildings.
- c. A building shall have a roof line. Roof lines shall be designed in proportion to the overall height and mass of the proposed building, creating a distinction between the top of the building and the lower floors. Roof lines shall relate to existing adjoining buildings.

- 3. Transparency - All new construction along A Streets shall provide areas of transparency equal to 70% of the wall area, between the height of 2 and 8 feet from the ground, of each

exterior wall. Blank walls shall be separated by areas of transparency of at least 3 feet in width.

4. Windows shall only be of clear or lightly tinted glass. The percentage of glazed area and all other openings of a facade shall be calculated from above the transition line, but as a maximum shall be fifty (50) percent of the facade area. No curtain walls will be permitted on A Street frontages. Window proportions shall be square or vertical and shall be recessed at least four (4) inches from the plane of the Facade.
5. The primary building materials on the facade shall be brick, lime stone, sandstone, granite, terra cotta, cast stone or other similar material. The DRC shall review the proposed material for compatibility with the existing streetscape.

B) B Streets - Minimum Standards: The DRC shall only consider massing, siting and proportions of new construction and its impact on an adjacent historic structure when performing a review. The following standards shall apply:

1. Where new construction abuts one or more shorter historic buildings, recess lines shall be provided to a depth of at least ten (10) feet, so that the new, taller building can exist without dwarfing adjacent historic buildings. If new construction does not abut historic buildings, no recess lines are required.
2. All buildings shall align with adjacent buildings. In the event an adjacent building is setback from the street line, the DRC may allow the new building to setback so as to align with the adjacent building(s).
3. Along retail frontages, all new construction shall provide areas of transparency equal to 70% of the wall area, between the height of 2 and 8 feet from the ground, of each exterior wall. Blank walls shall be separated by areas of transparency of at least 3 feet in width. Loading areas are permitted.
4. Buildings on B Streets shall have their main entrance from a sidewalk on the street.

504.5 - Demolition of Structures on A Streets: In order to preserve the urban fabric that is created by the existing building stock on A Streets, and those significant historic buildings listed in Appendix B, no building shall be demolished until the DRC has granted a waiver to demolish the building.

- A. Review of Application - In reviewing the application for demolition, the DRC shall consider the architectural quality of the existing building, regardless of condition; the historic value of the building; the feasibility of renovating and reusing the existing building; and, the quality of the new building to be constructed, if demolition is approved. It shall be the burden of the property owner to prove a claim of infeasibility. In addition, the DRC shall find that the following conditions are met:
 - 1. The proposed reuse of the site is a permitted use in accordance with Section 504.2.
 - 2. Plans for the new building to be constructed, once the original building is demolished, have been approved by the DRC, fire marshal, building inspector and all other approvals are received.
 - 3. No interim use(s) shall be permitted on the parcel and construction of the new facility shall begin within ninety (90) days of demolition.

- B. Referral to HDC: All applications for demolition shall be forwarded to the HDC for review and recommendation. The DRC shall consider, but is not bound by the recommendation.

- C. Grant of Demolition: If the DRC grants the waiver authorizing the demolition of the building, the Director shall not issue a demolition permit until the applicant demonstrates to the DRC adequate financial ability to demolish the existing structure and construct the new approved building. Prior to issuing the demolition permit, the Director shall record a lien on the land evidence records against the property limiting its use to the building which has been approved by the DRC. Any change in plans will require a new application to the DRC for approval.

- D. Emergency Demolition: If a building presents a threat to safety, the Director may order its demolition without DRC approval. However, the Director shall record a lien on the land evidence records against the property limiting its use to that which is permitted by Section 504 of this ordinance and has been approved by the DRC.

- G. Amend Section 607.4 to read as follows:
607.4 - D Zones: See Section 504 of this ordinance for sign regulations in D Zones.

- H. Amend Section 705.6 to read as follows:
A) W-2 Zones: Parking areas in the W-2 zone shall provide one shade tree for every forty (40) feet of street frontage.

- I. Amend Section 705.6 by adding:
 - E) D Zones: See Section 504 for landscaping requirements in D Zones.

- J. Delete Section 706 Parking Garages and renumber Sections 707 through 709 as follows:
 - Section 707 becomes Section 706
 - Section 708 becomes Section 707
 - Section 709 becomes Section 708.

- K. Amend Section 904.1 to read as follows:

Where it is alleged there is error in any order, requirement, decision or determination made by the Director, the HDC, the DRC or other duly authorized agent in the enforcement of this ordinance, the Board shall hear and decide appeals.

- L. Amend Article X - Definitions as follows:
 - 1000.90 A Streets: Streets designated on the Overlay Zoning Maps for the Downcity District which are subject to more stringent design and development regulations as detailed in this Ordinance. Where a building is located on a corner lot, and only one street is designated as an A Street, the building shall be governed by the A Street requirements.

 - 1000.91 B Streets: Streets designated on the Overlay Zoning Maps for the Downcity District which are subject to less stringent design and development regulations as detailed in this Ordinance.

 - 1000.92 Retail Frontage: Building frontages designated retail on the Overlay Zoning Maps for the Downcity District which are subject to additional code provisions at sidewalk level.

 - 1000.93 Facade: The vertical surface of a building abutting or parallel to a street line.

 - 1000.94 Setback: A distance between the street line and a portion of a facade parallel to the street line.

 - 1000.95 Transition Line: A horizontal line the full width of a Facade expressed by a change of material or by a continuous Setback no less than 1 foot, or by a continuous projection no less than 1 foot and no more than 3 feet.

 - 1000.96 Recess Line: A horizontal line the full width of a Facade above which the plane of the Facade is setback a minimum distance from the plane below.

 - 1000.97 Roof Line: A horizontal band, the full width of a facade, which separates the top of a building from the building facade below it. The roof

line shall be distinct, and shall be expressed by a change of materials and/or a continuous horizontal projection from the plane of the building facade below it.

1000.98 First Floor: The sidewalk level floor within a building.

1000.99 Streetwall: A wall between 6 feet and 8 feet in height set on a Frontage Line, in the absence of a Facade. Openings on a Streetwall shall not exceed 30 feet in width. A Streetwall shall have a base no higher than 2 feet and piers of solid material comprising no less than 50% of the surface.

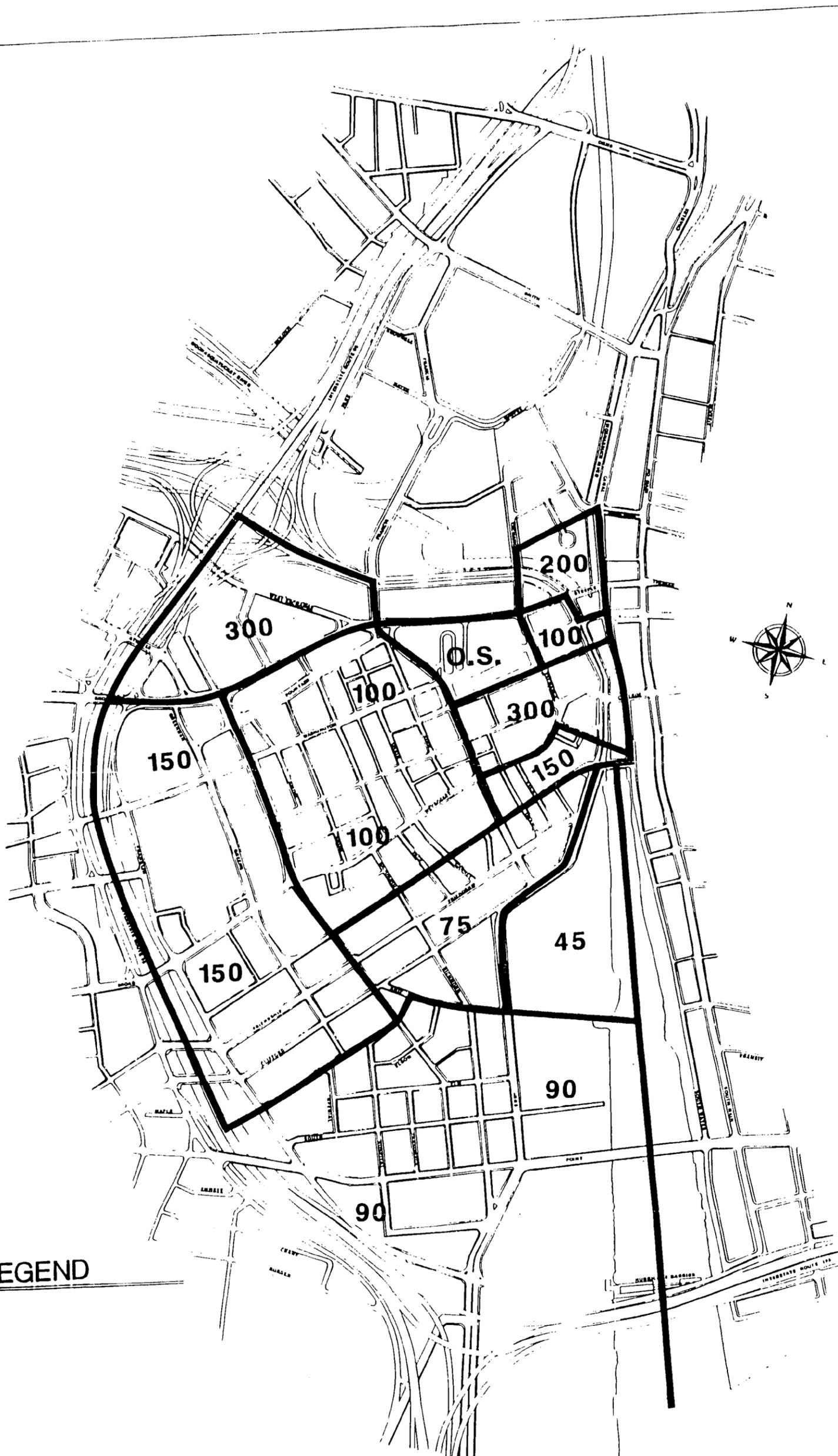
1000.100 Addition: A structure added to an existing structure on an A Street or visible from the sidewalk of an A Street.

Section 3. This ordinance shall take effect upon passage.

APPENDIX B

The significant historic buildings listed below shall be subject to all regulations set forth in Section 504:

<u>Address</u>	<u>Plat/Lot</u>	<u>Name</u>
8 Abbott Park Place	24/502	Plantations Club
10 Abbott Park Place	24/633	
Cathedral Square	24/615	Cathedral of Sts. Peter & Paul
30-46 Chestnut Street	24/504	Waite Thresher Building
51-55 Eddy Street	20/37	Aldrich Estate Building
30 Fenner Street	24/616	Rectory of Cathedral of Sts. Peter & Paul
197-215 Fountain Street	25/116,436	Police & Fire Station
22 Greene Street	25/428	1st Universalist Church
52-60 Pine Street	20/107	Hanley Building

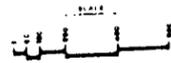


LEGEND

PROPOSED BUILDING HEIGHTS

DOWNTOWN PROVIDENCE 2000

DEPARTMENT OF PLANNING AND DEVELOPMENT



APPENDIX E
ARTS AND ENTERTAINMENT/FESTIVALS AND EVENTS

1% for Art Contributions

A city ordinance authorizing allocation of at least 1% of the cost of construction projects and capital improvement programs in Providence to be expended for works of art should be implemented. This ordinance is attached.

City of Providence

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

CHAPTER 1980-39

No. 535 **AN ORDINANCE** AUTHORIZING ALLOCATION OF CERTAIN FUNDS FOR ART IN THE CONSTRUCTION OF PUBLIC WORKS; PROVIDING FOR A REVIEW OF SUITABLE CAPITAL PROJECTS AND FOR AN ARTIST SELECTION PROCESS; AND ESTABLISHING A SPECIAL FUND DESIGNATED "ART IN CITY LIFE FUND.

Approved September 12, 1980

Be it ordained by the City of Providence:

SECTION 1. Purpose. The City of Providence accepts a responsibility for expanding experience with the visual arts. Such art enables people in our City to better understand and appreciate their community and artists capable of creating art for public spaces must be encouraged to do so. A policy is therefore established to direct the inclusion of works of art in public works of the City of Providence.

SECTION 2. Definitions.

- A. "Commission" means the Art in City Life Commission.
- B. "Construction Project" means any capital project paid for wholly or in part by the City of Providence to construct or remodel any building, decorative or commemorative structure, park, street, sidewalk, parking facility or utility, or any portion thereof within the City of Providence.
- C. "Capital Improvement Program" means any City Department's program for advance planning of capital developments.
- D. "Eligible Fund" means money, regardless of source, for construction projects, from which art is not precluded.
- E. "Art in City Life Plan" means the plan required by Section 5 of this Ordinance.
- F. "Commission of Artists" means engagement of an artist to either construct a new work or to provide an existing work of art for a specified site.

SECTION 3. Funds for Works of Art. All city department heads shall include in their annual municipal budget requests, as well as special requests, grant applications and other requests for appropriations for construction projects, an amount equal to at least one percent (1%) of the total project to be expended on works of art.

All city department heads shall regularly inform the Art in City Life Commission of these eligible construction projects, and follow other procedures of the Art in City Life Commission in accordance with Section 5.

SECTION 4. Commission Selection.

- A. The Art in City Life Commission shall be comprised of Nine (9) Members appointed by the Mayor from the following Providence constituencies: independent working artists, arts organizations and affiliations, Universities and Colleges, the private sector. The Mayor and City Finance Director shall serve ex-officio on the Art in City Life Committee.
- B. Each Commissioner shall serve a Two (2) Year Term, except for the Nine (9) Commissioners to be appointed initially, Five (5) shall serve a Two (2) Year term, Four (4) shall serve a One (1) Year term. All future appointments, to be made annually, shall serve for Two (2) Years.
- C. The Art in City Life Commission as well as the community at large shall have the right and responsibility to annually submit nominations to the Mayor for each year's appointments.

SECTION 5. The Art in City Life Plan. The Art in City Life Commission shall create and periodically update a public document concerning commission administrative policy relating but not limited to, the issues of staffing, procedures and needs of the Commission. The Commission shall, in this document, define its role in regard to the following responsibilities:

- A. Make periodic reviews at least annually, of all City capital improvement projects with appropriate City department heads or their designated representatives.
- B. Determine the specific allocation and/or amount to be expended for works of art.
- C. Prepare, adopt and amend a method or methods of selection and commissioning of artists with respect to the design, execution and placement of works of art for which appropriations have been made, and pursuant to such methods and City Charter procedures select and commission artists by contract for such purposes.
- D. Require that any proposed work of art requiring extraordinary operation or maintenance expenses shall receive prior approval of the department head responsible for such operations or maintenance.
- E. Promulgate rules and regulations consistent with this Ordinance to facilitate the implementation of its responsibilities hereunder.

SECTION 6. Placement. Works of art selected and implemented pursuant to the provisions of this Ordinance and any amendment thereto may be placed in, on or about any municipal construction project or other municipally owned, leased or rented property. They may be attached or detached within or about such property, and may be either temporary or permanent. Placement of works of art shall be authorized by the Commission, and specifically located through the cooperation of the Art in City Life Commission and a representative of the appropriate city department and project architects, if any.

SECTION 7. Fund and Payments. There is established in the City Treasury a special fund designated "Art in City Life Fund" into which funds appropriated shall be deposited. Each disbursement from such fund shall be authorized by the Commission and shall be expressly designated as to payee and to purpose. Any funds carried over for three (3) years and still unexpended at the expiration of such period shall revert to General Revenue; provided that, funds derived from revenue or general obligation bond issues or other special purpose or dedicated funds shall revert to the funds from which appropriated at the expiration of said three (3) year period.

SECTION 8. This Ordinance shall take effect and be in force thirty (30) days from after its passage and approval.

IN CITY COUNCIL
AUG 7 1980
FIRST READING
READ AND PASSED

Roz M. Mendonca

IN CITY
COUNCIL
SEP 4 1980

FINAL READING
READ AND PASSED

Robert [Signature]
PRESIDENT
Roz M. Mendonca
CLERK

APPROVED

MAYOR

Jimena [Signature]

SEP 12 1980

APPENDIX F MANAGEMENT

Business Management District

A summary of proposed state legislation authorizing cities and towns to create business management districts is attached. Note that the legislation is still in draft form.

THE PROVIDENCE FOUNDATION

An Overview On A Downtown Management District for Providence

I. Background

Downtown Providence has struggled to be competitive as a desirable environment in which to do business, live, shop and visit. The City of Providence and a variety of organizations such as the Chamber of Commerce, the Convention & Visitors Bureau, The Providence Foundation, Keep Providence Beautiful, retailers, colleges and corporations have all strived to make Providence a more attractive place. In spite of gallant individual and collective efforts and some successes, the downtown area is still struggling to be competitive. Some companies have relocated offices out of the city to cleaner, safer, more attractive environments. Retailers in the city continue to lose the battle with suburban malls and shopping areas. Additionally, shrinking city and state budgets make it even more difficult to fund efforts to make the downtown area competitive.

City businesses need to capitalize on the state's investment in the Providence Convention Center. Conventions may come to Providence but will they return? What impact will Providence make? Will we be able to entertain and offer a safe, clean, welcoming environment for new visitors as well as existing workers, businesses and shoppers?

Downtown needs to attract and retain more businesses to Capital Center, the the financial district, the older core and Weybosset Hill and other areas. Providence will not be able to compete, and hopes of reviving the city may be lost unless something is done to make the center city area of Providence a more desirable environment.

II. Proposed Solution

One possible solution is to establish a special downtown Providence management district that has the goal of creating a safer, cleaner, well-managed downtown so Providence can successfully compete as an environment in which to live, do business, shop and visit. To achieve this goal a privately directed authority is suggested, similar to the ones that began in this country in the 1960s. Approximately 41 states now have enabling legislation allowing localities to form districts.

Over 1,000 special benefit districts exist today. Large city districts include:

Buffalo, NY	Houston, TX	Philadelphia, PA
Charlotte, NC	Indianapolis, IN	Phoenix, AZ
Chicago, IL	Louisville, KY	Portland, ME
Columbus, OH	Miami, FL	Portland, OR
Denver, CO	Minneapolis, MN	San Jose, CA
Fort Worth, TX	New Orleans, LA	Seattle, WA
Honolulu, HI	New York, NY (22)	St. Louis, MO

III. District Services

Services provided by special benefit districts in other communities have included trash control, security, maintenance, snow plowing, advertising/promotion, special events and arts coordination, transportation, parking and social needs such as the homeless:

A Variety Of Services Are Possible For The City Of Providence. BASICALLY IT'S WHATEVER DISTRICT MEMBERS WANT. Services To Consider Include:

Public Service and Safety. District Community Service Representatives (CSRs) could act as goodwill ambassadors providing pedestrians with information and other assistance. CSRs would also serve as additional "eyes and ears" supplementing the work of the Providence police.

The CSRs would be equipped with two-way mobile radios linking them to police. They would be trained in crime prevention techniques and provide a secure, welcoming presence on the streets for workers, visitors, shoppers and residents.

Community Service Representatives would receive training in public safety, crime prevention, emergency first aid, CPR, human relations, city social service support, traveler's aid, city history and cultural interests.

Sidewalk Cleaning. District workers could clean sidewalks which currently is the legal responsibility of property owners. Sidewalks would be power-washed regularly with high pressure cleaning equipment. Graffiti would be cleaned to a certain extent as well.

Trash Receptacles would be maintained and emptied more often.

Maintenance. The district could provide supplemental maintenance to sidewalks, lighting fixtures, etc.

Beautification would be provided in select areas including grass maintenance and plantings. Expanded areas would be explored once funding and district areas are more clearly defined.

Snow Removal From Sidewalks. Currently the responsibility of building owners, this activity may be handled by the district.

Marketing/Promotion. The district would serve as an umbrella agency providing marketing and promotional activity designed to enhance the image of a clean, safe environment in which to do business, visit, shop and live. Marketing programs would promote the district as a regional shopping and dining center, for cultural and performing arts activities and as a place in which to locate a business.

IV. Why Have Districts Been So Successful

Districts throughout the US have met with great success. They have provided cleaner, safer and more attractive downtowns with a predictable resource base to get the job done. THEY ARE RESPONSIVE TO MARKET AND BUSINESS COMMUNITY NEEDS.

Districts have maintained and improved property values, provided a quick and positive impact and have strengthened the downtown business voice. In many cities retail sales have improved and the cities competitiveness with suburban shopping centers and office parks has increased.

Examples of benefits in other communities include the following:

- Grand Central District, N.Y.: crime decreased 35%
- Phoenix, Arizona: sales tax revenues increased 11% and downtown visits increased 37%
- Seattle, Washington: 8% increase in downtown sales
- Philadelphia: after 1st year, 89% of property owners favored continuing district.

V. District Principles, Formation, Legislation, Safeguards

The Management District Would Be Controlled By The Private Sector. City services would continue with district services merely complementing them. Safeguards would include public hearings for passage, limitation on assessment (10% or less of the total of real property assessed) and a 3 year sunset provision. Automatic dissolution would occur if persons owning a majority of real property petition the city council. The district would be subject to open meetings, access to public records and code of ethics laws.

The district formation process formerly starts when state enabling legislation passes the Rhode Island General Assembly and it is signed into law. Copies of the legislation are available at The Providence Foundation.

The proposed legislation addresses a variety of formation issues including board development, powers, responsibilities, and the safeguards outlined above.

District formation, as outlined by the legislation, must include a petition to the city council of persons owning the majority of real property (excluding tax exempt owners), a city council public hearing no later than 90 days after receipt of action, and city council passage by ordinance.

Eleven of the 15 member board are appointed by the private sector, two by the Mayor and two by the City Council President.

VI. District Boundaries

A HYPOTHETICAL coverage area or district is outlined on the attached map. The area could include and border the new train station to the north; I-195 to the south; I-95 to the west; and North and South Main Streets to the east.

VII. Sample Services and Costs

Hypothetical and/or sample services that could be provided in a downtown Providence management district may include supplemental trash control, maintenance, security and possibly marketing and promotion.

Some examples include:

Community Service Representatives (CSR's) that act as goodwill ambassadors and provide supplemental security working with police are recommended. Two CSR's

are recommended during the day and four at night with one street porter and one project manager on a 7 day coverage basis. Cost for this staffing level is estimated at \$312,000.

Staffing for sidewalk and curb cleaning on two weekend nights with power washing done monthly would include 7 operators and one project manager for an estimated cost of \$126,000.

Other services can be provided.

VIII. Hypothetical Assessments

The amount of assessment would be determined solely by the district members via their board of directors. Hypothetical assessment examples based on \$665 million in total taxable value within the hypothetical district would be as follows:

- a 3.5% increase in taxes means a \$1+ on current tax rate for a total of \$665,000 in revenue
- a 5% increase in taxes means a \$1.40+ on current tax rate for a total of \$931,000 in revenue
- 7% increase in taxes means a \$1.97+ on current tax rate for a total of \$1,310,000 in revenue

IX. What would it cost district members and other funding sources?

Once again, the assessment percentage will be decided by district members via their board. Hypothetical per sq. ft. assessment is based on the sample assessment related above would be as follows:

Assessments	Sample Per Sq. Ft.			Total Revenue Raised
	Class A	Class B	Class C	
+ 3.5%	.102¢	.055¢	.039¢	\$ 665,000
+ 5.0%	.144	.079	.056	931,000
+ 7.0%	.201	.11	.078	1,310,050

Example:

A property owner with 5,000 sq. ft. of class B space at an assessment that equals 5% of their tax bill would be assessed approximately \$395 by the district.

Other funding sources for the district would include tax-exempt institutions, public agencies (i.e. RIPTA) and the creation of cooperative efforts with other entities/organizations, such as Adopt-A-Spot through Keep Providence Beautiful.

X. Process and Timetable

The first step in the process is the formation of a steering committee that will guide and help district members through the formation process. District members are urged to join the steering committee, much help is needed and your support would be appreciated.

The time table for district formation has been drafted as follows:

Process And Timetable

Dec. '93	- Establish Steering Committee
Dec. '93-	- Information Meetings, Obtain Input And
Jan. '94	Support From Property Owners And Public Officials
May-June '94	- Work Toward Passage Of Enabling Legislation
June-Sept '94	- Work On District Details, Obtain Signatures From Majority Of Owners
Sept. '94	- Introduce To City Council
Nov. '94	- Passage By City Council

XI. Summary

Everyone seems to agree that something has to be done to make downtown Providence a safer, cleaner, more desirable place to work, shop and visit. The alternatives include doing nothing, rely on voluntary organizations, an increase in city services, or the formation of a downtown management district as outlined above.

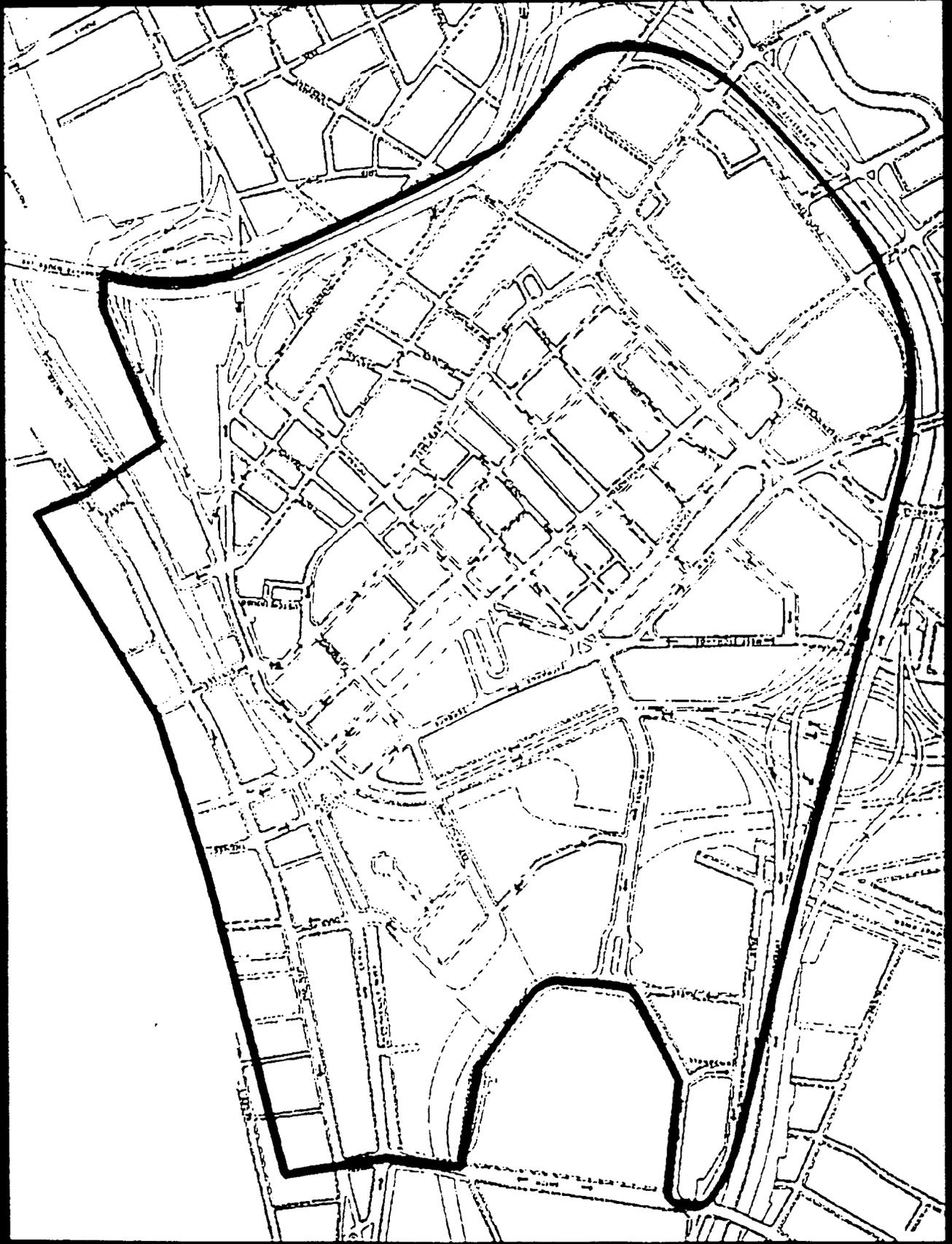
Voluntary organizations have not met with much success when tried and are not equitable. It is unlikely that the city will increase significantly its service level in the near future.

The downtown management district concept is a proven approach. It has met with good results in cities larger and smaller than Providence. THE DISTRICT

WOULD BE ESTABLISHED AND CONTROLLED BY PROPERTY OWNERS IN THE DISTRICT, NOT CITY OR STATE GOVERNMENT. Providence would become a safer place to work, shop and visit. A downtown management district would give the city a competitive edge over suburban shopping centers and office parks.

The district concept could result in:

- cleaner, safer, and more attractive downtown
- predictable resource base to get the job done
- responsiveness to market and business community needs
- stabilization and improvement in property values
- a quick and positive impact
- a strengthened downtown business voice
- retail sales and building occupancy improvement



Downtown Management District

9-23-73

Managing downtown

Among the important bills that seemed to elude the gaze of the Rhode Island General Assembly last session was one to permit Providence to create a downtown management district. But the bill will be submitted again in January, and we hope that its passage will follow soon thereafter.

Speed is important because after the Convention Center opens in December, the city will have (according to experts in this field) only a couple of years to develop its reputation as a good place to hold business and professional meetings. Providence has a lot going for it, but let's face it, downtown is less than it could be: It is trashy, and after dark it is perceived, justly or not, as unsafe.

Reviving downtown is a key to creating jobs and expanding services for the rest of the city and state.

Downtown's private sector needs a tool with which it can augment, at its own cost, some of the basic services provided by city government — cleanliness and additional security are the primary needs. The city does what it can within its budget, and the new Downcity Pride effort sponsored by Keep Providence Beautiful will help. But many cities have found that a privately operated management district, providing its own services in conjunction with the municipal government, can make a big difference.

Boston, Philadelphia, Baltimore, Rochester, N.Y., and Charleston, S.C., are among more than a thousand American cities and towns that have downtown management districts. In many cities, districts have been instrumental in revitalizing commercial centers whose problems were such as to make those of Providence seem like blessings.

Of course, each city and its civic leaders must develop a district to best suit its own needs; some, for example, add marketing and/or transportation services to security and maintenance. The process of making such decisions is the one that Providence needs to jump-start now.

The official order of business is that the Assembly must pass enabling legislation setting the percentage of downtown business and property owners who would have to approve a management district. Then business

groups would negotiate its details — how many blocks it would contain, how its powers would be structured, what services it would provide, how much the assessments would be, how they would be levied, etc. Then the owners would vote on whether to petition the City Council to create the district. Only after the City Council approves it would contracts for services go out to bid.

Obviously, this is the sort of process that could drag on. So, not only is timely passage of the bill by the legislature important, but business leaders should start shaping the district well before, so that the owners' vote can be held and the council can be petitioned immediately after the legislature acts.

Among the most important tasks at this stage is to persuade the smaller businesses and property owners that their interests will not be given short shrift. In the long run, the biggest and littlest players downtown have the same interest in its cleanliness and safety, but it is critical that the district be structured so that power, responsibility and expenses are fairly apportioned.

In other words, by the time the legislature has passed the enabling measure (in January, we hope), the Chamber of Commerce, the Providence Foundation and all concerned property and business owners should have completed, or at least made considerable headway on, a petition to submit to the council. If they are not already holding meetings to negotiate the pertinent details, they should start immediately.

Other steps down the line should be anticipated as well — preparing requests for bids for maintenance, security and other services in advance, coordinating efforts with city agencies, etc. If civic leaders wait for politicians to act, and only then begin to prepare to take steps that can't be taken until after the politicians act, then it is altogether possible that final steps will be too late. Before Providence can get its act together, the city might already have been deemed a dull, dirty, unsafe venue for meetings.

Undoing a negative impression will be a lot harder than creating a good impression during the early years of the Convention Center's operation.

game run by the state government. If our society is many devoted gamblers around the streets in order to "take my money, take my money, take my money," ought we stop them? I think holes must be filled, trust tested, and extravagant gaming funded.

What turned me onto cool realism was the outbreak of the Foxwoods Casino, wily by the Mashantucket Pequot in nowhere-ville, east of cut, the gaming house is no betting parlor in the Western sphere.

The Pequots have become rich off slot machine gaming success has made them Indian clans throughout North America indeed the nation, who are turn tribal lands into future

In R

TWO WEEKS AGO, the of Russia had a long conversation with the United States. The Russian gave no hint of an intent to liament, wanted to a program the aid package and repeal strictions; in turn, the American him to increase pressure on to withdraw troops from the

A few days later, asked Boris Yeltsin's political position said: "He is in a weaker he was, politically, right elected." Should the United talking to his rival, Aleksandr "I don't think we should be bets," replied Clinton.

Ten days later, the Russian struck, dissolving the institution posed his reforms, and set elections in three months.

The document he signed carefully drawn than any decrees; it included such wages for legislative staff. It was no impulsive act.

In this time of new and rampant corrupt political power does not yet will of the people. The KGB still figure strong between market reform and economy reacting the Yeltsin courtship of

On March 30, Defense Grachev was interrogated

City of Providence

STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

CHAPTER 1994-21

No. 324 AN ORDINANCE

ADOPTING DOWNCITY

PROVIDENCE: MASTER PLAN AND IMPLEMENTATION PLAN AS PLANS #1A and #1B THE AREA PLAN SERIES OF PROVIDENCE 2000: THE COMPREHENSIVE PLAN TO DIRECT THE DEVELOPMENT OF DOWNTOWN.

Approved June 13, 1994

Be it ordained by the City of Providence:

WHEREAS,

the Providence City Charter directs that a Comprehensive Plan for the City be prepared and adopted; and the Rhode Island Comprehensive Planning and Land Use Act mandates that every community shall prepare a comprehensive plan every five (5) years that provides a basis for rational decision making regarding the long-term physical development of the municipality.

WHEREAS,

the Providence City Plan Commission, approved Providence 2000: The Comprehensive Plan which recommends that a series of citywide issue-specific plans and area-specific plans be created to implement the goals and policies of the comprehensive plan.

WHEREAS,

the Downcity Task Force and the Department of Planning and Development prepared Downcity Providence: Master Plan and Implementation Plan, which contains goals, policies and an implementation plan for the revitalization of the old retail core of downtown Providence.

WHEREAS,

the Providence City Plan Commission approved Downcity Providence: Master Plan and Implementation Plan, on January 19, 1994 after a public hearing, and authorized the Director of the Department of Planning and Development to submit said plan to the City Council for its review and approval.

IT IS ORDAINED BY THE CITY OF PROVIDENCE THAT:

1. Downcity Providence: Master Plan and Implementation Plan has been prepared in accordance with the provisions of the Providence Home Rule Charter and the Rhode Island Comprehensive Planning and Land Use Regulation Act.
2. Downcity Providence: Master Plan and Implementation Plan, a document consisting of text, illustrations, tables, appendix and maps, is hereby approved, adopted and designated as Plan 1A and B of the Area Plan Series of the Providence 2000: The Comprehensive Plan and all city officials, departments, boards, commissions, authorities and agencies are hereby directed to carry out this plan.

No.

CHAPTER
AN ORDINANCE

IN CITY COUNCIL

MAR 17 1994

FIRST READING
REFERRED TO COMMITTEE ON
URBAN REDEVELOPMENT
& PLANNING

Michael L. Clement

THE COMMITTEE ON

URBAN REDEVELOPMENT
RENEWAL & PLANNING

Recommends *Discussion*

Barbara A. Garrison
Clerk

4/11/94

4/27/94 P. H.

Councilmen Spozzigi and Clarke

THE COMMITTEE ON

URBAN REDEVELOPMENT
RENEWAL & PLANNING

Approves Passage of
The Within Ordinance

Barbara A. Garrison
Chairman
5/10/94 Clerk

3. In enacting this Ordinance and in adopting Downcity Providence: Master Plan and Implementation Plan, the City Council intends to establish general policies and specific recommendations for the development and renewal of the old retail core of downtown in conformance with this plan.

4. In order to implement Downcity Providence: Master Plan and Implementation Plan, the City Council pledges its cooperation in helping to carry out said plan and all city officials, departments, boards, commissions, authorities and agencies of the City of Providence are directed to exercise their functions and powers in a manner consistent with said plan.

IN CITY COUNCIL
MAY 19 1994
FIRST READING
READ AND PASSED

Michael L. Clement
CLERK

IN CITY
COUNCIL
JUN 2 1994
FINAL READING
READ AND PASSED

James R. Scully
PRESIDENT
Juan M. Angione
CLERK

APPROVED
JUN 13 1994
Vincent A. Cianci
MAYOR