

THE CITY OF PROVIDENCE
STATE OF RHODE ISLAND AND PROVIDENCE PLANTATIONS

RESOLUTION OF THE CITY COUNCIL

No. 397

Approved September 8, 1971

RESOLVED That the Application for Workable Program Re-Certification for Providence, Rhode Island, as submitted by His Honor the Mayor be approved.

IN CITY COUNCIL

SEP 2 - 1971

READ and PASSED

Robert J. Dayton
President
William T. Despi
Clerk

APPROVED

SEP 8 1971

Joseph A. Keough
MAYOR

RESOLUTION
OF THE
CITY COUNCIL

*Councilman Schwartz
and signed, by request*

FILED
AUG 30 10 22 AM '71
DEPT. OF CITY CLERK
PROVIDENCE, R.I.

**APPLICATION
FOR
WORKABLE PROGRAM
CERTIFICATION
OR
RE-CERTIFICATION**

Providence, Rhode Island
(City and State)

(Date of Approval of the Governing Body of the Community)

(Signature of Chief Executive)

Mayor, City of Providence
(Name and Title)

Application for Re-Certification
(Insert: Certification, or Re-Certification)

GENERAL

REQUIREMENTS. (1) Establish administrative mechanism responsible to the chief executive for the purpose of providing leadership, supervision, and coordination of Workable Program activities.

(2) Provide explanation for any objectives set during last period which were not achieved.

1. Identify the person and office or agency designated to supervise and coordinate Workable Program activities, and describe the relationship of such person and office or agency to the chief executive.

The Mayor of Providence exercises overall direction of the community's Workable Program and coordinates interdepartmental activities. Supervision of the preparation of the application for recertification of the Workable Program is the assigned responsibility of Mr. Vincent Pallozzi, Director, Department of Planning and Urban Development. The Director is appointed by the Mayor. He also serves as Executive Director of the Providence Redevelopment Agency.

2. For any target, action, or timetable proposed by the community and approved by the Department at the time of the last certification which has not been met or carried out, provide a detailed explanation of the reasons.

Codes and Code Enforcement No. 5

See Question No. 6, Codes and Code Enforcement, for actual schedule of inspections. Substitutions and deletions from the scheduled work program were the result of using staff time to perform inspections and surveys in other parts of the City for various special purpose programs and emergencies.

Planning and Programming, No. 1.a.

The City Council Committee on Ordinances is still working on revisions to proposed zoning ordinance it believes will be necessary before it can be accepted by the City Council. See Question No. 1.a. Planning and Programming for the new work schedule.

Planning and Programming, No. 4

Please refer to the 3rd Year Action Program for Model Cities for current programming.

(Continued on Page 1.a.)

GENERAL

2. (Continued)

- . Schedules for land disposition and rehabilitation in the East Side Project have been extended for at least two more years because the volume of work was too great for accomplishment before the mandated deadline set out at the time of project funding.
- . Funding of renewal in the Federal Hill area has been with-held by HUD. No fixed schedule for project execution is set for additional NDP areas.
- . The application for an Intensified Code Enforcement Project in South Elmwood was rejected by HUD.

CODES AND CODE ENFORCEMENT

REQUIREMENT. The two primary requirements are:

- a. The adoption of the latest published edition of one of the nationally recognized model housing*, building, plumbing, electrical, fire prevention and related codes and ordinances, as amended, or state or local codes with comparable standards.
- b. The establishment of an effective code enforcement program.

1. Complete the following schedule for codes adopted by the community.

CODE ADOPTED	TYPE OF CODE (Check One)		GIVE TITLE AND DATE OF LATEST EDITION OF MODEL CODE ADOPTED	GIVE DATE OF LATEST ANNUAL SUPPLEMENT MODEL CODE ADOPTED
	MODEL	LOCAL		
Housing		X	Minimum Housing Code Apr. 1956	
Building	X		B.O.C.A. - 1965	1968
Plumbing	X		B.O.C.A.	1968
Electrical.	X		National Electrical Code	1968
Fire Prevention	X		State Mandatory	1968

2. Describe briefly the procedure established for periodic review, evaluation and updating of the adopted codes and ordinances.

The Minimum Housing Code, being used frequently in the courts, is subject to administrative reviews by the administering agency, the City Administration, and the Law Department of the City of Providence.

The Providence Building Code provides for a Building Code Revision Board consisting of 13 members. Membership includes six professional engineers and architects, two contractors, one realtor, one master plumber, one representative of the public, the Fire Chief and the Chairman of the City Council Committee on Ordinances. The Revision Board meets at least once a month. It maintains a continuous review of all national model codes, especially BOCA, pertaining to new methods of construction. Revisions to the Providence Building Code are presented to City Council for action.

Reviewing and updating the Fire Safety Code is the responsibility of the State of Rhode Island. See letter from the Fire Marshal, Bureau of Fire Prevention, concerning local procedures in Addendum to this section.

* The housing code must be adopted at least six months prior to certification.

3. Identify and justify any major deviations in the codes adopted by the community from the standards set forth in the nationally recognized codes as amended, excluding minor administrative changes and revisions. Use extra sheets if necessary.

In response to a request by HUD's Area Office on March 18, 1971, for a review of local codes, Chapter 13, the Minimum Housing Ordinance, was forwarded to the Area Office April 20, 1971. The Providence Building Code with proposed revisions was forwarded as described in the covering letter dated April 28, 1971. The covering letter also referred to the Fire Safety Code.

After inspection, HUD forwarded its comments to the City of Providence in a letter signed by Edward J. Pollack (Refer 1.1PTP) and received July 27, 1971. (Continued on Page 3.a.)

4. Describe in general, and to the extent possible quantifiable, terms the longer-range plans and objectives for using housing, building and related code enforcement to help eliminate and prevent the formation and spread of slums and blight.

The City of Providence has well-established on-going citywide inspection programs in connection with minimum housing standards, the building codes and the fire safety code. All of the City's inspection agencies have stepped up their activities within the past two years and are working at capacity.

The overall objective of the inspection programs is to bring all structures at least up to minimum standards and to maintain or re-create viable, attractive neighborhoods within the central city.

(Continued on Page 3.a.)

5. Describe the community's plan of action during the next period for effectively dealing with areas and/or types of units having high priority need for code enforcement, including both programs to stop blight in sound but deteriorating areas and programs to deal with serious threats to health and safety in slum areas.

Strategy for Treating High Priority Areas and Structures:
Urban Renewal Project Areas:

Inspection of the housing stock and supervision of housing maintenance and repair is the responsibility of the project rehabilitation staff operating in the field. The Code Enforcement Division is called in only on a complaint basis or to solve a particularly difficult problem. However, owners of properties in the area are being notified by mail that code violations will have to be remedied

(Continued on Page 3.b.)

- (a) Explain the basis for the areas and program strategies selected. (Attach maps, charts or other information as may be necessary to explain the context for the plan of action.)

There is an established inspection cycle planned for the City to force maintenance of the housing units in compliance with the minimum housing standards. Concentration of inspection and reinspection effort, when necessary, are directed toward those areas which are in the greatest need of treatment or where compliance is more difficult to obtain.

The code is structured and administered so as to provide stringent and equal treatment for all areas regardless of their condition. However, recognition is given to those areas in which urban renewal

(Continued on Page 3.c.)

3. (Continued)

The comments were forwarded to the Department of Building Inspection with instructions to proceed with the necessary review and updating. A letter from the Mayor outlining the intention of the City to proceed with the review is included in the Addendum to this Section.

4. (Continued)

The objective of each component program is stated in the respective city ordinances and the goals in each of the development programs undertaken by the City.

Housing Maintenance. The Minimum Housing Ordinance has been in effect since 1956. Through its use the number of structures without plumbing and heating facilities has been reduced to the point where the lack of these facilities is no longer a local housing problem. Beginning in 1973, the Code Enforcement Division of the Department of Planning and Urban Development will begin its third citywide original inspection sweep, concentrating on problems of maintenance. It is expected that the cycle can be reduced to a six or seven year period.

Non-Residential Structure Maintenance. As a result of a 1970 Amendment to the Providence Housing Code and the provisions of the Rhode Island Occupancy and Maintenance Code, the City is empowered to inspect non-residential structures and to enforce current standards. This activity is expected to form a greater portion of the workload of the Code Enforcement Division as procedures are worked out and refined for execution.

Building Inspection. Any structures built under the existing Providence Building Code and properly maintained will prevent the formation and spread of blight. Use of the code is a preventive measure, not a corrective measure. The Building Inspection Department and all of its divisions operate on a permit-inspection basis rather than on a cyclical citywide-inspection basis.

In addition to review of plans for new construction and inspection of the completed structures, the Building Inspector investigates referrals from the Code Enforcement Division and the Bureau of Fire Prevention concerning code violations for which his department exercises authority. The City of Providence will continue to utilize the authority of the Building Inspector to order demolition of hazardous structures in a small scale city wide program and also in a series of federally assisted demolition projects as long as it is necessary to remove dilapidated and hazardous structures from the building stock. (Continued on Page 3.b.)

4. (Continued)

Fire Prevention. The Bureau of Fire Prevention in the Fire Department engaged in a multi-faceted program of prevention, instruction and investigation. It maintains close liason with the Building Inspector and the City's demolition agencies in connection with the inspection of vacant vandalized or abandoned buildings.

5. eventually even if they choose to ignore the rehabilitation programs. See letters from the Division of Community Services in Addendum to this section.

NDP Project Areas

See Urban Renewal Project Areas above.

Model Cities Area

Within the Model Cities area is a 19-acre NDP project. Also, there are two inter-related urban renewal projects, Lockwood Street and Upper South Providence, for which Part One, Application for Loan and Grant will be submitted to HUD in 1971. Also, a 5-acre Comstock project is proposed involving the shopping center structure at Willard Center. In view of the impending activities, code enforcement is limited to inspections on complaint through the area.

Three programs of an emergency nature are in use in the Model Cities neighborhood:

- 1) Emergency Housing Repair. A Model Cities Program. It involves inspection on a selective basis. The emergency and its solution is the responsibility of the program staff. At the same time the property inspection is referred to the Code Enforcement Division for processing on a complaint basis.
- 2) Rental Inspection. A Model Cities Program. It involves inspection of properties available for rent on a voluntary basis. The inspection is the responsibility of the program staff. At the same time the property inspection is referred to the Code Enforcement Division for processing.
- 3) Demolition Project M-4 . Project expiration date October, 1971. This program involves demolition of hazardous structures. Supervision of the project is the responsibility of the Department of Planning and Urban Development. (Continued on Page 3.c)

5. (Continued)

Sound but Deteriorating Areas

Two applications for federal assistance for Intensified Code Enforcement Projects have been submitted to HUD by the City:

- 1) Smith Hill. Submitted in December, 1970. This is a corridor of residential use in close proximity to the State Office Building Complex exhibiting a low vacancy rate but showing evidences of physical deterioration.
- 2) Elmwood-West End. Submitted July, 1971. Sections A, B, and C of this proposed project were selected because they are primarily residential in character. They include portions of the previously rejected South Elmwood code enforcement proposal and a portion of the West End neighborhood immediately adjacent to the West Broadway NDP project.

5.a. (Continued)

activity is expected to take place so that an owner is not forced to make extensive repairs to property which will ultimately be condemned for clearance purposes.

Schedule for Systematic Inspections:

1971 - Systematic inspections completed in Census Tracts 20, 23, 24, 27 and 28.

Reinspections to verify compliance in Census Tracts 17, 19, 21, 22, 25, 26, 18, 14, 3, 33, 29, 34, 35, 36, 15, 20, 23, 24, 27, 28 and parts of 12, 13, 31 and 32.

1972 - Systematic inspections in Census Tracts 29, 18, 16, 2, and 1.

Reinspections to verify compliances in Census Tracts 17, 19, 21, 22, 25, 26, 18, 14, 3, 33, 34, 35, 36, 15, 20, 23, 24, 27, 28, 29, 18, 16, 2, 1 and parts of 12, 13, 31, and 32.

1973 - Start of the third systematic inspection for the entire city completing Census Tracts 17, 19, 21, 22, 25, and 26.

(Continued on Page 3.c.)

5.a. (Continued)

Re-inspections to verify compliances in all Census Tracts inspected in the last four years. See Systematic Code Enforcement Areas map in Addendum to this section.

6. Compare the scope of the proposed plan of action with the plans for the previous period in such a manner as to show what degree of progress is being made toward achieving the community's longer-range objectives of community-wide compliance.

Actual Schedule of Systematic Inspections for Last Certification Period.

1969 - Systematic inspections completed in Census Tracts 18, 14, 3, and parts of 12 and 13.

Re-inspections to verify compliance in Census Tracts 29, 17, 19, 21, 22, 25 and 26.

1970 - Systematic inspection completed in Census Tracts 33, 34, 35, 36, 15 and parts of 31 and 32.

(Continued on Page 4.a.)

7. Describe and support the budget and staff resources to be allocated in the next period to carry out the enforcement program described in 4 above, including information with respect to the enforcement of building and related codes, as well as to housing codes.

Division of Code Enforcement, DPUD

- (1) Chief
- (1) Supervisor
- (22) Inspectors
- (6) Clerks

The average budget for fiscal years 1969-1970 and 1970-1971 was

(Continued on Page 4.a.)

8. Enforcement data

This Report Covers the Period From January 19 ⁶⁹ to December 19 70										
CODE	PERMITS ISSUED	INSPEC-TIONS*	TOTAL INSPECTED		FOUND IN VIOLATION**		VIOLATIONS ABATED		RAZED	
			S	D	S	D	S	D	S	D
Housing	XXXX	49148	39855	49148	6391	7749	4116	5409		
Building	3106	32965				497		395	953	2600
Plumbing	3026	10103				323		269		
Electrical	4435	18666				4488		4027		
Fire Prevention . . .										
Other. Mechanical	1570	15756				542		542		

LEGEND: S - Structure D - Dwelling Units.

* Count Inspections on the Following Basis: - One inspection is one visit by one inspector to one building or structure .

** For housing codes, add any non-compliance carryover from prior inspections.

6. (Continued)

Re-inspections to verify compliances in Census Tracts 29, 17, 19, 21, 22, 25, 26, 18, 14, 3, 33, 34, 35, 36, 15 and parts of 12, 13, 31 and 32.

The number of housing cases brought before the Court has been stepped up significantly.

<u>Year</u>	<u>Old Cases</u>	<u>New Cases</u>	<u>Total</u>
1969	739	266	1055
1970	1628	314	1942
1971	(Figures not available yet)		

7. (Continued on Page. 4.a.)

\$179,345; as provided in the City budget. Inspectors below pay grade 14 are classified as Technical Aides. They receive training in inspection methods applicable to the local minimum housing standards, building, electrical and plumbing codes.

Division of Community Service, DPUD

- (1) Chief
- (4) Rehabilitation Supervisors
- (15) Rehabilitation Specialists
- (9) Financial Specialists
- (1) Program Specialist Supervisor
- (3) Program Specialists
- (1) Draftsman

The members of the staff are permanently assigned to the various field offices in urban renewal project areas and are paid from project funds.

Department of Building Inspection

- | | |
|---------------------|-------------------------|
| (1) Director | } Div. Administration |
| (1) Plan Estimator | |
| (1) Clerk IV | |
| (1) Clerk Steno III | |
| (2) Clerk Steno II | |
| (2) Clerk Typist | |
| (1) Clerk Typist I | |
| | |
| (1) Chief Inspector | } Structures and Zoning |
| (1) Inspector III | |
| (4) Inspector II | |
| (5) Inspector I | |
| | |
| (1) Chief Inspector | } Plumbing |
| (1) Inspector III | |
| (3) Inspector I | |
| | |
| (1) Chief Inspector | } Electrical |
| (1) Inspector III | |
| (1) Inspector I | |
| | |
| (1) Chief Inspector | } Mechanical |
| (1) Inspector III | |
| (3) Inspector II | |
| (2) Inspector I | |

The budget allowance for the Department of Building Inspection for 1970-1971 was \$355,724. For the Fiscal Year 1971-1972 the recommended figure is \$360,119.

PLANNING AND PROGRAMMING

REQUIREMENT. The development of an effective, continuing planning, and programming process which engages in the development of comprehensive plans and translates such plans into action programs to help overcome the major physical, social, racial and economic problems of the slum and blighted areas within the community.

1. Describe the status of the community's general plan with respect to its completion and adoption, and indicate the nature and status of each of the functional plans or components that constitute the general plan (e.g. land use, transportation, housing, community facilities, public improvement programs, etc.)

<u>Component</u>	<u>Last Revision</u>	<u>Remarks on Current Status</u>
Land Use	Approved 10/22/64	To be revised upon completion of Land Use Inventory.
Circulation	Approved 11/28/65	
Recreation	Approved 10/28/65	Informal update completed in Jan. 1971.
School Sites	Approved 1/28/65	Published Document.
	September 1, 1970	Being reviewed by School Department as an informal "in house" interim report updating the 1965 publication.
Housing	Approved 11/25/69	Initial report has been supplemented by reports on Housing Problems and Responses, Housing Code Enforcement Policies and Procedures, Tax Modification for the Improvement of Housing, Community and Agency Liaison, and Housing Effects of Income Maintenance. Continuation of this work is currently under Contract No. CFA RI 1016100 (328).

- a. Indicate the status of the community's zoning ordinance, and any plans for future review.

The proposed Zoning Ordinance submitted on November 29, 1966 by the City Plan Commission has been given 17 public hearings so far by the City Council Committee on Ordinances, and it is estimated that up to one additional year may be required before modifications are completed and final enactment is achieved, including the necessary enabling legislation to be submitted to the Rhode Island General Assembly.

2. List the studies that have been or are being made of the major physical, social, racial, and economic problems of the slum and blighted areas (e.g. renewal, education, employment, recreation needs, etc.), and indicate the estimated completion dates for those underway.

(a) Studies during the past two years and now underway by the Planning staff of the Department of Planning and Urban Development include:

- (1) Master Plan for Public School Sites.
- (2) Master Plan for Public Recreation and Conservation.
- (3) Land Use Inventory and Comparison Study, 1961-1970.
- (4) Housing Element Studies;
 - a) Housing Problems and Responses.
 - b) Analysis and Recommendations with respect to Housing Code Enforcement policies and procedures.
 - c) Tax Modification for the Improvement of Housing Community and Agency Liaison.
 - d) Housing Effects of Income Maintenance in Providence (the latter study by economic consultant)
- (5) Urban Renewal Plans: West Broadway, Urban Renewal Area 1, August 22, 1969 (NDP Action Years One and Two).
Model Cities NDP Action Area 2-Years One and Two.
Comstock Project Proposal Redevelopment Plan - in draft form.

(Continued on Page 6.a.)

3. Briefly describe, in quantifiable terms to the extent possible, the magnitude of the problems or needs identified in 2.

(a) The Master Plan for Public School Sites identified \$29.6 million of needed new construction or additions or conversions in two phases: \$18 million for 6 schools during 5 years and \$12 million for 6 more schools during a second 5-year phase. About half of these are in areas affected by urban renewal activity. The "Inhouse Report" updating the Master Plan for Public Recreation and Conservation defined a need for determining open space needs and residential density policies before a Master Plan revision should be attempted.

The Land Use Inventory is expected, when completed, to yield data for land use policy and public facilities planning purposes and is to be updated annually. A proposal for biennial reporting of land use trends is being considered.

Conclusions reached in the Initial Housing Element recognized that severe housing problems were continuing, spreading to more neighborhoods, accompanying the disproportionate share of the metropolitan area's disadvantaged population concentrating in the central city and involving structures whose code-level

(Continued on Page 6.b.)

2. (Continued)

(b) Studies by Others:

- (1) Model Cities Agency. Interim Report, Part I. Providence, 1969. A compilation of data related to all major current problems affecting the Model Cities area in the field of health, labor, welfare, education, crime and delinquency, housing and physical environment, with an analysis of programs, deficiencies and proposals for changes and improvements.
- (2) Rhode Island Council of Community Services, List of Studies Completed by CCS Staff, 1946-1971. This organization produces several studies each year which are generally developed to assist in the design of delivery of social services. See List of Studies in Addendum to this Section.
- (3) Rhode Island Department of Community Affairs. Produces studies by its various component divisions. For further information, contact the Department.
- (4) Statewide Planning Program. See Publication in Monthly Progress Report, June, 1971, in Addendum to this section. This planning group, now part of the State Department of Administration is responsible for physical planning and portions of economic planning at the state level. It assists the various state departments and divisions, and consults with local governments and private groups on matters of local interest.
- (5) Providence School Department. Change Model. A 3-5 year planning program to be developed under a system approach according to a 31-step change model. The School Committee authorized the formation of a citywide advisory committee for long range planning. A context evaluation will be formulated by the staff, reviewed at many points by the planning committee, and adopted by the School Committee. It involves systemwide aims, goals and objectives, the organization of knowledge, program and instructional objectives, content activities and materials, and the utilization of space, time and staff.
- (6) In addition, there are major studies of social problems and corrective measures being carried out on a statewide basis by either the state departments or by special commissions authorized and funded by the R.I. General Assembly. The State of Rhode Island is charged with all public health and welfare responsibilities and also with employment security functions. The Board of Regents oversees public education throughout the state. For further information on current studies, contact the appropriate state department or agency.

3.

(a) (Continued)

maintenance cannot be sustained by rents collectible from the poverty-ridden populations characterizing the problem neighborhoods. The report pointed to the evidence that the goal set by the Housing Act of 1949, "a decent home and living environment for every American family" has not been achieved and may not be achieved without a significant shift in approach. Subsequent housing element reports prepared during the 1970-1971 program year are summarized on the Program Completion Report in the Addendum to this Section. In them, recommendations were made for strengthening the effectiveness of the Housing Code Enforcement program; for examining the feasibility of certain modifications in the tax structure on the basis of a proposed economic base study and for revaluation of land and buildings on a rotational basis; and for establishing a decentralized structure of citizen planning participation at neighborhood, sectional and citywide levels. A consultant's economic study of the Providence housing stock, examining the possible effect upon housing quality of maintaining family incomes at minimum levels, concluded that income maintenance if done for this sole purpose would have insufficient "first order" effectiveness and that more concentrated Federal programs will be needed to substantially upgrade the housing quality.

4. Briefly describe, in quantifiable terms to the extent possible, the five or six-year goals or targets for accomplishment in meeting the problems or needs indicated in 3.

General Objective (1): Elimination of slums and blighted properties.

- Goals:
- (a) Elimination of blighted properties in renewal areas.
 - (b) Removal of dilapidated, vacant structures in all city neighborhoods.
 - (c) Bringing as many properties into conformance with codes as the means of the owners will allow.
 - (d) Elimination of inequities in the assessments laid on land, improvements and personal tangible property.
 - (e) Provision of housing for special in-city populations.
 - (f) Replacement of old structures of all types with the highest quality structures the private sector can support.
 - (g) Better, more economic delivery of city housekeeping services.

General Objectives (2): Integration in education, housing and employment, and upgrading the quality and income-producing level of Providence as the major center of employment in the state.

Goals: Programs in these fields are closely associated with

(Continued on Page 7.a.)

5. Briefly describe the action programs to be undertaken in the next certification period to meet the needs, and estimated budgets for such programs, including capital improvements budget.

<u>Action Programs:</u>	<u>Cost</u>	
<u>Urban Renewal Projects</u>		
Mt. Hope R-18 (Continue)	\$ 3,705,482	Net
East Side R-4 (Continue)	28,515,989	Net
Weybosset Hill R-7 (Continue)	19,059,714	Net
Lockwood St. R-27 (execute) MC	2,266,000	Est.
Upper South Providence (execute) MC	N.A.	
Comstock (execute) MC	744,481	Est.
<u>Neighborhood Development Programs</u>		
West Broadway NDP A-2-1 (extend)	5,501,076	2nd yr.
Model Cities NDP A-2-2 (extend) MC	269,529	2nd yr.
<u>Neighborhood Facilities Program</u>		
John Hope Settlement House (complete)	127,620	
Fox Point Boys' Club (complete)	1,300,000	Est.
<u>Historic Preservation</u>		
Congdon St. Baptist Church (see East Side R-4)	N.A.	

(Continued on Page 7.a.)

4. (Continued)

Goals: programs administered by the City Department of Planning and Urban Development but are not within its scope of responsibility. See Model Cities programs, the Providence School Department, the Providence Human Relations Commission, Progress for Providence, Citizens United Renewal Enterprises, Opportunities Industrialization Center, the Greater Providence Chamber of Commerce, etc. for targets, goals and program information.

General Objective (3): Creation of an in-town cultural center.

Goals: (a) Completion of the Providence Civic Center and related facilities.

General Objective (4): Upgrading and improving the quality of recreational facilities in Providence.

Goals: (a) Creating more usable, open space.

General Objective (5): Provision of grouped social services.

Goals: (a) Development of social service centers under both private and public sponsorship.

General Objective (6): Enhancement of historic heritage.

Goals: (a) Development of Benefit St. Trail and other historic areas.

5. (Continued)

Code Enforcement

	<u>Costs</u>	
Citywide Programs (continue)	\$ 179,345	Yr. average
Smith Hill Section 117 (execute)	755,029	Proj. costs
	350,000	Grants
Elmwood-West End Section 117 (execute)	1,696,888	Proj. costs
	483,000	Grants

Demolition

City wide Program (continue)	50,000	
Model Cities M-4 (complete) M C	194,456	
Model Cities II (execute) M C	180,000	Estimates

Parks and Recreation

India Point Park (complete)	1,082,476	
Playlot Development (continue)	N.A.	

(5. Continued on Page 7b)

5. (Continued)

Housing

Elderly R. I. 1-11 (continue)	\$ 4,186,684
Elderly R. I. 1-13 (continue)	4,129,712
Elderly R. I. 1-12 (continue)	2,401,040
Scattered site housing (execute)	N.A.
Modernization (continue)	1,250,000 2nd yr.
Modernization-Roger Williams (execute) M C	150,000 Plan
Moderate and luxury units (continue) (See Urban Renewal)	N.A.

Revaluation

Revaluation of land, improvements (continue) and personal, tangible property	469,500
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In-Town Cultural Center

Providence Civic Center (complete)	13,000,000
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Transportation (State of R. I.)

Civic Center Interchange (execute)	N.A.
River Drive (continue)	N.A.
146 Connection (continue)	N.A.
Route 6 Connector (continue)	N.A.

Public Works

71-73	
Sewerage Treatment Plant Repairs	1,000,000
Major Bridge Repairs	1,500,000
Post Development	7,500,000
Storm Sewer Separation	3,000,000

Model Cities Programs (3rd Year)

Environment

Model Neighborhood Housing Maintenance M C	115,823
Increased Inorganic Waste Collection M C	11,876
Inner Neighborhood Waste Disposl M C	5,824

Social Development

Best Friend M C	40,000
Half-Way House for Ex-Felons M C	20,524
Credit Union M C	44,986
Day Camp Experience '72 M C	50,000
Model Neighborhood Girls' Club M C	80,091
Police Community Relations M C	21,736
Senior Citizens Action Program M C	76,737
Social Service Center M C	83,115
Model Neighborhood Transportation M C	48,298
Roger Williams Security Guards M C	33,866

5. (Continued)

Health

Model Neighborhood Health Centers M C	\$ 244,496
Vision Diagnostic Therapy Center M C	24,740
South Providence Mental Health M C	56,150

Education

Afro-Arts Center M C	58,336
Comprehensive Child Development Center M C	208,440
Guaranteed Student Learning M C	176,000
South Providence Tutorial M C	43,697
Talent Development M C	58,655
Work Study M C	67,675
South Providence Branch Library M C	50,338
CDA II Vocational & Educational Development Project M C	60,212
Model Neighborhood Teacher Aides M C	20,000

Employment

Entrepreneurial Development Training Center M C	37,405
Summer Youth/Work Recreation M C	46,276
Model Neighborhood Construction Employment Subsidy M C	20,000
Model Neighborhood Business Development Subsidy M C	23,000

In addition to the projects listed there are police and fire protection service programs, the public school program, youth programs, public works and other services performed by city department personnel or in association with city departments.

6. Describe the action programs undertaken in the last certification period, and the amounts available for such programs. (For re-certifications only.)

Of the programs listed in Question 5, the following were undertaken in the last certification period: (See Question No. 5 for costs)

Lockwood St. R-7 (planning)
Upper South Providence (planning)
Comstock (planning)
West Broadway NDP A-2-1 (execution Yr. 1)
Model Cities NDP A-2-1 (execution Yr. 1)
Fox Point Boys' Club (planning-approval)
Demolition Model Cities M-4 (execution)
India Point Park (land acquisition)
Housing R. I. 1-11 (planning-contract)
Housing R. I. 1-13 (planning-contract)
Housing R. I. 1-12 (planning-contract)
Scattered Site Housing (planning)
Modernization (execution Yr. 1)

Modernization-Roger Williams (planning) (Continued on Page 8.a.)

7. Indicate the organizations involved, the amounts expended in the last certification period, and the amounts budgeted for the next period, to support both the planning and the programming portions of the process.

Planning and Programming

a) The Department of Planning and Urban Development operates under two administrative budgets, city and federal. The city budget is developed for a fiscal year beginning July 1. The Annual Administrative staff Expense Budget is developed for a calendar year beginning January 1.

	City	Federal
Fiscal 69-70 -	\$287,214	\$ 935,404 - 1970
Fiscal 70-71 -	520,029	1,354,657 - 1971
Fiscal 71-72 -	492,348	N.A. - 1972
Fiscal 72-73 -	N.A.	N.A. - 1973

b) The Model Cities Agency operates under a single budget in a year running beginning either September 1 or October 1, depending on the year. (Continued on Page 8.b.)

8. List the number of professional staff personnel participating in the process, and the professional skills involved.

a) In Fiscal Year 1971-1972, the Department of Planning and Urban Development has 189 authorized positions, of which 152 are currently filled. Of these, 90 are professionals 36 are technicians or aides and 27 are clerks.

b) The Model Cities Agency's staff is composed of 20 professionals and 5 clerks.

6. (Continued)

Moderate and Luxury Units (development)
 Revaluation (contract)
 City Services (planning)
 Providence Civic Center (construction)
 Civic Center Interchange
 River Drive
 146 Connector
 Route to Connector

Also placed in execution during the last certification period were the following:

Model Cities Programs (2nd Year)

Physical Development (Environment)

M.N. Home Improvement Loan M C	\$ 150,000
M.N. Housing Development M C	200,900
Inner Neighborhood Waste Disposal M C	20,336
Increased Inorganic Waste Collection M C	15,297
M.N. Rental Inspection M C	49,188
M.N. Emergency Housing Repair M C	88,568
Urban Renewal (see above) M C	186,000

Social Development

Social Service Center M C	94,784
Neighborhood Credit Union M C	44,270
Senior Citizens Action Program M C	49,040
Model Cities Day Camp Experience M C	50,000
South Providence Girls' Club	65,616
M.N. Transportation M C	72,680
Best Friend M C	35,000
Police Community Relations Team M C	90,866
Security Guards for Roger Williams Housing Project	84,665
Halfway House for Adult Ex-Felons M C	174,449

Employment

Entrepreneurial Development Training Center M C	125,342
Summer Youth-Work Recreation M C	46,276
Vocational and Educational Development M C	61,555
Model Cities Business Development M C	40,000
	23,000

Health

Comprehensive Neighborhood Health Centers M C	305,620
Pre-School Vision Training M C	11,640
Mental Health Services to South Providence M C	199,150

6. (Continued)

Education

Work Study M C	\$ 68,600
Talent Development M C	83,861
South Providence Tutorial M C	32,526
Afro-Arts Center M C	69,170
Comprehensive Child Development Center M C	259,331
Guaranteed Student Learning M C	172,300
Adult Education Center M C	101,639
South Providence Branch Library M C	50,338
Teacher's Aides Model Cities School M C	33,057

In addition to the projects listed there are police and fire protection services, the public school program, youth programs and public library services performed by city department personnel or in association with city departments.

7.b. (Continued)

	<u>Adm. Budget</u>
Sept. '69 - Aug. '70	\$ 342,290
Sept. '70--Sept. '71	336,549
Oct. 71 - Sept. '72	271,587
Oct. 71 - Sept. '73	N.A.

c) Portions of budgeted allowance for other city departments, particularly the Department of Public Works, the Providence School Department, the Department of Public Property and the Mayor's Office, are for planning and programming purposes.

9. Describe the role of the chief executive and city council in formulating the objectives, priorities and budgets of the planning process in the last period, and what role they will have in the next period, if different. The government of the City of Providence is composed of a 26-member City Council and the Mayor operating under a "strong-mayor" system.

The formulation of objectives occurs as a result of community action which responds to the expressed needs of the various components of the community which are transmitted through the press, through formal study results, and by means of public meetings and private contacts.

The Mayor plays the central role in bringing these expressed needs together into a comprehensive program. He appoints the members of the City Plan Commission, the Providence Redevelopment Agency, the Providence Housing Authority, the Housing Board of Review, and most other authorities and boards concerned with housing and development.

In a letter dated January 3, 1969, to the Citizens Housing and Planning Association of Metropolitan Boston, Inc. the authority of the Mayor's office with respect to housing functions (and urban development) was expressed as follows:

(Continued on Page 9.a.)

10. Describe the role of the major local agencies and organizations in developing the plans and action programs and in coordinating their implementation during the past period, and what role they will have in the next period, if different.

The City Plan Commission is responsible for the development of the general plan. The Providence Redevelopment Agency is responsible for the planning and execution of urban renewal projects. Both of these boards rely on the Department of Planning and Urban Development for staff services. This Department is also responsible for coordinating the work of other city departments engaged in activities in connection with other HUD-assisted projects undertaken by the City, with the exception of public housing and Model Cities projects.

The Model Cities Agency develops, with the assistance of the Citizens Planning Committee, programs for the Model Cities Neighborhood. In programs where renewal or code enforcement is concerned, the Providence Redevelopment Agency or the Department of Planning and Urban Development becomes the executing agency.

Planning and managing public housing is the responsibility of the Providence Housing Authority.

The City works with the Statewide Planning Division and the State Department of Community Affairs when matters of mutual interest are introduced into the planning agenda.

(Continued on Page 9.b.)

9. (Continued)

"In a general way, the City is moving in the direction of greater municipal executive control of the administration of housing functions. This is occurring through the re-establishment, in the Mayor's Office, of the position of Assistant to the Mayor for Planning and Urban Development, for the purpose of coordinating in that office all municipal planning and development functions, and through the consolidation into one department, the Department of Planning and Urban Development of staff functions of the City Plan Commission, the Providence Redevelopment Agency, and the former Division of Minimum Housing Standards... the City has retained its original Plan Commission (established by City Charter), the Providence Redevelopment Agency (under state enabling legislation) and the Housing Board of Review (after the Minimum Housing Ordinance). The City Plan Commission includes 2 City Councilmen in its membership. The Director of the Department of Planning and Urban Development, appointed by the Mayor, also serves as Executive Director of the Providence Redevelopment Agency within the scope of its powers. The Administrative Assistant to the Mayor may sit with both of these boards informally, as a liaison officer...

The Mayor also directs the Model Cities Agency which is administered by the Special Assistant to the Mayor for Model Cities. The Mayor is advised on Agency matters by a Model Cities Council of 13 members, all appointed by the Mayor for the duration of the program.

The Providence Housing Authority has always operated as a independent Authority and continues to do so, employing its own staff. Recently, the Authority was requested to establish a planning committee. The Authority is engaged in building new units for elderly persons and in trying to effect a modernization program for older units. Its efforts are coordinated with other city housing functions only in a voluntary way.

The budget for the City of Providence is prepared by City Director of Finance with the participation of City Departments. Each proposed expenditure is reviewed both by the Finance Director, and the Mayor after which it is submitted to the City Council for approval.

The City Council reviews and gives its approval, by resolution, to all proposed city expenditures for urban development, including expenditures for planning. Related programs are referred to the Committee on Urban Redevelopment Renewal and Planning for review and recommendation for Council action. Matters related to the operating budget are prepared by the Department of Finance and referred to the Committee on Finance for review and recommendation for Council action.

No change is anticipated in this procedure during the next certification period.

10. (Continued)

At the staff level, liason is conducted by the Department of Planning and Urban Development with other city departments such as Public Works and Building Inspection. Coordination of programs involving more than one department is exercised by the Mayor's Office.

HOUSING AND RELOCATION

REQUIREMENTS. This element contains requirements with respect to both the community's need for housing and the need for effective relocation programs, which are treated separately below.

HOUSING REQUIREMENTS. Identify and analyze the gap between the community's low- and moderate-income housing needs and the resources available to meet the need, and develop and implement a meaningful action program to help overcome the gap.

1. On the basis of presently available information and locally determined standards, provide an estimate of the number of low- and moderate-income families presently living in substandard housing, by race, and the number of standard housing units presently vacant and available at prices or rentals such families can afford to pay.

Selected data from HC (V1-41) Rhode Island, General Housing Characteristics 1970: See Addendum to this section.

Estimated Number of occupied substandard units: 8,000

Occupancy of Substandard Units, by Race: Not Available

Vacant Units (with all plumbing facilities) For Rent or For Sale 3,395

For a detailed study of the housing supply and tenure in Providence, see Housing Effects of Income Maintenance in Providence, June, 1971, prepared by Peter Van Daam, Consultant to the Department of Planning and Urban Development in Addendum to this section.

2. Describe how the above estimate was made, and what plans the community has to develop on a continuing basis an accurate inventory of low- and moderate-income housing needs and resources.

The 1967 estimate of housing available was developed by adding to the 1960 total new dwelling units, at an average rate of 275 per year, and subtracting known demolitions (by permit). Between December, 1967 and May, 1969, approximately 1,000 additional units were demolished and new construction added at the same average rate.

To develop the 1971 estimate, the same method was used, coupled with data provided by the 1970 Census of Housing.

(Continued on Page 10.a.)

2. (Continued)

The 1971-1972 Housing Element Work Program proposes a neighborhood market analysis of housing. In each neighborhood the supply will be inventoried by condition and analyzed with respect to population and family characteristics, and to local demands by unit size, rental and deficiencies. Migration patterns will also be analyzed for each area. Projections for the future will be made and frequently updated. The study is scheduled to be completed before the end of 1971. See Questions 1, 2, and 3, Planning and Programming.

3. Describe in quantifiable terms to the extent possible, the community's targets for accomplishment, and the specific steps and actions it intends to take in the next certification period to expand the supply of low- and moderate-income housing. (Such description should include identification of the specific Federal or other aid programs to be used, the sponsorship of the proposed programs, status of financial commitments for the projects, and estimated dates for initiation and completion of construction or rehabilitation.)

Public Housing

- R. I. 1-11, 198 units (636 rooms) of Housing for the Elderly will be completed.
R. I. 1-13, 198 units (636 rooms) of Housing for the Elderly will be completed.
R. I. 1-12, 106 units (342 rooms) of Housing for the Elderly will be completed.

Modernization of existing public housing currently in Year 2 will be in Year 4, if continued.

Modernization of Roger Williams Housing will be in execution.

For costs of public housing programs, see Question No. 5, Planning and Programming.

Federally subsidized Programs

There are four proposals on file with the Providence FHA office as follows:

- 1) Section 236, Proj. No. OIG-44042, 40 units (8 1BR, 20 2BR, 12 3 BR). Feasibility Letter 7/16/71, start of construction N.A.
(Continued on Page 11.a.)

4. Describe the steps taken and the accomplishments made during the last period with respect to expanding the supply of housing for low- and moderate-income families.

Although the number of housing starts during the last certificate period was modest, some developments occurred which set the stage for the production of new housing during the 1971-1973 certification period. Demolition of hazardous structures in the Model Cities neighborhood provided the land for the first new housing in that area of the City in 30 years. While these first new units have been sub-sized and have been selling at a slow rate, they are evidence of the turning point in the neighborhood. New family units are being planned below Public Street and multiple unit housing will be constructed above Public Street in connection with the Upper South Providence Renewal Project.

5. Identify the public agency or official responsible for overall direction in formulating and implementing the housing program, and describe the relationship of such agency or official to the chief executive of the community.

See Question No. 9, Planning and Programming - municipal powers, and Question No. 1(b), Citizen Involvement - agencies involved in housing activities.

3. (Continued)

estimated completed date spring 1972, rentals from \$110-130.

- 2) Section 236, Proj. No. 016-4414, 144 units (90 1 BR, 54 2 BR) not funded, no estimated completion date.
- 3) Section 236, Proj. No. 016-44048, 40 units (12 1 BR, 24 2 BR, 4 3 BR) not funded, no estimated completion date.
- 4) Section 235, 100 1 fam. houses. Other information not available.

Rehabilitation

Rehabilitation programs will be continued in the East Side R-4, Mt. Hope R-18, West Broadway NDP A-2-1, and Model Cities NDP A-2-2.

Additional Housing

New units suitable for relocation for low and middle income Families will be planned for Upper South Providence and West Broadway.

4. (Continued)

In the Mt. Hope Project, six prefabricated sales units built by Homes for Hope remain unsold. The failure to sell the six units has caused the non-profit sponsor to reexamine both the location and style of proposals for additional housing and has influenced other sponsors to reconsider their proposed offerings.

Acquisition of land suitable for resale for residential use was accomplished in the West Broadway NDP Project. However, most of the parcels in the Year 1 program were very small and will be offered to adjoining owners.

Building permits for new housing in Providence during the past certification period were recorded as follows:

	Bldgs.	Units
1969	48 1 Fam.	48
	17 2 Fam.	34
	Conversions	4
		<u>86</u>

(In 1969 there were 526 permits issued for demolition of structures, including 152 in South Providence and 128 in the East Side Renewal area)

4. (Continued)

	<u>Bldgs.</u>	<u>Units</u>
1970	47 1 Fam.	47
	10 2 Fam.	20
	10 Multi fam.	168
	Conversions	<u>5</u>
		240

(In 1970 there were 427 permits issued for demolition of structures, including 127 in the Model Cities Neighborhood and 9 in the West Broadway Renewal Area)

6. Describe the plans of such agency or official for mobilizing all available public and private resources in order to help overcome the housing gap in the community.

RELOCATION

REQUIREMENTS.

The development of a centrally-administered or coordinated relocation program for all families and individuals displaced by governmental action in the community; the provision of a sufficient volume of decent, safe and sanitary housing within the means of such displacees in appropriate unit sizes; and, the provision of services to such displacees comparable to those under the urban renewal program.

1. With respect to agencies having responsibilities for relocation in the community, give the following information:

- a. The name of the local agency administering the relocation program under urban renewal, including the determination of rehousing needs, developing plans to meet such needs and providing relocation assistance.

Department of Planning and Urban Development
Division of Family Relocation

- b. The name of the local agency administering the relocation program for those displaced by other governmental action, including the determination of rehousing needs, developing plans to meet such needs and providing relocation assistance.

Department of Planning and Urban Development
Division of Family Relocation

- c. If the answers to a. and b. above indicate different agencies, describe in detail how their respective responsibilities are coordinated as to need determinations, program planning and the provision of relocation assistance.

Not applicable

- d. Describe in detail what steps or actions the community proposes to take in the next period to review, evaluate and improve coordination among the agencies mentioned in c. above.

Not applicable

2. If the community has displaced families or businesses from HUD-assisted projects and/or other governmental action programs during the preceding two-year period ending September 1970 give the following information:
(Month and Year)

TYPE OF GOVERNMENTAL ACTION	NUMBER OF FAMILIES DISPLACED		NUMBER OF BUSINESSES		OF TOTAL IN COLUMNS A + B, LIST NUMBER OF FAMILIES RELOCATED			
	(A) (NON-MINORITY) WHITE	(B) MINORITY GROUPS*	DISPLACED	RELOCATED	IN STANDARD HOUSING		IN SUB-STANDARD HOUSING**	
					(NON-MINORITY) WHITE	MINORITY GROUPS*	(NON-MINORITY) WHITE	MINORITY GROUPS*
HUD-assisted Projects.	75	50	123	123	71	48	4	2
Code Enforcement. . . .	-	-	-	-	-	-	-	-
Highway Construction .	24	-	46	46	24	-	-	-
Other (Identify)	-	-	-	-	-	-	-	-
Total.	99	50	169	169	95	48	4	2

*Negro

- * Identify as to Spanish-American, Negro, American Indian and Oriental groups.
** Housing which is not in conformity with codes in effect in the community.

3. Described the kinds of relocation services being provided by the community to persons and businesses being displaced, (e.g. inspection of housing available for relocation, interviewing and counseling of persons being displaced, system for handling relocation payments, establishment of housing and other referral services), and give the amount of funds available to provide the services.

All families and individuals who are displaced as a result of governmental action within the City of Providence become the direct responsibility of the Division of Family Relocation which is the centralized relocation agency within the Department of Planning and Urban Development. Currently there are 11 staff members in this Division.

All families and individuals who are scheduled to be displaced are contacted by qualified professional social caseworkers long before condemnation or acquisition. The Service staff works together with these families to determine not only their direct rehousing needs, but also to assist in alleviating any existing related financial, health or social problems in order to effect a more meaningful and successful transition to a better home with a minimum of hardship. From the time these families are "assigned" to a specified social caseworker until they have made a successful move to decent, safe and sanitary rehousing facilities, numerous relocation services are continuously available. The social caseworker works to counsel and guide the family to the particular public or private social agency which is properly equipped to handle its particular needs. The service is currently working on a continuing basis with some sixty different private and public agencies in an effort to make available to its clients a maximum of additional services which they may utilize.

These services include an established referral service of standard rental and sales properties which have been inspected and rated by a qualified housing inspector according to both American Public Health Association and local code standards. In the case of the self-moves, it is asked that the family allow the Division to inspect the proposed new home to determine whether or not the unit is standard. (Continued on Page 14.a.)

4. If the community will displace families and businesses from HUD-assisted projects and/or by other Governmental action programs during the coming two-year period, give the following information:

TYPE OF GOVERNMENTAL ACTION	TOTAL	NUMBER OF FAMILIES AND BUSINESSES TO BE DISPLACED		
		(NON-MINORITY) WHITE	MINORITY GROUPS*	BUSINESSES
HUD-assisted Projects	264	252	12	375
Code Enforcement	20	12	8	-
Highway Construction	0	-	-	52
Other (Identify)	-	-	-	-

* Identify as to Spanish-American, Negro, American Indian and Oriental groups, and give estimates of proportions, wherever possible.

(3) (Continued)

All the relocation payments are made through the Fiscal Division of the Department of Planning and Urban Development and are based on the Division of Relocation records and recommendations so that a constant effort is maintained to insure that every displaced family and individual receives every relocation benefit to which it is entitled.

In recognition of special housing problems faced by minority groups, this Agency employs the services of an Intergroup Specialist whose main functions are to afford more frequent and specialized services to all minority families and individuals while working closely with various civic and religious organizations in order to effect a more complete understanding, on the part of the general community, of the minority housing problems.

In regard to the problems faced by the elderly displacees, there is on the staff of the Division of Family Relocation a fully qualified, specially trained social caseworker who works exclusively with elderly clients. By means of a long developed liaison with appropriate social agencies, the Service has been able to establish a program which offers badly needed additional social and health services to aged displacees.

Business displacement and relocation is handled in a similar way, on a centralized basis, by the Supervisor of Business Relocation and Property Management whose function is also lodged in the Department of Planning and Urban Development. Including the Supervisor, there are 7 staff members in this section.

5. For the number of families shown in 4 above, indicate their income brackets and the number of standard housing units, both new and existing, that will be available for such families displaced during that period. Identify the sources of data .

Of the total number of white families scheduled to be displaced, 39 percent are within the low-income group (under \$3,000), 44 percent are in the middle income group (\$3,000 to \$5,999), and the remaining 17 percent are in the high income groups (over \$6,000).

Within the estimated total of non-white families to be displaced, 52 percent are in the low-income group, 35 percent are in the middle-income group and the remaining 13 percent are in the high income group.

For the portion of this question regarding the number of standard housing units to be available to these families, refer to Question No. 2 in this section. The data listed above regarding income has been obtained by means of American Public Health Association surveys and existing Relocation Service records maintained for current active projects, e.g., East Side (R-4) and Mount Hope (R-18). Sources of data regarding estimates of available housing have already been identified as part of Question No. 1 in this section.

- a. For all new housing to be available to displaced families, as indicated above, identify the number of units for homeownership or rental, project status, estimated completion date, and for federally assisted programs, the project number if assigned.

With the exception of a few new sales units which may be constructed under the Section 235 program, no new private housing is expected to be ready for occupancy during the next certification period. See Question No. 3 concerning public housing.

6. If the community will displace single persons by HUD-assisted projects and/or other governmental action during the following two-year period, give the following information: the number to be displaced, their race, the income levels of those to be displaced, the type of housing resources to be available (e.g. rooming and boarding houses, residential hotels, housing and homes for the elderly, other).

Present planning for the projected time period calls for the displacement of 118 white and 11 non-white individual householders. Based on limited information regarding income, it would appear that approximately 53 percent are in the lower-income bracket (\$3,000), 35 percent are in the middle-income bracket (\$3,000 to \$5,000) with the remaining 12 percent in the high-income category (\$6,000 and over).

Within the total of non-white individuals scheduled for displacement, limited data indicates that 59 percent are in the low-income group with the remaining 41 percent in the middle-income category.

In regard to housing resources available, there are in ample number of zero and one bedroom units, sleeping rooms, light housekeeping units, etc., within various rooming houses, hotels and private homes to insure adequate standard rehousing facilities for the scheduled number of white and non-white individuals to be displaced. The Providence Housing Authority's request for 600 high rise units for the elderly will provide for their special needs.

7. What are the current vacancy rates in the community for the inventory of standard low- and moderate-income housing units, by number of bedrooms and rents or monthly housing expenses? How were the rates determined?

Based on the most recent housing studies and latest information available, there is an current local vacancy rate of 5.79 percent for the inventory of standard low and moderate income housing units within the Providence Housing Market area. This rate was determined by utilizing data from the 1970 "Housing Inventory Tenure and Vacancy Status in the Prov., R. I. Housing Market Area", vacancy turnover figures as supplied by the Providence Housing Authority, recently completed American Public Health Association housing studies and Relocation Service records.

8. If the vacancy rate of standard units (in the groups where the rent or monthly housing expenses and number of bedrooms required by persons being displaced) is less than 3 percent, then describe the actions the community intends to take to replace on a one-to-one basis the units to be removed from the supply by any HUD-assisted programs during the next two-year period. (Such description should include identification of the specific Federal or other aid programs to be used, the sponsorship of the projects, status of financial commitments for the projects, and estimated dates for initiation and completion of construction.)

Not applicable. Estimated housing resources which have been submitted as part of previous questions are based on the local current vacancy ratio of 5.79 percent for the Providence Housing Market area.

CITIZEN INVOLVEMENT

REQUIREMENT. The Workable Program requires clear evidence that the community provides and continues to expand, opportunities for citizens, especially those who are poor and members of minority groups, to participate in all phases of the related HUD-assisted renewal and housing programs. The particular organizational means for community involvement is left to the discretion of each community, but the community must demonstrate in its Workable Program submission that it provides clear and direct access to decision making, relevant and timely information, and necessary technical assistance to participating groups and individuals in programs covered.

1. (a) Identify the groups participating in the HUD-assisted programs related to the Workable Program and in the community's program to expand the supply of low- and moderate-income housing.

Elective Bodies	Providence City Council Rhode Island General Assembly
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State Departments and Agencies	Department of Community Affairs Statewide Planning Program
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Official Appointive Bodies	Providence Redevelopment Agency City Plan Commission Providence Housing Authority Model Cities Council Progress for Providence Board of Directors Providence Human Relations Commission R. I. Commission for Human Rights Providence School Committee Providence Civic Center Authority
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(Continued on Page 18.a.)

- (b) Describe the type of groups (e.g. civic, neighborhood, housing) that are participating, and the constituency represented (e.g. poor, middle-class, Negro, public housing residents).

Of the organizations listed above, the following have specific concern with housing:

Providence City Council
Providence Redevelopment Agency
Department of Community Affairs
City Plan Commission
Providence Housing Authority
Providence Human Relations Commission
R. I. Commission for Human Rights
Providence Historic District Commission
Providence Preservation Society
Rhode Island Builders Association
American Bankers Association

(Continued on Page 18.b.)

1.(a) Continued

Official Appointive
Bodies

Providence Historic District Commission
Business Advisory Council
Citizens Advisory Committee
for Urban Renewal
Recreation Advisory Committee

City Departments and
Agencies

Department of Planning & Urban Development
Department of Building Inspection
Department of Public Works
Model Cities Agency

Quasi-Public Ad Hoc
Committees

Railroad Relocation Technical Committee
Railroad Relocation Policy Committee

Statewide and Voluntary
Groups

Rhode Island Council of Community Services
Urban Coalition of Rhode Island
Urban League of Rhode Island
League of Women Voters
National Association for the Advancement
of Colored People
Providence Corporation

Professional, Trade
and Institutional
Groups

Greater Providence Chamber of Commerce
Providence Preservation Society
Rhode Island Builders Association
American Bankers Association
American Institute of Architects
Universities and Colleges
Citizens United Renewal Enterprises, Inc.
Homes for Hope
Urban Housing Corporation

Citizens Planning
Committees and
Neighborhood
Councils

Citizens Planning Committee (Model Cities)
East Side Project Citizens Committee
Mount Hope Citizens Committee
West Broadway Citizens Committee
Providence Board of Tenants Affairs

1.(b) Continued

American Institute of Architects
University and Colleges
Citizens United Renewal Enterprises, Inc.
Homes for Hope
Urban Housing Corporation
Citizens Planning Committee (Model Cities)
East Side Project Citizens Committee
Mt. Hope Citizens Committee
West Broadway Citizens Committee
Providence Board of Tenants Affairs (Public Housing)

Non-white membership is representative and substantial in neighborhood groups and councils. Non-white representation is growing in community-wide voluntary groups and official appointive bodies. See "Population by Race", 1970 Census, 1st Count, in Addendum to this section.

In addition to the organizations listed in 1.(a) under the category "Citizens Planning Committees and Neighborhood Councils" there are groups representing portions of neighborhood or special interests. On the East Side, these are represented by members of the Executive Committee" of the East Side Project Committee in Addendum to this section.

(c) Describe what particular HUD-assisted programs and projects such groups are participating in.

See "Current Activities Administered by the Department of Planning and Urban Development" in Addendum to this section.

Citizens are also participating in all Model Cities programs and the India Point Park project.

(d) Describe efforts to achieve coordination among citizen participation structures located in the same area or having similar program interests.

- The old and still generally effective method of achieving coordination of citizen activity is through the offices of elected, representative officials. The City Council's Committee on Urban Redevelopment, Renewal and Planning performs review functions, holds public hearings, and conducts investigations.
- Self appointed or officially appointed ad hoc committees are frequently used to coordinate efforts related to specific developments.
- The Department of Planning and Urban Development, in accordance with previous HUD requirements, has made a great effort to set up the machinery for, and assist neighborhood residents in project areas to participate in planning. In some cases, overriding neighborhood interests have spawned self-generated neighborhood organizations.
- The efforts of the Model Cities Agency to achieve coordination is described in its Interim Report, Part I.

(Continued on Page 19.a.)

1.(d) Continued

- . In Providence, and throughout the State, there are very many interlocking interest groups with common memberships. These persons are the channels of communications by which the informal coordination of effort is maintained.
- . An Urban Coalition of Rhode Island was formed with the specific purpose of coordinating efforts related to urban problems on a statewide basis. This is partially an outgrowth of the national concern in urban affairs and partially a result of the increasing role of the State of Rhode Island and its component departments and commissions. It also reflects the interests of the business community.

2. Describe the arrangements or working relationships set up to provide groups and individuals opportunities for access to and participation in decision-making in the applicable HUD-assisted programs.

The various methods constantly in use in this municipality of involving citizens in decision making include: (1) the neighborhood of project council which has the privilege of early review and criticism of project proposals, (2) the city-wide interest group which seeks to advance its interests through the various channels open to it, (3) the public hearing of which changes in proposals can, be advocated, (4) the advisory boards which can advise the government concerning activities in the private sphere, (5) the elected neighborhood councils which attempt to represent the residents of a particular area, and (6) the elective process, by which the citizen votes his choice.

In cases where HUD has required a specific form of citizen participation, the procedure has been followed.

3. Describe the steps which have been taken in regard to the applicable programs to provide participating groups and individuals sufficient information and technical assistance.

The central office and the field offices of the Department of Planning and Urban Development are open to groups and individuals with questions concerning HUD assisted programs, although groups are requested to make advance appointments and to work through representatives when possible. Where individuals are involved in actions requiring their personal attention, particularly land acquisition, disposition, re- and habilitation and code enforcement, the staff of the Department of Plan/ Urban Development has been enlarged sufficiently to carry the required caseload.

The Model Cities Agency staff provides information and technical assistance to the Citizen Planning Committee which also serves as the Project Area Council for renewal in the Model Cities Neighborhood.

4. Describe the nature and range of issues relating to the applicable programs with which participating groups and individuals have dealt; the recommendations subsequently made; and the specific results and accomplishments of the participation.

Each urban renewal project now in planning or in early execution stages has been planned with the active participation of neighborhood residents. See East Side (R-4), Mt. Hope (R-18), West Broadway (NDP A-2-1), Lockwood St. (R-27), Upper South Providence and Comstock Projects.

- . Various developments in Weybosset Hill (R-7) are receiving extensive support from civic and business groups.
- . The program of the reorganized Providence School Committee is of interest to citizen groups and planners seeking to improve or modify services and the physical plan.

(Continued on Page 20.a.)

4. (Continued)

- . Planning for Model Cities programs is being carried out with active participation of neighborhood residents acting through the Citizens Planning Committee.
- . Tenants in public housing projects are involved in programming, rentals and maintenance acting through the Providence Board of Tenants Affairs.
- . Statewide voluntary groups and non-profit sponsors are engaged in the production of new housing units for low-moderate income families.
- . The Penn Central Railroad has acquired the old New Haven and Hartford Railroad. The company has plans to make changes in facilities which will eventually entail extensive changes in downtown land use. Statewide and local civic and business groups are participating in the two committees formed to coordinate related private and public activities.
- . Citizens led the way with financial support and provision of planning services in the development of the India Point Park.

ADDENDA

CODES AND CODE ENFORCEMENT

BUREAU OF FIRE PREVENTION

WARREN R. KIRK
FIRE MARSHAL



209 FOUNTAIN STREET
PROVIDENCE, R. I. 02903

FIRE DEPARTMENT

May 25, 1971

Miss Barbara Saydam
Research Division
Department of Planning
City Hall
Providence, Rhode Island 02903

Dear Miss Saydam:

Chapter 1617 is an ordinance amending Chapter 1286 of the ordinances of the City of Providence. It authorized the creation of the Bureau of Fire Prevention, provided for officers of said bureau and defined their powers and duties. It was approved May 2, 1947.

In addition to the foregoing ordinance, we are responsible for enforcing, in cooperation with the Building Inspector, the fire safety aspects and/or provisions of the Building Code of the City of Providence.

The new Fire Safety Code became effective, February 1, 1968 and is now the "bible" for fire prevention personnel throughout the state. As you are no doubt aware, state law can affix or establish standards which must be considered basic; they cannot be lowered or relaxed by the individual community. Said standards can be made more stringent by the individual community however. This accounts for the lack of uniformity regulating enforcement between some cities and towns on any given situation. In Providence, we enforce whichever provision of the foregoing authorities is the more stringent.

There was also a proposed Providence Fire Prevention Code, patterned from the Fire Prevention Code of The American Insurance Association, which however was never enacted into law.

I sincerely hope that the above information will be of help to you and your department. If any other questions arise in the future, please feel free to call on me.

Yours truly,

Warren R. Kirk

WARREN R. KIRK
Marshal, Bureau of
Fire Prevention.



CITY OF PROVIDENCE
EXECUTIVE CHAMBER
PROVIDENCE, R. I.

JOSEPH A. DOORLEY, JR.
MAYOR

September 1, 1971

Mr. M. Daniel Richardson, Jr.
Area Director
Department of Housing and Urban Development
15 New Chardon Street
Boston, Massachusetts 02114

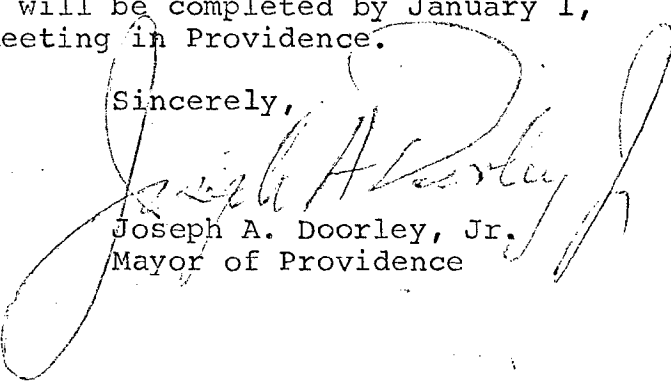
Dear Mr. Richardson:

It is the intention of the City of Providence to immediately begin an update of both its building and plumbing codes.

This update will include specific compliance with each section cited in Mr. Pollock's letter of July 27, 1971.

This update and review will be completed by January 1, 1972, as we agreed at our last meeting in Providence.

Sincerely,


Joseph A. Doorley, Jr.
Mayor of Providence

JAD:pad



DEPARTMENT OF
PLANNING & URBAN DEVELOPMENT

JOSEPH A. DOORLEY, JR.
MAYOR

VINCENT PALLOZZI
DIRECTOR

DIVISION OF COMMUNITY SERVICES

40 FOUNTAIN STREET, PROVIDENCE, R.I. 02903

TELEPHONE 831-6550

ANTHONY N. MELEO, CHIEF

Dear Homeowner:

Rehabilitation Specialist of the West Broadway Renewal Office will soon be visiting the homes in your neighborhood to determine their rehabilitation needs, if any, and to advise you of the opportunities available under the Urban Renewal Project for this area.

Please remember that Direct Federal Loans, for property improvements, are still available to owners who may qualify at a low interest rate of 3% payable up to 20 years. Also, Federal Grants are provided in the amount of up to \$3,500, for certain owners with limited financial resources.

We realize that many homeowners have already brought their property up to and above the minimum requirements established for the area and when these are determined "Certificates of Compliance" will be issued.

We ask your cooperation when the Rehabilitation Specialist calls at your home so that he may assist you in restoring your property to a sound condition and improved appearance. Better housing builds neighborhood stability.

For future aid and/or assistance please call or visit our rehabilitation field office located at 498 Broadway, telephone 331-7150.

Very truly yours,

G. John Terenzi
Supervisor of Rehabilitation

GJT/naf



DEPARTMENT OF
PLANNING & URBAN DEVELOPMENT

JOSEPH A. DOORLEY, JR.
MAYOR

VINCENT PALLOZZI
DIRECTOR

DIVISION OF COMMUNITY SERVICES

40 FOUNTAIN STREET, PROVIDENCE, R.I. 02903

TELEPHONE 831-6550

ANTHONY N. MELEO, CHIEF

Date: _____

Re: _____

Dear

The recent survey conducted by our staff on your property, at the above listed address, turned up certain items of non conformity to the Minimum Property Standards established for the West Broadway Renewal project. A list of these items are attached here too.

We want to point out that this is only an informational letter and not a notice of violation. But we also want to emphasize that since most of these items constitute violations of the City of Providence Minimum Housing Code they will eventually have to be corrected.

We are providing this list so that you may know exactly what you would have to do to bring your property up to standards and to give you an opportunity to take advantage of the Financial Assistance available under the Urban Renewal Plan for the West Broadway Area. Some additional information on this Financial Assistance is attached here too.

For aid and/or assistance please call or visit our rehabilitation field office located at 498 Broadway, telephone 331-7150.

Very truly yours,

G. John Terenzi
Supervisor of Rehabilitation

GJT/naf

REHABILITATION LOAN

Q. WHAT IS MEANT BY REHABILITATION?

A. Rehabilitation means the work that must be done to your structure to bring it up to the Minimum Property Standards of an approved Urban Renewal Area.

Q. CAN MY PROPERTY BE LOCATED ANYWHERE?

A. No. Your property must be located in an approved Urban Renewal Area, and must not be scheduled for acquisition.

Q. WHAT ARE THE SPECIAL TERMS?

A. Three percent (3%) interest rates for a 3 to 20 year term.

Q. WHO WILL BE ELIGIBLE FOR A 3% LOAN?

A. Any owner-occupant and any owner of investor owned properties in an Urban Renewal area.

Q. HOW MUCH MAY BE BORROWED?

A. Up to a maximum of \$17,400. per living unit, not to exceed 11 units.

Q. CAN A PRESENT MORTGAGE BE REFINANCED?

A. Yes, if you own and live in a property with one to four units, you may be able to refinance your present mortgage, depending on how much of your monthly housing expense takes of your total monthly income. At least 20% of the total must be for rehabilitation work.

Q. WHAT IF I DON'T HAVE A MORTGAGE ON MY PROPERTY?

A. You may still borrow the money needed for rehabilitation at 3% interest.

Q. HOW WILL I KNOW IF MY PROPERTY NEEDS TO BE REHABILITATED?

A. Rehabilitation Specialists staffed in the project office will inspect your property and advise you what work must be done.

Q. WHO WILL DO THE WORK?

A. If the work to be done is less than \$10,000., the construction contract may be negotiated with one or more prospective bidders of your choice, \$10,000 or more, a low bid must be obtained by formal advertisement.

Q. MAY I DO THE WORK MYSELF?

A. No. The Federal Government states that the work must be done by qualified and responsible contractors.

Q. HOW DO I APPLY FOR A 3% LOAN?

A. Contact the Program Specialist at the project office in your Urban Renewal Area and he will set up an appointment for you.

REHABILITATION GRANT

Q. WHAT IS A REHABILITATION GRANT?

A. It is a direct grant from the Federal Government to rehabilitate owner-occupied homes in an approved renewal area.

Q. HOW MUCH WILL A GRANT BE?

A. A grant may be up to a maximum of \$3,500.

Q. MUST THE GRANT BE REPAID?

A. No. It is an outright grant.

Q. WHO IS ELIGIBLE FOR A GRANT?

A. Any owner-occupant of a one to four family house whose income is less than \$3,000. per year and does not have excessive savings or other assets may be eligible.

Q. WHAT WORK MAY BE DONE TO MY PROPERTY?

A. All work needed to bring your property up to the approved Property Rehabilitation Standards.

Q. WHAT IF THE AMOUNT OF THE GRANT IS NOT ENOUGH TO BRING MY HOUSE UP TO THESE STANDARDS?

A. Then you must get the difference from some other source, such as a 3% loan or from your own funds if available.

Q. WHO DECIDES WHAT WORK MUST BE DONE?

A. Rehabilitation Specialists staffed in the project office will survey your property and advise you what work must be done.

Q. WHO WILL DO THE WORK?

A. Since the amount of work to be done will be less than \$10,000., the construction contract may be negotiated with one or more prospective bidders of your choice.

Q. CAN A FAMILY WITH OVER \$3,000 INCOME BE ELIGIBLE FOR A GRANT?

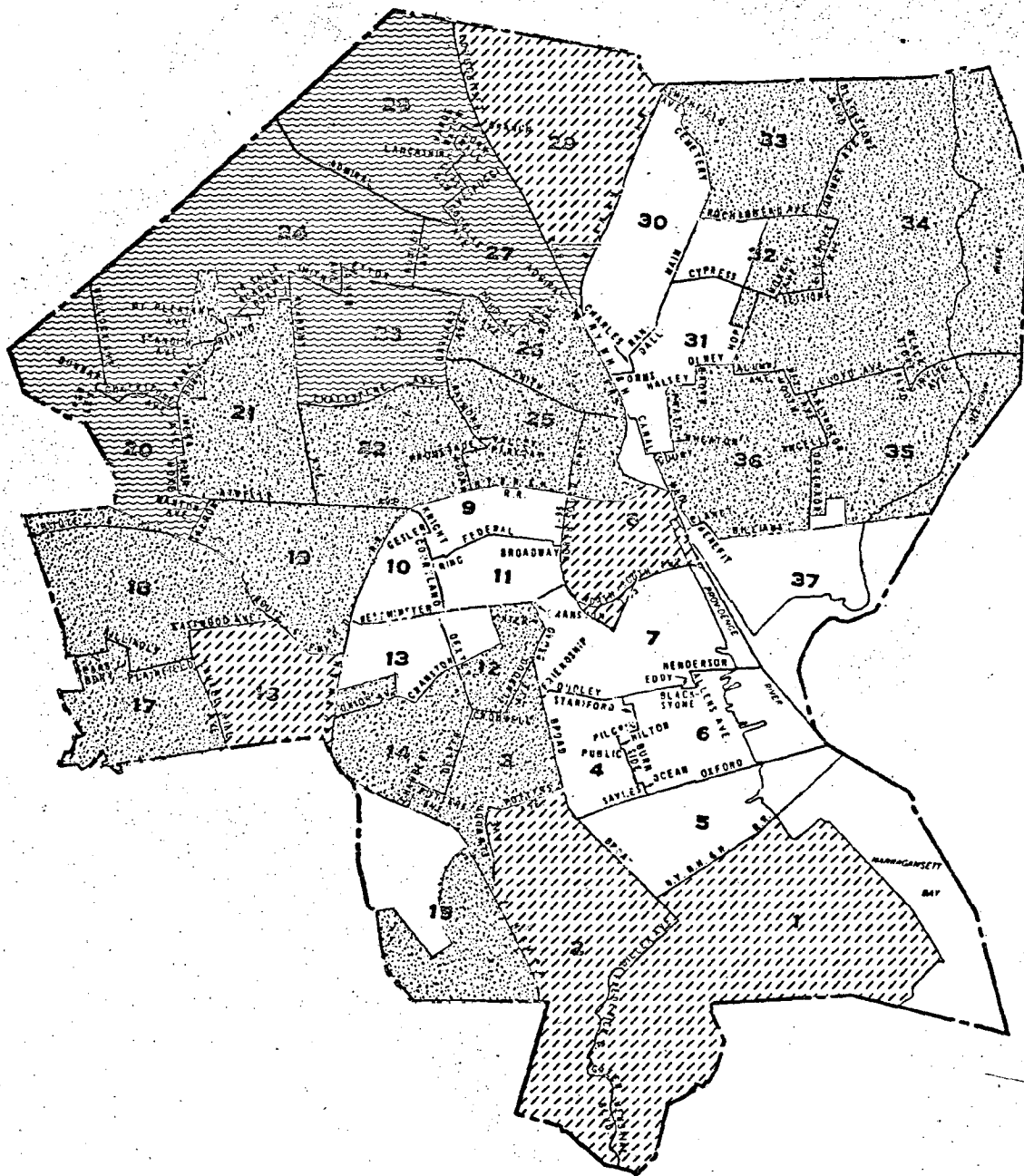
A. Possibly. In some cases, if your housing expense is over 25% of your income a partial grant may be approved. The Finance Specialist assigned to the project office will analyze your income and advise you on the best method of financing improvements to your property.


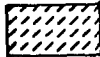

Q. WHO WILL INSPECT THE WORK?

A. The Rehabilitation Specialists will inspect the work while being done.

Q. HOW DO I APPLY FOR A GRANT?

A. Contact the Program Specialist at the project office in your Urban Renewal Area and he will set up an appointment for you.



-  Inspections completed and ongoing recalls
-  Inspection area for 1972
-  Inspection area for 1971

SYSTEMATIC CODE ENFORCEMENT AREAS

ADDENDA

PLANNING AND PROGRAMMING

Addenda Planning and Programming

RHODE ISLAND COUNCIL OF COMMUNITY SERVICES, INC.

LIST OF STUDIES COMPLETED BY CCS STAFF

N- April, 1946	CARE OF RHODE ISLAND CHILDREN OUTSIDE THEIR OWN HOMES
N- June, 1949	REPORT OF STUDY IN PROVIDENCE DAY NURSERY ASSOCIATION AND NICKERSON HOUSE, Group Work & Recreation Division
N- July, 1949	REPORT ON THE STUDY OF LAKESIDE HOME, Health Division
N- January, 1950	REPORT OF STUDY OF CAMPERSHIPS, Group Work & Recreation Division
N- 1950	REPORT OF CONSULTATION SERVICES RENDERED TO THE PROVIDENCE SHELTER FOR COLORED CHILDREN, Family & Children's Division
N- 1950	STUDY OF SALARIES IN RED FEATHER CASEWORK AGENCIES, Family & Children's Division
N- January, 1951	POLICIES IN LOCAL COMMUNITY ORGANIZATION, REPORT OF THE COMMUNITY ON LOCAL COMMUNITY ORGANIZATION, Group Work & Recreation Division
N- February, 1952	ACTIVITIES FOR THE AGING, REPORT OF APPRAISAL COMMITTEE, Group Work & Recreation Division
N- February, 1952	REPORT OF STUDY OF NARRAGANSETT COUNCIL OF CAMP FIRE GIRLS AND PROVIDENCE - CRANSTON COUNCIL OF GIRL SCOUTS, Group Work & Recreation Division
N- June, 1952	REPORT OF STUDY OF JOHN HOPE COMMUNITY CENTER, Group Work & Recreation Division
N- July, 1952	REPORT OF COMMITTEE TO APPRAISE LOCAL NEED FOR A BIG BROTHERS ASSOCIATION, Family & Children's Division
N- 1952	A CAMPERSHIP PLAN, Group Work & Recreation Division
N- 1952	A REPORT OF STUDY OF CRANSTON CHILD WELFARE COMMITTEE, Health
N- January, 1953	REPORT OF THE COMMITTEE TO STUDY THE PROVIDENCE CHILD GUIDANCE CLINIC, PART I, Health Division
N- February, 1953	REPORT OF COMMITTEE TO STUDY THE INTERNATIONAL INSTITUTE, Family & Children's Division
N- March, 1954	A DECADE OF SUMMER CAMPING IN RHODE ISLAND 1944-1953, Research Bureau
N- April, 1954	REPORT OF STUDY OF SOPHIA LITTLE HOME, Family & Children's Division

N-May, 1954 REPORT OF THE COMMITTEE TO STUDY THE PROVIDENCE CHILD GUIDANCE CLINIC, PART II, Health Division.

N-October, 1954 FACTS REGARDING THE ELIGIBILITY OF RESIDENTS AT HOMES FOR THE AGED FOR OLD AGE ASSISTANCE BENEFITS, Family & Children's Div.

N-Circa, 1954 REASONS FOR AND AGAINST THE PRESENT LEGAL CONFIDENTIALITY OF PUBLIC ASSISTANCE RECORDS AND THE NAMES OF RECIPIENTS OF PUBLIC ASSISTANCE.

N-March, 1955 SUMMER CAMPING IN RHODE ISLAND, Research Bureau.

A-1955 57 MILLION FOR RHODE ISLAND HEALTH AND WELFARE, EXPENDITURE STUDY, Research Bureau.

N-January, 1956 REPORT OF CASEWORK AGENCY SALARY STUDY REVIEW COMMITTEE, Family & Children's Division.

N-April, 1956 EMOTIONALLY DISTURBED CHILDREN IN RHODE ISLAND, Family & Children's Division.

N-May, 1956 REPORT OF THE BIG BROTHERS STUDY COMMITTEE, Family & Children's Division.

N-June, 1956 REPORT OF THE COMMITTEE TO STUDY JOB CLASSIFICATIONS AND SALARY RANGES, Group Work & Recreation Division.

N-October, 1956 REPORT OF THE COMMITTEE ON USE OF PUBLIC SCHOOL FACILITIES, Group Work & Recreation Division.

N-March, 1957 REPORT OF TAX-SUPPORTED AGENCY SALARY STUDY, Family & Children's Division.

N-March, 1957 REPORT OF THE JOINT COMMITTEE OF UNITED FUND AND COUNCIL OF COMMUNITY SERVICES.

N-1957 REPORT OF THE REVIEW COMMITTEE OF THE JEWISH COMMUNITY CENTER SURVEY, Group Work & Recreation Division.

N-March, 1958 REPORT OF THE PROVIDENCE BOYS' CLUB STUDY COMMITTEE, Group Work and Recreation Division.

A-April, 1958 REPORT OF THE WARWICK DISTRICT NURSING ASSOCIATION STUDY COMMITTEE, Health Division.

N-May, 1958 REPORT OF THE SOPHIA LITTLE HOME STUDY COMMITTEE, Family & Children's Division.

N-November, 1958 REPORT OF CASEWORK AGENCY SALARY STUDY REVIEW, Family & Children's Division.

N-December, 1958 REPORT OF THE PROJECTED PROGRAM OF THE WARWICK COMMUNITY GUIDANCE CLINIC, Family & Children's Division.

A-April, 1959	THE COMMITTEE ON PROBLEMS OF THE HARD OF HEARING, Health Division
A-April, 1959	STUDIES AND PROJECTS CONCERNING RHODE ISLAND'S CHILDREN AND YOUTH, Research Bureau
A-June, 1959	RHODE ISLAND ARTHRITIS & RHEUMATISM FOUNDATION, Health Division
N-November, 1959	WARWICK CHRISTMAS BASKET FUND STUDY REPORT, Family & Children's Division
A-Circa. 1959	A PLAN FOR PROGRAM DEVELOPMENT AND PRIORITIES DETERMINATION, Research Bureau
N-Circa. 1959	TASK FORCE ON HOMEMAKER SERVICE, Research Bureau
A-January, 1960	REPORT OF THE STUDY OF REHABILITATION SERVICES OF THE DIVISION OF CURATIVE SERVICES OF RHODE ISLAND, R.I. DEPARTMENT OF SOCIAL WELFARE, Health Division
A-January, 1960	REPORT OF THE STUDY OF THE PROVIDENCE TUBERCULOSIS LEAGUE, Health Division
N-February, 1960	STANDING RULES OF THE FAMILY & CHILDREN'S DIVISION OF CCS, Family & Children's Division
A-April, 1960	REPORT OF THE SUBCOMMITTEE ON RECOMMENDATIONS OF THE COMMITTEE ON PROBLEMS OF THE HARD OF HEARING, Health Division
A-1960	INVESTMENT IN THE PEOPLE OF RHODE ISLAND, EXPENDITURE STUDY FOR HEALTH, WELFARE AND RECREATION SERVICES, Research Bureau
N-Circa. 1960	JUVENILE DELINQUENCY IN RHODE ISLAND, 1950-1960, Research Bureau
N-Circa. 1960	SELF-SURVEY OF PUBLIC HEALTH NURSING - SUMMARY AND ANALYSIS OF DATA SUBMITTING BY AGENCIES, 1959-1960, Health Division
N-Circa. 1960	USE OF PUBLIC FUNDS BY VOLUNTARY AGENCIES, 1959-60
A-February, 1961	INTERNATIONAL SUNSHINE SOCIETY, WARWICK BRANCH STUDY REPORT, Health Division
N-April, 1961	STUDY OF ST. ANDREW'S SCHOOL, BARRINGTON R.I., Research Bureau
A-May, 1961	STANDARDS AND GOALS OF PUBLIC HEALTH NURSING, Health Division
N-May, 1961	REPORT ON PSYCHIATRIC SERVICES TO EMOTIONALLY DISTURBED CHILDREN IN RHODE ISLAND, Family & Children's Division

N-June, 1961 R.I. ASSOCIATION FOR RETARDED CHILDREN STUDY REPORT, Health Division.

A-June, 1961 REPORT OF THE PROVIDENCE FLOATING HOSPITAL STUDY COMMITTEE, Group Work & Recreation Division.

N-June, 1961 PURCHASE OF SERVICE FROM VOLUNTARY AGENCIES BY RHODE ISLAND DEPARTMENT OF SOCIAL WELFARE.

N-October, 1961 A POLICY GUIDE FOR THE ESTABLISHMENT OF RECREATION FACILITIES IN RHODE ISLAND, Group Work & Recreation Division.

N-November, 1961 SALARY STUDY REPORT ON CASEWORK POSITIONS IN VOLUNTARY AND AND STATUTORY AGENCIES, Family & Children's Division.

A-November, 1961 SOCIAL FOUNDATIONS STUDY PART I, SOCIAL FACTORS IN PLANNING DISTRICTS, Research Bureau

N-1961 SOPHIA LITTLE HOME, Family & Children's Division.

N-December, 1961 APPLICATION TO RHODE ISLAND FOUNDATION FOR AN EDUCATIONAL PROJECT FOR CHILD CARE WORKERS IN CHILDREN'S INSTITUTIONS IN RHODE ISLAND, Family & Children's Division.

N-December, 1961 REPORT OF STUDY OF PROTECTIVE SERVICES IN RHODE ISLAND.

N-1961 REPORT ON COLLECTION, VERIFICATION AND ISSURANCE OF BIRTH INFORMATION IN RHODE ISLAND, Family & Children's Division.

N-January, 1962 SALARY STUDY REPORT ON CASEWORK POSITIONS IN VOLUNTARY AND STATUTORY AGENCIES, Family & Children's Division.

A-February, 1962 PROVIDENCE CHILD GUIDANCE CLINIC STUDY REPORT, Health Division.

N-February, 1962 EVALUATION REPORT - R.I. YOUTH COUNCIL, Group Work & Recreation Division.

A-March, 1962 SMITH HILL GIRLS' CLUB STUDY, Group Work & Recreation Division.

N-April, 1962 REPORT ON STUDY OF NEED OF CASEWORKER ON STAFF OF NICKERSON SETTLEMENT HOUSE, Family & Children's Division.

A-May, 1962 THE SOCIAL FOUNDATIONS OF URBAN RENEWAL STUDY: ITS RESEARCH ASPECTS, Research Bureau.

N-June, 1962 CUMBERLAND-LINCOLN BOYS' CLUB STUDY REPORT, Group Work & Recreation Division.

A-June, 1962 KENT COUNTY YMCA STUDY REPORT, Group Work & Recreation Division.

A-September, 1962 GUIDELINES TO AN ACTION PROGRAM FOR WARWICK'S YOUTH, Group Work & Recreation Division.

A-November, 1962 PROPOSAL FOR CCS YOUTH PROJECT, Group Work & Recreation Div.

N-December, 1962 RECREATION NEEDS IN RHODE ISLAND, Group Work & Recreation Div.

A-1962 THERAPEUTIC CAMPING, A.C.A., Research Bureau.

N-Circa. 1962	SUMMARY OF TALKS ON DEVELOPING AN EFFECTIVE AGENCY, 1961-62, Health Division.
N-1962	INSTITUTE ON SERVICES TO UNMARRIED PARENTS AND THEIR CHILDREN, Family & Children's Division.
N-February, 1963	R.I. FEDERATION OF YWCA's STUDY REPORT, Group Work & Recreation Division.
N-April, 1963	REPORT ON PROPOSED STAFF CHANGES IN CHILDREN'S FRIEND AND SERVICE AS REQUESTED BY UNITED FUND, Family & Children's Division.
A-October, 1963	CCS YOUTH PROJECT: SHOULD IT CONTINUE? Group Work & Recreation Division.
A-1963	SUMMARY OF THE RANDALL SQUARE RELOCATION STUDY, Research Bureau.
A-January, 1964	COMMUNITY RECREATION ASSOCIATIONS STUDY, Group Work & Recreation Division.
A-February, 1964	PAWTUCKWT YMCA STUDY REPORT, Group Work & Recreation Division.
A-May, 1964	ANALYSIS OF GAPS IN SERVICE TO MENTALLY RETARDED AS EXPERIENCED BY INFORMATION-CONSULTATION SERVICE FOR THE RETARDED.
A-August, 1964	NURSING NEEDS AND RESOURCES IN RHODE ISLAND, Health Division.
N-October, 1964	POVERTY LEGISLATION, POTENTIALS AND IMPLICATIONS FOR HEALTH AND WELFARE.
A-November, 1964	SALARY STUDY OF RECREATION AND GROUP WORK AGENCIES PUBLIC AND PRIVATE, Group Work & Recreation Division.
A-1964	A GENERAL PLAN FOR COMMUNITY RENEWAL FOR THE CITY OF PROVIDENCE, Research Bureau.
A-1964	A SOCIAL PLAN FOR COMMUNITY RENEWAL OF THE CITY OF PROVIDENCE, TECHNICAL SUPPLEMENT, Research Bureau.
N-1964	A SOCIAL PLAN FOR COMMUNITY RENEWAL OF THE CITY OF PROVIDENCE, Research Bureau.
A-1964	A SOCIAL PROFILE OF FISKEVILLE, RHODE ISLAND, Research Bureau.
N-1964	A GUIDE TO TABLE CONSTRUCTION, Research Bureau.
N-1964	THE STYLE MANUAL, Research Bureau
A-January, 1965	RESEARCH EVALUATION OF YOUNG MARRIED COUPLES DEMONSTRATION PROJECT, Research Bureau.
A-January, 1965	EXPLORATORY RESEARCH REGARDING POTENTIAL EXPERIMENTAL SERVICES FOR PUBLIC ASSISTANCE RECIPIENTS, Research Bureau.
A-January, 1965	COMMUNITY WORKSHOPS OF RHODE ISLAND STUDY REPORT, Health Division.

N-February, 1965	INFORMATION CONSULTATION SERVICE FOR THE RETARDED FINAL REPORT, Information Service.
A-March, 1965	STUDY OF PIERCE HOME BACKGROUND MATERIAL, Family & Children's Division.
A-March, 1965	FEDERAL HILL HOUSE STUDY REPORT, Group Work & Recreation Division.
A-May, 1965	PROVIDENCE BOYS' CLUB, FOX POINT UNIT STUDY REPORT, Group Work & Recreation Division.
N-May, 1965	R.I. ASSOCIATION FOR RETARDED CHILDREN, GREATER PROVIDENCE CHAPTER, Group Work & Recreation Division.
A-May, 1965	R.I. ASSOCIATION FOR RETARDED CHILDREN, TECHNICAL SUPPLEMENT, STUDY REPORT, Group Work & Recreation Division.
N-May, 1965	STUDY REPORT - RECREATION FOR THE RETARDED, Group Work & Recreation Division.
A-June, 1965	FEDERAL HILL HOUSE STUDY REPORT, Group Work & Recreation Division.
A-June, 1965	PROVIDENCE LEAGUE FOR THE HARD OF HEARING INTERIM REPORT, Health Division.
A-June, 1965	STUDY OF THE PIERCE HOME, Family & Children's Division.
N-October, 1965	AMERICAN RED CROSS WOONSOCKET, R.I., Group Work & Recreation Division.
A-October, 1965	CUMBERLAND-LINCOLN BOYS' CLUB STUDY REPORT, Group Work & Recreation Division.
N-October, 1965	EAST PROVIDENCE BOYS' CLUB STAFF REPORT, Group Work & Recreation Division.
N-October, 1965	STAFF REPORT - NEWPORT COUNTY CHAPTER RHODE ISLAND ASSOCIATION FOR RETARDED CHILDREN, Family & Children's Division.
A-December, 1965	STUDY OF THE FACILITIES AND SERVICES TO THE COMMUNICATIVELY HANDICAPPED IN RHODE ISLAND, Health Division.
A-December, 1965	REPORT OF COMMITTEE TO STUDY THE NEED FOR A CHILDREN'S CODE COMMISSION, Family & Children's Division.
N-1965	SOPHIA LITTLE STUDY STAFF REQUEST, Family & Children's Division.
A-1965	ANNUAL REPORT OF INFORMATION SERVICE 1964-1965, Information Service.
A-January, 1966	WOONSOCKET YMCA STAFF REPORT, Group Work & Recreation Division.
A-January, 1966	WASHINGTON COUNTY MENTAL HEALTH BOARD STAFF REPORT, Health Division.
A-February, 1966	AN ANALYSIS OF THE SOCIAL FUNCTIONING OF ELDERLY RELOCATEES RELOCATED FROM THE CENTRAL-CLASSICAL AREA OF PROVIDENCE, R.I., Research Bureau

N-February, 1966 IMPLEMENTATION OF FEDERAL SOCIAL WELFARE LEGISLATION IN THE STATE OF RHODE ISLAND, Group Work & Recreation Division.

A-March, 1966 A GENERAL PLAN FOR COMMUNITY ACTION PROGRAM OF THE CITY OF WARWICK, Research Bureau.

A-April, 1966 PAWTUCKET DAY NURSERY STUDY REPORT, Family & Children's Division.

A-April, 1966 STUDY OF HOMEMAKER-HOME HEALTH AIDE SERVICES IN RHODE ISLAND Health Division.

N-April, 1966 THE USO COUNCIL OF PROVIDENCE, NARRAGANSETT BAY AREA STAFF REPORT, Group Work & Recreation Division.

A-June, 1966 STUDY OF BETHANY HOME, Health Division.

A-August, 1966 PERSONAL CARE IN HOMEMAKER PROGRAMS, A NECESSARY COMPONENT IN COMMUNITY HEALTH SERVICE AND SYNOPSIS OF THE FINAL REPORT ON: THE PROJECT ON HOMEMAKER SERVICES FOR THE CHRONICALLY ILL AND AGED, Health Division.

A-August, 1966 PROPOSED PROGRAM FOR STATEWIDE HOMEMAKER-HOME HEALTH AIDE AGENCY IN RHODE ISLAND, Health Division.

A-September, 1966 1966 CASEWORK SALARY STUDY, Research Bureau.

N-September, 1966 STANDARDS FOR COMMUNITY HEALTH PROGRAMS, Health Division.

N-September, 1966 YWCA OF GREATER RHODE ISLAND, SOUTHERN RHODE ISLAND DEVELOPMENT PLANS STAFF REPORT, Group Work & Recreation Division.

N-September, 1966 THE RELATIONSHIP BETWEEN VOLUNTARY AND PUBLIC RECREATION SERVICES IN THE LOCAL COMMUNITIES, A POLICY PROPOSAL, Group Work & Recreation Division.

A-October, 1966 THE PROVIDENCE COST OF LIVING INDEX, Research Bureau.

A-October, 1966 PROVIDENCE BOYS' CLUB, NORTH PROVIDENCE EXTENSION STAFF REPORT, Group Work & Recreation Division.

A-December, 1966 NICKERSON SETTLEMENT HOUSE, PROVIDENCE, R.I., Group Work & Recreation Division.

N-December, 1966 GREATER PROVIDENCE YMCA CRANSTON BRANCH, Group Work & Recreation Division.

A-1966 PRELIMINARY FEASIBILITY SURVEY OF THE NEED FOR A SCHOOL OF SOCIAL WORK IN RHODE ISLAND.

A-1966 ANNUAL REPORT OF INFORMATION SERVICE 1965-1966
Information Service

A-February, 1967 COMMUNITY HOMEMAKER SERVICE STUDY REPORT, PART A, Family & Children's Division.

A-April, 1967 SOCIAL NEEDS AND RESOURCES IN THE CITY OF WARWICK PHASE I, THE SOCIAL CONTEXT, Research Bureau.

A-May, 1967 COMMUNITY HOMEMAKER SERVICE STUDY REPORT, PART B, Family & Children's Division.

A- June, 1967 SOCIAL NEEDS AND RESOURCES IN THE CITY OF WARWICK PHASE II,
SOCIAL RESOURCES FOR MEETING HUMAN NEEDS, Research Bureau

A- June, 1967 HALFWAY HOUSE OF PAWTUCKET BACKGROUND DOCUMENT, Family &
Children's Division

A- July, 1967 REPORT OF THE TASK FORCE ON SHELTER CARE, Family & Children's
Division

N- August, 1967 RHODE ISLAND'S INVESTMENT IN HEALTH, WELFARE AND RECREATION,
1965 EXPENDITURE STUDY, Research Bureau

A- September, 1967 SOCIAL NEEDS AND RESOURCES IN THE CITY OF WARWICK PHASE III,
RECOMMENDATIONS FOR A SOCIAL PLAN FOR WARWICK'S DEVELOPMENT,
Research Bureau

N- September, 1967 SOCIAL NEEDS AND RESOURCES IN THE CITY OF WARWICK, APPENDICES,
Research Bureau

A- October, 1967 REPORT OF THE STUDY COMMITTEE OF HALFWAY HOUSE OF PAWTUCKET,
Family & Children's Division

A- December, 1967 SURVEY OF THE MOST URGENT UNMET NEEDS IN THE CHILD WELFARE
FIELD APPROPRIATE FOR CHILDREN'S HOME OF NEWPORT, BACKGROUND
DOCUMENT, Family & Children's Division

A- December, 1967 SURVEY OF THE MOST URGENT UNMET NEEDS IN THE CHILD WELFARE
FIELD APPROPRIATE FOR CHILDREN'S FRIEND AND SERVICE, Family &
Children's Division

A- December, 1967 SURVEY OF THE MOST URGENT UNMET NEEDS IN THE CHILD WELFARE
FIELD APPROPRIATE FOR CHILDREN'S FRIEND AND SERVICE, BACKGROUND
DOCUMENT, Family & Children's Division

A- 1967 ANNUAL REPORT OF INFORMATION SERVICE, 1966-1967, Information
Service

A- January, 1968 CUMBERLAND-LINCOLN BOYS' CLUB STUDY REPORT, Group Work &
Recreation Division

A- January, 1968 WARWICK BOYS' CLUB STUDY REPORT, Group Work & Recreation Division

A- January, 1968 SURVEY OF THE MOST URGENT UNMET NEEDS IN THE CHILD WELFARE FIELD
APPROPRIATE FOR CHILDREN'S HOME OF NEWPORT, Family & Children's
Division

A- February, 1968 REPORT OF THE STUDY COMMITTEE OF SERVICES TO UNMARRIED MOTHERS
WHERE PLACEMENT OF THE CHILD IS NOT PLANNED, Family & Children's
Division

A- March, 1968 A SURVEY OF ALTERNATIVE PROPOSALS FOR LOCAL HEALTH PLANNING
UNITS IN RHODE ISLAND, Health Division

A- April, 1968 SALVATION ARMY SETTLEMENT AND DAY NURSERY-SUMMER EXPERIENCE
PROGRAM STAFF REPORT, Group Work & Recreation Division

A - May, 1968 CAMPS AND CAMPING IN RHODE ISLAND STAFF REPORT,
Group Work & Recreation Division

A - May, 1968 A HEALTH AND HEALTH RELATED PLANNING PROGRAM INVENTORY IN
RHODE ISLAND, Health Division

A - June, 1968 VOLUNTEERING IN RHODE ISLAND, Group Work & Recreation Division

A - June, 1968 STATISTICAL ANALYSIS OF THE FIFTEEN LARGEST USERS OF THE SOCIAL
SERVICE INDEX, Family & Children's Division

A - July, 1968 CHILD PLACEMENT STUDY BACKGROUND DOCUMENT, Family & Children's
Division

A - Sept., 1968 SOCIAL SERVICE INDEX STUDY, A STAFF REPORT, Family & Children's
Division

A - Nov., 1968 HOMEMAKER-HOME HEALTH AIDE SERVICES OF RHODE ISLAND,
A STAFF REVIEW, Health Division

A - Dec., 1968 KENT COUNTY EAST VISITING NURSE ASSOCIATION STAFF REPORT,
Health Division

A - 1968 ANNUAL REPORT OF INFORMATION SERVICE, 1967-1968,
Information Service

A - 1968 PUBLIC HEALTH NURSING STUDY BACKGROUND PAPERS,
Health Division

A - Jan., 1969 A SURVEY OF DAY CARE RESOURCES IN RHODE ISLAND,
Family & Children's Division

A - Jan., 1969 OPPORTUNITIES INDUSTRIALIZATION CENTER OF RHODE ISLAND
STAFF REVIEW

A - Jan., 1969 REPORT OF CHILD PLACEMENT STUDY COMMITTEE,
Family & Children's Division

A - Feb., 1969 INTERNATIONAL HOUSE STUDY REPORT,
Group Work & Recreation Division

A - Feb., 1969 VOLUNTEERS IN ACTION, Group Work & Recreation Division

A - March, 1969 NEWPORT YMCA STUDY REPORT, Group Work & Recreation Division

A - May, 1969 NEWPORT COUNTY REGIONAL CENTER STAFF REVIEW,
Family & Children's Division

A - May, 1969 STUDY OF WELFARE VISITATION PROJECTS, A STAFF REPORT

N-June, 1969 PROJECT PROPOSAL TO TRI-STATE REGIONAL MEDICAL PROGRAM FOR ESTABLISHING A HEART DISEASE, CANCER, STROKE OUTREACH COMPONENT OF A CENTRAL INFORMATION SERVICE - A THREE YEAR FEASIBILITY STUDY, "OPERATION ALERT".

A-June, 1969 GREATER PROVIDENCE YMCA, EAST SIDE DIVISION, STUDY REPORT, Group Work & Recreation Division.

A-June, 1969 MOUNT HOPE DAY CARE CENTER, Family & Children's Division.

A-June, 1969 YWCA OF GREATER RHODE ISLAND STUDY REPORT, Group Work & Recreation Division.

A-September, 1969 HEALTH CAREERS PROJECT FINAL REPORT, Health Division.

A-November, 1969 REPORT OF A STAFF REVIEW, RHODE ISLAND ASSOCIATION FOR RETARDED CHILDREN, Health Division.

A-July 1, 1968
to June 30, 1969 ANNUAL REPORT INFORMATION SERVICE, Information Service.

A-July 1, 1969
to June 30, 1970 HEALTH REPORT OF INFORMATION SERVICE, Information Service.

A-September, 1970 AGING IN THE RHODE ISLAND COMMUNITY 1970, Research Bureau.

A-October, 1970 SOPHIA LITTLE STUDY, Background Document, Fam. & Children's Div.

A-November, 1970 NORTH PROVIDENCE BOYS' CLUB, Group Work & Recreation Division.

A-February, 1971 "PROJECT 70" SUMMER SOCIAL WORK CAREERS PROJECT IN RHODE ISLAND WITH EVALUATION FINDINGS AND RECOMMENDATIONS, Research Bureau.

A-March, 1971, STATUS REPORT ON DRUG ABUSE IN RHODE ISLAND, Health Division.

A-May, 1971 SOPHIA LITTLE HOME STUDY, Family and Children's Division.

A-June, 1971 STUDY OF ELIGIBILITY OF "HOPE" COUNCIL ON ALCOHOLISM, INC., FOR ADMISSION TO UNITED FUND OF SOUTHEASTERN NEW ENGLAND, INC., Health Division.



RHODE ISLAND

STATEWIDE PLANNING PROGRAM

MONTHLY PROGRESS REPORT

NUMBER 83

JUNE, 1971

A. PROGRAM ADMINISTRATION

1. Personnel: Miss Barbara Drohan and Miss Joan Shurtleff have joined the staff as Senior Clerk-Typists. Mr. John Brownell has replaced Miss Mary Ann Wojciechowski under the Northeastern University cooperative program in civil engineering. Miss Kathleen McLean, Senior Clerk-Typist, has left the Program staff to accept a promotion in another department. The staff totaled 32 on June 30.

2. Publications: Two publications were completed and released during the month:

Project Completion Report, Comprehensive Planning Assistance Project R.I. P-51.

Overall Economic Development Program

A limited number of copies are available.

3. Committee Appointment : Mr. Daniel W. Varin, Chief, Statewide Planning, has been appointed to a three-year term on the Project Advisory Committee of the Health Planning Council, Inc., by the Council's Board of Directors.

B. THE STATE GUIDE PLAN

1. Land Development Policies and Programs

a) State Land Use Plan: During the month work began on typing the corrected draft of the plan for preliminary publication. The last three parts of the report are undergoing staff review and drafting of illustrations is approaching completion.

The Statewide Planning Program, a division of the Rhode Island Department of Administration, is the principal staff agency of the executive branch for coordinating plans for the comprehensive development of the state's human, economic, and physical resources. The objectives of the Program are to plan for the future development of the state and to provide planning assistance to the Governor, the General Assembly, and the agencies of state government.

b) Development Controls for Flood Plains. There was no change in the number of communities covered under the emergency program (13) and the regular program (5) for flood insurance.

During the month the "Criteria for Land Mangement and Use in Flood-Plain Areas" (preliminary) was received by the 18 communities in the flood insurance program and this agency for comment. The purpose of the "Criteria" is to clarify the minimun requirements for land use control measures which must be met by local governments by December 31, 1971, in order to continue flood insurance coverage.

As of June, 1971, 1,117 policies were in effect in Rhode Island. Three communities have over one hundred: Barrington, 116; Warwick, 164; and Westerly, 440. Three have over fifty: South Kingstown, 53; Narragansett, 77; and Charlestown, 63. The remaining twelve communities have between 1 and 47 policies in effect.

2. Highway Guide Plan: Work on the Highway Guide Plan continued with emphasis placed on the highway finance systems of New York, California, New Hampshire, Vermont, Maine and Connecticut. The feasibility of establishing a transportation trust fund for Rhode Island was examined. The subject of bonding was also considered as a means of financing Rhode Island's future highway needs and a meeting with a representative of the Budget Office has been planned to discuss, in detail, the state's bonding procedures and present status. Such topics as dedicated funds, non-highway expenditures from a trust fund, and future sources of federal revenue were also investigated.

3. Transit Guide Plan: The preliminary draft of the report on "Transportation Needs of Low Income Families" has been completed and is in the process of being reviewed.

4. Continuing Transportation Planning

a. Surveillance: A pilot study to develop the best methodology and estimates of time needed to compile a census tract-traffic zone-block number equivalency table was completed. This will be done by using the Geographic Base File, Address Coding Guide, which was prepared by the Rhode Island Statewide Planning Program Staff for the U.S. Bureau of the Census in 1970. This Address Coding Guide is now in the form of a census tract-block number equivalency table. The state's newly revised traffic zones will be incorporated into this table to form the census tract-traffic zone-block number equivalency table which will be needed in the fall of this year to code data obtained from the origin-destination survey to the appropriate traffic zone for later use in the state's continuing transportation planning process.

The sample selection phase of the Statewide Origin-Destination Update Study has been initiated. Approximately 60 percent of the Home Interview Survey Samples have been selected and are being evaluated for randomness and sample rate.

b. Reappraisal: Ground count vs. assignment average daily link traffic volume statistics are being coded for key punching for purpose of running the percent Root Mean Square Comparative Link Program by volume groups. The output will be used as one of the accuracy checks on 1970 forecasting vehicular travel.

5. Sewer Service Plan: On June 2 a preliminary draft of the Interim Basin Plan for the Pettaquamscutt, Saugatucket, and Upper Pawcatuck sub-basins was prepared and sent to the Department of Health for review. It is anticipated that the final interim plan will be submitted to the regional Water Quality Office in July.

6. Recreation Guide Plan: The plan for Recreation, Conservation and Open Space was adopted as an element of the State Guide Plan by the State Planning Council on June 30, 1971.

Additional material on the plan was forwarded to the Bureau of Outdoor Recreation on June 16, 1971.

7. State Airport System Plan: Review of the draft report, "State Airport System Plan: Criteria and Forecasts" was completed. The comments received from the reviewing agencies have been analyzed. At the end of the month the staff was ready to initiate preparation of the state airport system plan (first draft).

8. Historic Preservation Plan

- a) State Surveys: Historical surveys are continuing in Charlestown, East Greenwich, Foster, Glocester, Lincoln, Little Compton, Newport, Providence, Scituate, Smithfield, Warren, and the Pawtuxet section of Cranston and Warwick. Intensive work is underway to complete the Newport survey. The historical survey of the Interstate Route 84 corridors which was conducted by the Rhode Island Historical Preservation Commission has been approved by the State Department of Transportation according to the terms of the contract between the two agencies. This survey report is being prepared for publication.
- b) National Register of Historic Places: There were no entries to the register during the month.

9. Public Investment Plan: The State Planning Council approved the Public Investment Plan, Cycle III, on June 30, 1971. A limited number of copies will be available in August.

In the 1971-1972 fiscal year public investment planning activities will be concerned with capital improvement programming.

10. Goals and Policies: Work continued on the revision of the September, 1969, statement. Letters were sent to the heads of various state departments and agencies to establish interview dates for review of this statement and to convey an initial understanding of the project. Meetings will begin in July.

11. Manpower Plan: All sections of the manpower plan except those concerned with target group priorities were completed in draft form by the end of June. These are:

- a) Description of the state
- b) Identification of manpower problems
- c) Anticipated social and economic developments
- d) Target populations
- e) Inventory of current manpower programs
- f) Suggested priorities and program needs
- g) Inventory of program resources available for fiscal year 1972
- h) Linkages between manpower programs
- i) The relationship of the CAMPS plan to special programs
- j) Community involvement in the planning process

On June 30, the state CAMPS committee approved target groups priorities for each of five sub-areas of the state. These will be used to prepare program funding recommendations and complete the fiscal year 1972 manpower plan during July.

C. RESEARCH AND SPECIAL STUDIES

1. I-84 Corridor Study: Meetings were held with representatives of the U.S. Army Air Defense Command and U.S. Army Corps of Engineers concerning restrictions and clearances involving a U.S. army tracking station near an alternative alignment being studied in the town of Coventry. Information concerning the alignment is being documented for forwarding to Corps of Engineer headquarters, Waltham, Massachusetts. A meeting has been scheduled for next month with the Foster Planning Board to answer questions concerning probable effects either corridor would have on the town. A meeting has been held with Department of Natural Resources personnel to evaluate data concerning environmental impacts within the corridors and to coordinate further detailed study by that agency. Additional meetings to coordinate and evaluate information with other state agencies in the areas of air and water pollution are scheduled for the first week in July.

Work on the traffic analysis section of the I-84 Preliminary Route Location Report has been completed. This section contains investigations of several factors which are considered important in determining the traffic service that such a route would provide. These include an analysis of the socio-economic characteristics of those communities that are most directly served by each corridor, the changes in accessibility that each corridor would provide to those communities, and the effects that each of the corridors would have on the state's highway system.

2. National Transportation Needs Study

a) Airports and Other Intercity Terminal: The Airports and Other Intercity Terminal needs estimates and Alternate I and II Capital Improvement Programs have been completed in draft form. Form D-1, State Airport System Definitions, Form D-2, Individual Airport Data, and that portion of Form D-20, Needs Estimates Summary, and Form D-17, Capital Improvement Program Summaries, dealing with Other Intercity Terminal needs and Alternate I and II Capital Improvement Programs are currently being reviewed by the program staff before the final Forms D-17 and D-20 are completed.

b) Urban Public Transportation: Research on the bus transit, rail transit, and other improvements such as fringe parking has been completed. Bus transit needs for the Newport urbanized area has been completed. Bus transit needs for the Providence-Boston urbanized area are being developed based on data received from the R.I. Public Transit Authority.

c) Highway: The highway portion on the National Transportation Needs Study is being developed cooperatively with the Planning Division of the R.I. Department of Transportation. Needs are being developed for specified term periods and are being ranked according to priorities.

3. Coastal Zone Preliminary Planning: Work continued on the development of a program prospectus to assist the Coastal Resources Management Council in the early stages of program development.

4. Overall Economic Development Program: This report was approved at a special meeting of the Technical Core Committee on June 17th. It was also approved on June 30th by the State Planning Council.

5. South Eastern New England (SENE) Water and Related Land Resources

Study: During the past month a preliminary five year budget for the land use input phase of the SENE study was developed. This budget calls for a total expenditure by the SENE Study of approximately \$179,000 over a five year period. Of this amount approximately \$90,000, or 50%, is programmed for the land use patterns, allocations, and management element. Approximately \$18,000 is programmed for the land use input to the recreation element, \$12,000 for the estuarine and coastal resources element, \$5,000 for the water supply element, \$18,000 for the flood damage reduction and streamflow management element, \$18,000 for the water and related land supply and availability relationships element, and \$18,000 for the water resource program and alternatives element.

6. Economic Growth Centers: The nomination of three economic growth centers in Rhode Island is being considered. The three centers being examined are Woonsocket, Westerly, and Newport. The Woonsocket center would include the city of Woonsocket, the town of North Smithfield, census tract 115 in Lincoln and census tracts 114.01, 114.02, and 114.03 in Cumberland. The Westerly center would be comprised of the towns of Westerly, Richmond, Charlestown and Hopkinton. The Newport Center would encompass the city of Newport and the towns of Middletown and Portsmouth. The Federal-Aid Highway Act of 1970 has authorized the selection of Economic Growth Centers which would qualify for highway demonstration projects. It is felt that a lower quality of life and damaged environment has been the result of congestion in cities and suburbs and declining rural population. These demonstration projects will be a means of evaluating to what degree the construction, reconstruction, or improvement of highways can help alleviate this situation. The recommendations for growth center selection will include data needed to illustrate their present condition and potential for development, present intermodal transportation facilities and their linkages to the growth center, markets, the rural hinterland, the overall transportation network and the possible impact upon the area and region resulting from more adequate transportation connections.

7. Priority Rating System for Water and Sewer Projects: At the June 4, 1971, Technical Committee meeting, the Committee gave provisional approval to a priority rating system for water and sewer projects submitted to HUD for financial assistance. The system consists of six major categories for which points are assigned.

These categories include health and pollution control significance, regional significance, community development significance, the municipal rating on the Department of Community Affairs scale, an evaluation of the community's bond rating on the Moody scale, and an evaluation of the community's equalized tax rate. In addition, the rating system includes the assignment of bonus points for projects for which the preliminary planning or engineering work has been completed by a federal advance or through local appropriations, for projects which would serve major industrial, commercial and institutional centers of major regional significance, and for projects for which the local share of the project cost has already been appropriated.

In total a maximum of 43 points and a minimum of six points could be assigned to each project under this system. It has been determined that projects receiving 15 points or more should be considered as first priority projects. Those receiving less than 15 points would be regarded as second priority projects.

This priority rating system is now being used for evaluating all of the water and sewer projects that are submitted to HUD for consideration for financial assistance.

8. Federal-state Cooperative Program for Local Population Estimates:

The coding of the data for the regression method was completed for the 1968 test estimates and the data for the 1969 estimates were gathered. Data for the 1969 estimate by the Composite method was collected and the procedure for this method was 90 percent completed. Methods for collecting the 1970 data for the "census date test program" were reviewed and data collection initiated.

D. EVALUATION, REVIEW, AND COORDINATION OF FEDERAL PROJECTS

1. Project Notification and Review System

Notice of 18 projects requiring review was received during June. This is the largest number ever received during a single month. The status of applications received to date is:

<u>Period</u>	<u>Applications received</u>	<u>Referrals sent</u>	<u>Final action completed</u>
FY '68	70	360	70
FY '69	53	164	44
FY '70	85	478	92
FY '71	<u>92</u>	<u>596</u>	<u>83</u>
Total	300	1,598	289

2. Direct Federal Development Activities

Notice of the first federal action subject to review under Circular A-95, Part II, was received during June. This was a notice by the General Services Administration that a 51 acre section of Fort Wetherill, Jamestown, had been determined to be surplus to the needs of the federal government. Response was made to this notice during June.

3. State Plans

Three state plans were received during June:

Development Disabilities

Vocational Education

National Defense Education

Review of these three plans and of the Plan for Library Programs, received in May, was completed and comments were forwarded to the Governor.

E. COMMITTEES

1. State Planning Council: The Council met on June 30 and adopted the plan for Recreation, Conservation and Open Space as an element of the State Guide Plan. Reports on the Public Investment Plan, Cycle III, and the Overall Economic Development Program were approved. The Council also reviewed and approved the Project Completion Report for Comprehensive Planning Assistance Project R.I. P-51.

2. Technical Committee: The Committee held two meetings on June 4 and 17.

On June 4, the Committee revised the interim priority rating system for water and sewer facility projects to include three additional components: (1) status of planning and engineering work on the project; (2) service to a facility of regional significance; and (3) availability of local funds for the project. Action was taken on two projects reviewed under OMB Circular A-95, Part I (see Section D). The Committee reviewed the Project Completion Report for Project R.I. P-51 and the Overall Economic Development Program, and recommended that the State Planning Council approve these reports. The Committee also received a program report on the study of transportation needs of low-income families.

Most of the second meeting, on June 17, was devoted to review of federal applications. Action was taken on 13 applications. A progress report on evaluation of travel forecasting models was also received.

F. MEETINGS

Staff members participated in the following meetings during June:

- 1 Southeastern New England (SENE) Study, Study Mangement Team, at Boston.
- 2 State manpower coordinating committee, at Providence
- 3 Natural Resources Group, at West Greenwich.
Rhode Island Historical Preservation Commission monthly meeting, at Providence.
- 4 Technical Committee, at Providence.
- 7 Messrs. Altobelli, Kirk, and Rosenfield, Federal Highway Administration regional and division offices, on highway corridor planning procedures, at Providence.
- 8 Senate Committee on Corporations, testimony on proposed coastal resources mangement legislation, at Providence.
- 9 Mr. Willford Gates and Mr. Francis Dutra, R.I. Department of Transportation and Mr. David Rosenfield, Federal Highway Administration, at Providence.
Rhode Island Association of Chambers of Commerce, Recreation Committee, on the Plan for Recreation, Conservation and Open Space, at Providence.
- 10 Mr. Nicholas Mottern, editor, "The Independent Man", at Providence.
- 11 Special Legislative Commission to study the Howard Complex, at Cranston.
Mr. W. Gates and Mr. F. Dutra, R.I. Department of Transportation; and Mr. D. Rosenfield, FHWA; on I-84 Environmental Impact Statement, at Providence.
- 15 New England Section, Institute of Traffic Engineers Meeting, at Nashua, New Hampshire.
U.S. Soil Conservation Service officials, on use of soil surveys, at Providence.
Urban modeling seminar, at Brown University, Providence.

- 16 Mr. Henry Deion, Mr. Graham Munkittrick, and Mr. Edmund Seay, on Resource Conservation and Development brochure, at Providence.
- 17 Technical Committee, special meeting, at Providence
Mr. Wendall Davis, planning intern, Town of North Kingstown, at Providence.
- 18 New England Chapter, American Institute of Planners, meeting on "Rail Passenger Transportation and Community Development", at Newport.
Rhode Island Natural Areas Survey meeting, at Providence.
- 21 Mr. Vanessa, Penn, Central Railroad; on National Transportation Needs Study, at Providence.
- 22 Rhode Island Rural Development Committee, monthly meeting, at Kingston.
Mr. M. Marks and Mr. E. Carlton, Washington and regional offices, FHWA; Mr. J. Arruda, R.I. Department of Transportation; Mr. M. Fertal, Commission Corp.; and Mr. J. Manning, Urban Transportation Systems Associate; on R.I. Origin-Destination Update Study, at Providence.
Mr. Albert Zurlinden, Department of Natural Resources, at Providence.
- 23 Public hearing on "Plan for Recreation, Conservation and Open Space", at Providence.
Mr. George Seavey, R.I. Natural Areas Survey, at Providence.
- 24 Public meeting on the Southeastern New England (SENE) Study, at Cranston.
Mr. Raymond LaBelle and Mr. Sam DiSano, on CAMPS Secretariat and Youth Opportunity Coordinator grants for fiscal year 1972, at Providence.
Mr. J. Arruda, Mr. F. Gerimia and Mr. C. Pagliarini, R.I. Department of Transportation, on highway needs for the National Transportation Needs Study, at Providence.

- 25 Mr. Ralph Beckley, Boston Regional Office, U.S. Department of Labor, on revised manpower planning procedures, at Boston.

Messrs. Tonini and Vigil, Boston Area Office, U.S. Department of Housing and Urban Development, on comprehensive planning grant application for fiscal year 1972, at Boston.

Mr. W. Gates, R.I. Department of Transportation; on I-84 environmental impact; at Providence.

Mr. J. Dougherty, R.I. Public Transit Authority; on Urban Public Transportation needs for the National Transportation Needs Study, at Providence.

- 28 Mr. John Hamburg, Consultant on Highway Research Board study of state planning organization and procedures, at Providence.

- 30 State Planning Council, at Providence.

Attachments to this report:

Committees

Staff List

Publications

The preparation of this report was financially aided through a federal grant from the United States Department of Housing and Urban Development under the Urban Planning Assistance Program authorized by Section 701 of the Housing Act of 1954, as amended, and by Highway Planning and Research funds from the United States Department of Transportation, Federal Highway Administration.

RHODE ISLAND STATEWIDE PLANNING PROGRAM

Committees: June 30, 1971

The State Planning Council

Mr. Kevin K. Coleman, Director, Rhode Island Department of Administration (Chairman)

Mr. Frederick C. Williamson, Director, Rhode Island Department of Community Affairs (Vice Chairman)

Honorable Fred R. Alofsin, Mayor of the City of Newport

Mr. Morris Chorney, Executive Director, Rhode Island Department of Transportation

Honorable Joseph A. Doorley, Jr., Mayor of the City of Providence

Mr. Francis J. Fazzano, Director, Rhode Island Department of Transportation

Mr. Edward C. Hayes, Jr., Acting Director, Rhode Island Department of Natural Resources

Miss Mary C. Hackett, Director, Rhode Island Department of Employment Security

Mr. Ferris J. Howland, Regional Director, Federal Aviation Administration

Honorable A. Edgar Lussier, Mayor of the City of Woonsocket

Mr. Leroy Mills, Area Representative, U.S. Department of Housing and Urban Development

Mr. John C. Murray, Budget Officer, State of Rhode Island

Honorable Phillip W. Noel, Mayor of the City of Warwick

Mr. Adolph T. Schmidt, Executive Director, Rhode Island Development Council

Honorable James L. Taft, Jr., Mayor of the City of Cranston

Mr. Victor E. Taylor, Division Engineer, Federal Highway
Administration, U.S. Department of Transportation

Mr. Albert B. West, Director, Rhode Island Department of Business
Regulation

Mr. Herbert C. Wells, Jr., Chairman, Rhode Island Public Transit
Authority

The Technical Committee

Mr. Ernest Friday, Chief, Division of Administration and Program
Management, Rhode Island Department of Community Affairs
(Chairman)

Mr. Edmund Colletta, Supervising Budget Analyst, Budget Division,
Rhode Island Department of Administration

Mr. Richard F. Dietz, Director of Public Works, Town of North
Kingstown

Mr. Calvin B. Dunwoody, Chief, Division of Planning and Develop-
ment, Rhode Island Department of Natural Resources

Mr. Francis H. Dutra, Acting Chief, Planning Division, Rhode Island
Department of Transportation

Mr. John A. Iemma, Chief, Research Division, Rhode Island Develop-
ment Council

Mr. Glenn Kumekawa, Director of City Planning, City of Warwick

Mr. Francis J. Perry, Road Design Engineer, Rhode Island Department
of Transportation

Mr. David Rosenfield, Planning and Research Engineer, U.S. Bureau
of Public Roads

Mr. H. Monroe Selander, General Manager, Rhode Island Public
Transit Authority

Mr. Archie Smith, Chairman, Rhode Island Public Utilities
Commission

Mr. William E. Sutton, Chief, Division of Planning and Development,
Rhode Island Department of Community Affairs

Other Committees

The Statewide Planning Program is also closely associated with, is represented on, and/or provides staff services to, many other committees and groups. Among these are the:

American Association of State Highway Officials, Committee on Urban Transportation Planning, Socio-Economic, and Environmental Factors,

Commission on Discovery and Utilization of Public Rights-of-Way

Green Acres Review Committee

Governor's Air Transportation Development Committee

Governor's Council of Economic Advisors

Governor's Technical Committee on the Coastal Zone

Legislative Commission to Study the State Institutional Complex at Howard

Natural Resources Group

New England Regional Council for Health and Demographic Statistics

Northeast - Regional Demand Committee, Bureau of Outdoor Recreation, U.S. Department of the Interior

Pawtuxet River Board

Project Advisory Committee, Health Planning Council, Inc.

Rhode Island Historical Preservation Commission

Rhode Island Rural Development Committee, U.S. Department of Agriculture

State Manpower Planning Council

South Eastern New England Water and Related Land Resources
Study, Study Mangement Team

RHODE ISLAND STATEWIDE PLANNING PROGRAM

Staff List: June 30, 1971

Title

Name

Chief
Assistant Chief

Daniel W. Varin
Jerome Lessuck

Administration

Principal Clerk Typist
Senior Clerk Typist
Senior Clerk Typist
Senior Clerk Typist
Senior Clerk Typist

Dorothy L. Bloom (Mrs.)
Veronica R. Girard (Miss)
Barbara A. Drohan (Miss)
Joan A. Shurtleff (Miss)
Cheryl A. Wolfe (Mrs.)

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Irwin N. Silverman

General Planning

Supervising Planner

Bradford E. Southworth

Principal Planner
Principal Planner

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Victor J. Parmentier

Senior Planner
Senior Planner
Senior Planner

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Junior Planner

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Engineering Aide

(vacant)
(vacant)

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Principal Planner

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Senior Planner

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Senior Engineering Aide*

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Principal Research Technician
Junior Planner
Planning Technician

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Marlene A. Marcello (Miss)
Dorothea Shola (Miss)

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Computer Programmer in charge
Computer Programmer

James A. Andrade
Richard J. Spencer

Drafting Room

Draftsman in charge
Draftsman
Draftsman

Mansuet J. Giusti, III
Peter A. Ouimette
(vacant)

* Student in the Northeastern University Cooperative Program
in Civil Engineering

RHODE ISLAND STATEWIDE PLANNING PROGRAM

Publications

This list includes all publications issued by the Statewide Planning Program through June 30, 1971. The availability of these publications is indicated as follows:

- (A) Available on request
- (N) Not released
- (O) Out-of-print
- (R) Out-of-print; reprints may be purchased from the National Technical Information Service, 5285 Port Royal Road, Springfield, Virginia 22151. The cost is \$3.00 for a paper copy or \$0.95 on microfiche. The accession number listed following the publication data, should be used in ordering reprints.

Program Reports

Number 1: Program Prospectus. December, 1963 (reprinted) (O).

Number 2: Program Design Report. February, 1965. (O).

Supplement: 1968-1969 Work Program. February, 1968. (O)

Supplement: 1969-1970 Work Program. May, 1969, (O)

(Note: see "Other Publications" section for later work programs.)

Number 3: Cost Accounting Manual. February, 1965. (O).

Number 4: Organization Manual. February, 1965 (O)

Number 5: Guide Plan: Central Offices for the Executive Branch of State Government. April, 1966. (O)

Number 6: XIOX Users Manual for the IBM 7090/7094 Computer. November, 1966. PB 190 084. (A).

Number 7: Population Projections for the State of Rhode Island and its Municipalities, 1970-2000. December, 1966. PB 190 400. (R)

- Number 8: Plan for Recreation, Conservation and Open Space, (Interim Report). February, 1968. PB 179 537. (R)
- Number 9: Rhode Island Transit Plan: Future Mass Transit Services and Facilities. June, 1969. PB 187 993. (R).
- Number 10: Plan for Public Water Supply and Distribution. September, 1969. (A)
- Number 11: Plan for Public Sewerage Facility Development. September, 1969. PB 192 947. (A).
- Number 12: Plan for Recreation, Conservation and Open Space (Second Interim Report). May, 1970. PB 194 830. (R).
- Number 13: Historic Preservation Plan. September, 1970. PB 198 654. (A).
- Number 14: Plan for Recreation, Conservation and Open Space, January, 1971. (A).
- Number 15: A Department of Transportation for Rhode Island. March, 1971. (A)

Technical Papers

- Number 1: Present Use of Public Transportation in the Providence Metropolitan Area. September, 1965. (A)
- Number 2: A Report on the Historical Points of Interest, Scenic View Areas and Special Topographical Features of the State of Rhode Island. October, 1965. (O).
First Revision. February, 1967. (O).
- Number 3: Data Bank. October, 1965. PB 190 457. (R)
- Number 4: Preliminary Transit Usage Forecasts for the Providence Metropolitan Area. October, 1965. PB 190 458. (R)
- Number 5: Development and Testing of a Gravity Model for the Providence Metropolitan Area. May, 1966. PB 190 459. (R).
- Number 6: Use of the Project Control System in the Rhode Island Statewide Comprehensive Transportation and Land Use Planning Program. June, 1966. PB 190 460. (A)

- Number 7: Statewide Trip Generation and Distribution Models, January, 1966. (O).
- Number 8: 1965 Summer Outlook Recreation Demand and Travel Inventories. March, 1966. PB 190 151. (R)
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An Economic Forecasting System for Rhode Island, prepared by Richard A. Siegal and Associates. December, 1970. PB 197 590. (R)

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Recommendations of the Governor's Technical Committee on Narragansett Bay and the Coastal Zone. March, 1971. (A).

Rules for Public Hearings. April, 1971. (A).

Work Program: Fiscal Year 1971-1972. April, 1971, (A).

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PROGRAM COMPLETION REPORT

The housing studies completed during this project year were based on the conclusions of the report entitled Housing Problems and Responses. The research and writing of Housing Problems and Responses was accomplished during the 1969-1970 project year. Sections of this report were then revised and a final copy published as of October 1970. This survey of housing problems and current attempts to deal with them brought to light several actions which could potentially effect an improvement in the housing stock of Providence. Consequently, the project year 1970-1971 was spent in making recommendations to improve the effectiveness of housing code enforcement through administrative changes and some revision of the code itself, to use the property tax to encourage improvements in housing, and to formalize a structure for citizen participation in the planning process. The final housing element report published during this project year attempts to deal with the effect an income maintenance program would have on the quality of housing in Providence. Following a description of the housing stock is an analysis of the relationship among quality, tenure, income, preferences, plumbing facilities, crowding, and wealth, and also the relationship between income and tenure. That resulting conclusion is that income maintenance would improve some of the housing stock, but that a more effective instrument is needed to radically upgrade this housing stock.

This approach to the housing problems of Providence combines studies aimed at identifying problems with specific short range proposals which can practically be implemented by the City of Providence and also some speculation on the impact of Federal programs, such as income maintenance.

In addition to Housing Element Studies, 701 Comprehensive Planning funds were used for computer services to create a master file for the Land Use Survey and to program thirteen summary reports dealing with land use, area, land characteristics, yard condition, zoning, exterior condition of the main structure, number of housing units, number of vacant units, ground floor area, and number of stories.

List of Documents:

1. Housing Problems and Responses
2. Analysis and Recommendations With Respect to
Housing Code Enforcement Policies and Procedures
3. Tax Modification For The Improvement of Housing
4. Community and Agency Liaison
5. Housing Effects of Income Maintenance in Providence

ADDENDA
HOUSING AND RELOCATION

Addenda Housing and Relocation

General Housing Characteristics: 1970-Continued

[For minimum base for derived figures (percent, median, etc.) and meaning of symbols, see text]

The State
SMSA's
Towns and Places of 10,000
Inhabitants or More
Counties

	Towns and places of 10,000 inhabitants or more—Continued									
	Providence	Smithfield Town	South Kingstown Town	Tiverton Town	Warren Town	Warwick	Westerly Center (U)	Westerly Town	West Warwick Town	Woonsocket
Total population	179 213	13 468	16 913	12 559	10 523	83 694	13 654	17 248	24 323	46 820
All housing units	68 163	3 835	6 020	4 169	3 543	26 219	4 483	6 776	8 119	16 489
Vacant—seasonal and migratory	31	21	1 747	209	154	410	—	1 158	3	1
All year-round housing units	68 132	3 814	4 273	3 960	3 389	25 809	4 483	5 618	8 116	16 488
POPULATION										
Population in housing units	170 162	13 203	12 151	12 525	10 307	82 911	13 518	17 068	24 210	46 323
Per occupied unit	2.7	3.5	3.1	3.3	3.2	3.3	3.1	3.2	3.1	2.9
Owner	3.1	3.7	3.2	3.4	3.4	3.5	3.4	3.4	3.5	3.4
Renter	2.5	2.8	2.7	2.8	2.8	2.6	2.7	2.9	2.7	2.6
TENURE, RACE, VACANCY STATUS										
Owner occupied	22 632	3 022	2 711	3 035	1 928	20 433	2 720	3 411	4 254	5 791
White	21 622	3 012	2 623	3 024	1 926	20 327	2 699	3 388	4 248	5 765
Negro	867	4	42	4	1	66	10	11	3	16
Renter occupied	40 516	711	1 267	793	1 337	4 494	1 584	1 953	3 560	10 032
White	36 109	709	1 126	790	1 330	4 460	1 545	1 910	3 544	9 869
Negro	3 943	—	66	—	5	20	18	19	5	129
Vacant year-round	4 984	81	295	132	124	882	179	254	302	665
For sale only	187	15	30	22	4	166	28	41	29	26
For rent	3 413	22	106	46	95	246	69	79	194	487
Other vacant	1 384	44	159	64	25	470	82	134	79	152
ROOMS										
1 room	1 835	12	83	8	24	140	30	33	144	216
2 rooms	2 633	41	142	49	61	414	56	72	205	406
3 rooms	7 256	259	291	204	314	1 464	259	303	841	1 915
4 rooms	16 520	660	794	799	655	4 469	772	999	1 746	4 622
5 rooms	20 589	1 103	901	1 327	1 023	7 869	1 564	1 715	2 257	4 880
6 rooms	11 450	948	852	868	727	6 300	1 088	1 302	1 686	2 668
7 rooms	3 349	437	570	378	365	2 034	459	563	691	846
8 rooms or more	4 500	354	610	317	220	1 989	455	641	546	935
Median	4.8	5.3	5.4	5.2	5.1	5.3	5.3	5.3	5.0	4.7
UNITS IN STRUCTURE										
1 unit	14 955	3 065	3 316	3 090	1 749	22 236	2 449	3 324	3 816	3 864
2 units or more	53 149	745	934	729	1 640	3 506	2 034	2 294	4 296	12 615
Mobile home or trailer	28	4	23	141	—	67	—	—	4	9
PLUMBING FACILITIES										
With all plumbing facilities:										
All year-round units	65 682	3 684	4 094	3 722	3 185	25 428	4 368	5 485	7 806	16 007
All occupied units	61 049	3 614	3 822	3 627	3 091	24 648	4 194	5 238	7 541	15 413
1.01 or more persons per room	3 262	295	220	264	212	1 513	222	311	442	1 064
Negro occupied	4 684	—	92	—	5	81	23	25	8	142
1.01 or more persons per room	511	—	15	—	1	12	1	2	—	27
Lacking some or all plumbing:										
All year-round units	2 450	130	179	238	204	381	115	133	310	481
All occupied units	2 069	119	156	201	174	279	110	126	273	410
Negro occupied	126	—	16	—	1	5	5	5	—	3
All occupied housing units	63 148	3 733	3 978	3 828	3 265	24 927	4 304	5 364	7 814	15 823
PERSONS										
1 person	17 007	410	719	430	555	3 063	683	825	1 251	3 503
2 persons	19 176	949	1 234	1 165	918	7 051	1 206	1 502	2 335	4 762
3 persons	10 522	664	662	739	582	4 492	842	1 015	1 469	2 677
4 persons	7 477	687	584	661	535	4 433	693	868	1 235	2 056
5 persons	4 386	469	379	388	339	3 020	449	596	778	1 343
6 persons	2 310	278	208	255	170	1 545	252	326	418	724
7 persons	1 224	149	103	113	82	781	107	133	178	391
8 persons or more	1 046	127	89	77	84	542	72	99	150	367
Median	2.3	3.3	2.6	2.9	2.8	3.0	2.8	2.8	2.7	2.4
PERSONS PER ROOM										
1.00 or less	59 763	3 426	3 743	3 546	3 033	23 398	4 075	5 045	7 354	14 748
1.01 to 1.50	2 758	274	183	246	184	1 357	201	283	383	922
1.51 or more	627	33	52	36	48	172	28	36	77	153
VALUE										
Specified owner occupied	12 222	2 662	2 293	2 518	1 447	19 411	2 047	2 605	3 326	3 349
Less than \$5,000	161	22	26	32	13	203	5	9	8	33
\$5,000 to \$9,999	1 310	139	206	176	115	1 746	56	77	161	284
\$10,000 to \$14,999	3 286	493	500	487	318	4 790	227	301	848	983
\$15,000 to \$19,999	3 364	840	512	774	459	6 819	483	603	1 361	1 243
\$20,000 to \$24,999	1 598	555	400	532	315	3 162	585	700	579	500
\$25,000 to \$34,999	1 061	464	396	365	173	1 658	473	574	283	207
\$35,000 to \$49,999	705	119	181	97	43	685	162	221	64	75
\$50,000 or more	737	30	72	55	11	348	56	120	22	24
Median	\$17 000	\$19 000	\$19 000	\$18 600	\$18 000	\$17 200	\$22 200	\$22 200	\$17 400	\$16 500
CONTRACT RENT										
Specified renter occupied	40 402	691	1 207	748	1 324	4 446	1 578	1 927	3 554	10 026
Less than \$40	5 920	91	57	78	122	364	137	154	265	1 910
\$40 to \$59	13 540	168	193	161	370	586	411	467	688	4 156
\$60 to \$79	10 098	140	186	128	384	808	441	548	884	2 330
\$80 to \$99	4 218	110	198	101	183	615	206	266	685	849
\$100 to \$119	2 092	39	115	65	84	514	121	146	390	293
\$120 to \$149	1 882	35	108	65	90	500	93	119	264	176
\$150 to \$199	973	38	86	56	29	587	43	63	201	113
\$200 or more	528	4	12	11	1	179	2	4	12	12
No cash rent	1 151	66	152	83	61	293	124	160	165	187
Median	\$60	\$68	\$79	\$75	\$67	\$90	\$68	\$70	\$77	\$54

HOUSING EFFECTS OF INCOME MAINTENANCE IN PROVIDENCE

• Peter Van Daam, Consultant

June, 1971

An Economic study conducted by the
Planning Division, Long Range Planning Section
Department of Planning and Urban Development
City of Providence

40 Fountain Street
Providence, Rhode Island 02903

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ABSTRACT

TITLE : Housing Effects of Income Maintenance in Providence

AUTHOR : Peter Van Daam, Consultant

SUBJECT : The impact of an income maintenance program on the condition of housing in Providence, Rhode Island

DATE : June, 1971

LOCAL PLANNING AGENCY : City Plan Commission, Providence, Rhode Island
Department of Planning and Urban Development
40 Fountain Street
Providence, Rhode Island 02903

HUD PROJECT NO.: R.I. P-52

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ABSTRACT : This study was undertaken to determine what effect a Federal income maintenance program would have on the quality of housing in Providence. Based on Providence's past experiences, data has been developed to help us understand the nature of the housing problems in Providence and what real needs exist for implementing an income maintenance system to improve and maintain the city's housing stock.

Since it was necessary to develop a firm understanding of who is involved in the housing problems of this city, this report begins with a description of the population, housing supply, tenure, and condition and quality of the housing stock. In attempting to describe who is involved, data are developed on the relationships between income and tenure, and quality and tenure, income, preferences, plumbing facilities, crowding, and wealth. The final section deals with income maintenance and quality.

The conclusion is that preferences as well as income determines the distribution of housing quality. A surprising number of substandard units are occupied by higher income households who economize on housing services and standards. Income maintenance in itself will not bring about a radical change in the housing stock. More effective Federal programs will be needed to substantially upgrade the housing in Providence.

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PURPOSE

This study was an attempt

- o to develop and analyze data essential to a better understanding of the real needs for implementing an income maintenance program in Providence,
- o to analyze the effects of income and rental maintenance on the rehabilitation and maintenance of the Providence housing stock, and
- o to provide in those terms specific policy proposals that should be followed.

We are able to report on the first task at this time.

Our initial hopes were to detail the housing consequences that a city- or nationwide general income supplement program for "low" income families and individuals would bring about. The short amount of time budgeted (less than two man-months) for the undertaking obviously precluded any real realization of this ambitious goal or even a detailed examination of any of the primary mechanisms underlying a housing market response of this sort. Yet an important first step was made.

Beside an extensive survey of the income maintenance and housing literature, the time actually devoted did allow us to gather and become acquainted with the housing data available for Providence on a city-wide basis and to examine these for adequacy and for the relevance of specifying housing stock improvement as a major goal for any income maintenance scheme. This new knowledge then allowed us to make some tentative analysis and conclusions but not definitive proposals - nothing on which local government policies and programs

could be based although even those, if available, would have been less than detailed schemes and schedules of action.

This report is a preliminary draft. No revisions and no editing have been made. The calculations are of slide-rule accuracy. Sophisticated statistical techniques were not necessary. Much of what was presented verbally to the planning staff is not included.

This study does not estimate cash income maintenance benefits for Providence or consider Providence's specific labor market and institutional determinants of its income distribution. Also this report includes no case studies and is quite deficient in that regard. We have not personally surveyed Providence's housing stock nor interviewed inhabitants. More important, we should have surveyed and observed landlord behavior. This report touches only indirectly on the tenant-landlord relation. The effects of race have not been discussed because for Providence as for other central cities blacks have been inheritors of substandard and discarded stock such that actually any housing effects were on rather than by race. Lack of time precluded a detailed census tract analysis. Finally, there was unfortunately, no citizen participation in the development of this study.

We hope this description and analysis will prove useful to Providence and Rhode Island policy makers, interested citizens and other researchers.

SUMMARY

Preferences for housing (partly as expressed through tenure), as well as income differences were found to determine the distribution of poor quality housing among households. Consequently, considerable fractions of the middle- and upper-income families and individuals occupied substandard housing units along with the "poor". At the same time the majority of low-income households occupied housing which was considered at least up to minimum acceptable standards or higher.

Rough estimates indicated that if low incomes were pushed up toward Providence's median levels, an application of income maintenance could have reduced the substandard stock which was occupied by possibly 10 percent in 1950 and 25 percent in 1960. In both years most of the income maintenance benefits would have been "wasted" in a program sense on the low-income households who were already occupying standard housing and on the low-income households who would have persisted in occupying "substandard" housing. One reason for the two different effectivenesses is that the housing quality measures were inadequate for the purpose of diagnosing and comparing the real utilities of those housing stocks to their respective populations of occupants.

Modification of tenure institutions and arrangements and of associated government policies appeared to be a more fruitful way than income redistribution for promoting better quality housing. Institutional improvements of this sort would increase the opportunities for independent individual decision-making. Income maintenance, not attacking basic causes, would more likely reinforce dependence.

INTRODUCTION

Income maintenance schemes on such large scales as those currently being proposed and even voted upon in Congress appear to many as a radical departure from our nation's accustomed ways for dealing with its internal problems. Others though will advise that institutional innovations of this sort are in reality an orderly next step in the urgent refashioning of our social welfare machinery necessary to enable all inhabitants to better participate in the market place - the central feature of our society - and thus more centrally in one's own personal unfolding and development as befits man's inherent dignity.

These advocates point out that a large category of our nation's internal problems are associated with its highly unequal distributions of wealth and income. More specifically they point to the dramatic failure of the labor market place to provide a substantial segment of our families and individuals with a decent and adequate cash income. It is obvious, they say, that if we are to preserve the market place we must adjust its results and offset related failures of other uneven (regressive) institutions and governmental policies. Consequently, formal income maintenance plans are merely a logical outcome of the recent phenomenal growth (and failure) of our public assistance programs.

Not only have these assistance programs become very noticeably large, costly and poorly financed but they have been found frustratingly ineffective and inefficient in the allocation and use of limited

resources voted available for helping recipients to regain or gain self-sufficiency. In fact, an accretion of incentives aggravating any stated goal to reduce dependence has been built onto the welfare system over the years such that public assistance has actually become a desirable alternative to the less predictable circumstances offered many by the labor market. Public assistance has grown to the point where it is at least as remunerative as low-paying and seasonal jobs. What started out as a source of temporary help has become a permanent long term right.

Of course we should remember that good jobs clearly are not enough. While too many job openings available to the poor do not offer adequate incomes, too many of the poor are unable to work. Old age, disability and absence of male household heads are the characteristics describing the majority of the poor.

The population that would be served by income maintenance is easily measured. It is that class of households having incomes falling below certain dollar levels. The degree of income deficiency (by family size and composition) determines the extent of income supplementation. Thus many writers have been able to estimate program costs of different benefit levels for various permanent income maintenance arrangements. Nothing though is really known or written about the consequent adjustments within an economy that such a wide-scale redistribution program would actually bring about ... say for example, the effects on incentives, migration and relative prices and their impacts on the labor market and growth of the nation.

Not only would changed demand and supply relations obtain within and between all sectors and regions of the economy, but indeed a broad income maintenance could lead to a dramatic change in our whole content and way of living, forcing unknown changes on our institutions, relations and attitudes to moderate subsequent excesses or distortions or even to subvert this new political understanding. We are all interested in what kind of city and life would emerge under such changed conditions.

This study was initiated on a vague notion that there exists a positive relationship between economic equality among families and individuals and the quality of housing stock and neighborhoods. That is, the more equal are incomes and ability to pay, the more housing quality approaches on the average some acceptable range of standards. The less equal are incomes, the less the economy and individuals are able to sustain all housing quality up at acceptable levels. Implicitly this assumes that tastes for housing quality (and quantity) are determined or can be predicted by relative income levels.

Lacking an operational econometric general equilibrium model for the Providence city and metropolitan area economy we cannot simply ask what will happen to the housing stock when income maintenance raises low incomes up toward the prevailing median. Further, the problem is a little bit more complicated than that. It is simple enough to estimate the benefit payments. But very little is understood about the resulting first and second order responses, let alone the more dramatic effects we have alluded to.

After the income-deficient household has received its supplement, how are its incentives to supply work-effort and to economize expenditures affected? Beyond some static analysis no one really knows. How will this supplement be spent? What proportions will be allocated to housing expenditures, and when? Some ideas of a more dynamic nature exist but again they are very imprecise. What is the housing market response to this increased demand? Various theoretical supply and demand functions have been postulated and some cross-sectional empirical relationships tested but no model exists that explains the housing market supply response over time - the mechanisms controlling how the increased demand will be distributed between increases in housing services and price rises - or that explains the interactions between housing demand and supply. This is especially the case for a metropolitan or city-wide level of analysis. These are some of the essential questions which we will discuss later, after which we will ask some more.

The point is that the technical literature available is largely descriptive and possesses little analysis or appealing empirical work which we could use to predict behavior not yet observed. At the same time the city's economy and that of the nation as a whole, are finely developed systems in which multitudes of people operate. Obviously the behavior of all the various participants is highly interdependent and to some extent predictable. But when these systems are as extensive and varied as ours the search for dependable regularities can be exhausting. We haven't built a workable theory here

for observing and explaining the relevant regularities. Yet before we can propose appropriate policy we need understandable facts and relationships in sufficient detail to gage expected responses.

While we don't have a city with an even income distribution whose housing quality and neighborhoods we can observe directly, or a theoretically based empirical construction with which we could predict Providence's housing responses, we do have Providence's past experience which does reveal in some degrees how its housing stock has been behaving over recent decades and who receives what quality housing. These data help us better understand the nature of the problems and what real needs if any exist for implementing an income maintenance program in Providence for the purpose of rehabilitating and maintaining the city's housing stock and neighborhoods. By knowing who is involved we know better what is involved.

THE PROVIDENCE EXPERIENCE

The U.S. Census Bureau is the only source of information that has surveyed the City of Providence's housing stock and associated these data with inhabitant characteristics. The Federal Housing Census is taken every 10 years. This limits our housing discussion to Census data, definitions and cross-classifications. The Census Bureau reports only certain housing characteristics and some of these have been recently disgarded as inadequate and too imperfect.

1. POPULATION

Over the postwar 1950-1970 interval Providence experienced a long and sustained net outmigration of its population who require

separate living quarters. Percentage-wise this decline has not yet shown a tendency to slow down. This outmovement will continue as the whole Providence metropolitan area and New England region population proceeds to alter its spatial composition in responding to the fundamental directions taken by our nation's development and to the expansive changes in transportation possibilities which are creating significant economic and social opportunities elsewhere. This trend won't stop until some later unknown equilibrium is reached or until more advantageous production and living opportunities again emerge within our central city (Providence) and region. One of Providence's responses has been a substantial reduction in its housing inventory.

Providence's 1950 235.9 thousand "population in households"^{/1} declined by 15.2 percent to 200.0 thousand persons in 1960. This lower population experienced a 14.9 percent further decline to 170.2 in 1970. Extrapolating on this basis, without considering underlying trends, another 13 thousand could be expected to move out by 1975; 26 thousand by 1980.

The major component of the population relocating outside of Providence is married couples (and their children). This desirable segment has been accelerating its outmigration in absolute as well as relative terms. The total number of married couples residing in Providence has fallen from 50.4 in 1950 to 42.7 in 1960 to 34.5 thousand in 1970. That is, 7.7 thousand couples or 15.4 percent left between

^{/1} Excludes the population living in group quarters. Group quarters are not included in Census housing inventories.

1950 and 1960; 8.2 thousand or 19.1 percent (of 42.7) left by 1970.^{/1}

Looking at the remaining households, other primary families stabilized at 10.2 thousand. Primary individuals slowed their increase from 8.9 in 1950 to 15.1 in 1960 to 18.4 thousand (64 percent female) in 1970. Non-relatives served by households as roomers, boarders or lodgers has remained stable at 3.0 in 1960, 2.9 thousand in 1970. The population in group quarters for which we have no housing data moved from 12.8 in 1950 down to 7.5 in 1960 and part way back up to 9.1 thousand^{/2} in 1970. This summarizes the population served by Providence's housing inventory.

CITY OF PROVIDENCE POPULATION (thousands)

	<u>1950</u>	<u>1960</u>	<u>1970</u>
TOTAL POPULATION	248.7	207.5	179.2
Population in Households	235.9	200.0	170.2
Married Couples	50.4	42.7	34.5
Other Primary Families	13.1	10.2	10.2
Primary Individuals	8.9	15.1	18.4
Non Relatives	6.1	3.0	2.9
Population in Group Quarters	12.8	7.5	9.1
Inmates of Institutions	1.2	.7	1.0

^{/1} We have not examined total flows in and out of Providence. Recall that the actual outmovement of the earlier settlers has been offset some by an influx of lower income groups.

^{/2} 4.3 thousand were located near Brown University, Bryant College and the Rhode Island School of Design. Another 1.7 were around Providence College and R.I. College. This is 66 percent. Another 10.6 percent were institutional inmates.

2. HOUSING

The decline in the number of Providence's occupied housing units^{/1} has been less than half as drastic. While the population in housing being served declined 28 percent over the 1950-1970 interval, the number of occupied units fell only 13 percent from 72.3 to the 63.1 thousand occupied in 1970. Primary individuals and some inevitable undoubling substituted in part for departed married couples and their children. The reduction picked up somewhat in the second decade (by 14 percent) though. There were 4.9 thousand less occupied units after the second decade as compared to 4.3 thousand less after the first.

The downward adjustment in the total housing inventory (occupied and vacant units) was slower to begin. The total number of housing units declined 8.1 percent from 74.2 thousand in 1950 to 68.2 thousand in 1970. Eighty percent of this decline happened after 1960. The increased vacancy rate explains this lagged response. Emptied units shifted the tight 1950 1.3 percent vacancy rate (for units available and intended for rent or sale)^{/2} up to 4.9 percent in 1960 as the outmigration loosened up housing (actually the housing market gained its basic slack by the middle 1950's). This happened because when housing was in shorter supply only 1.2 of the 4.3 thousand decline in occupied units between 1950 and 1960 were withdrawn from stock on a net basis. The rest were retained vacant. Then, in the next

^{/1} Dwelling units in 1950; housing units in 1960 and 1970

^{/2} These vacancy rates don't include other units standing vacant that were dilapidated or held off the market for various reasons.

decade, withdrawals essentially matched the following 4.9 thousand decline in occupied units such that the vacancy rate rose only slightly higher to 5.3 percent in 1970. In summary, increased vacancy rates absorbed one third of the decline in occupied units so that only six thousand units were eliminated from Providence's housing inventory over the last 20 years.^{/1}

3. TENURE

Looking at the housing inventory in more detail, we see that this 1950-1970 outmigration affected the stock of renter occupied housing units substantially while leaving the number of owner occupied units largely unchanged. Renter occupied units declined by 8.9 thousand units (18 percent) from 49.4 in 1950 to 40.5 thousand in 1970; this represented 97 percent of the reduction in Providence's occupied housing. Owner occupied units fell 1.3 percent from 22.9 in 1950 to 22.6 thousand in 1970. This differential shift has altered the renter-owner ratio from 68/32 in 1950 to 64/36 in 1970. This shift of four percentage points would have been larger without the rise in smaller households.

^{/1}

Recall that all this reflects net movements. Not having 1960-1970 new construction statistics available from Census yet, we have neglected overall shifts in housing inventory composition.

CITY OF PROVIDENCE HOUSING UNITS		(*thousands)	
	<u>1950</u>	<u>1960</u>	<u>1970</u>
Total Housing Units	74.2	73.0	68.2
Total Occupied Units	72.3	68.0	63.1
Owner-Occupied	22.9	23.8	22.6
Renter-Occupied	49.4	44.2	40.5
Total Vacant Units	1.9	5.0	5.0
Available Vacant	1.0	3.6	3.6
Other Vacant	.9	1.4	1.4
Percent Vacant	2.6	6.9	7.3

4. CONDITION AND QUALITY

More interesting than these changes in population and housing units is the condition or quality of housing and neighborhoods serving these two populations of owners and renters. Housing unit condition or quality is a considerably difficult dimension of analysis. Many complementary factors contribute in varying proportions to the make-up of any quality measure such that the quality of an inventory of varied units is not at all so clear cut a concept say, as would be total number of housing units. Yet number of housing units as a measure provides us with very little information about the nature of Providence's housing inventory. It is simply a unweighted sum.

Quality then can be a valuable basis for describing and comparing Providence's housing inventory and evaluating (in a tentative sort of way) inhabitant well-being. Along with say, housing quantity as expressed in terms of number of rooms, quality is a quantitative

summary statistic providing a kind of information useful for making weightings or rankings by which components of the housing stock can be distributed into different categories beyond the simple owner/renter split. Housing quality also provides an observable measure of housing tastes and preferences which can be associated with household income and other characteristics. Related with relative incomes, quality could in a rough way help validate our earlier vague notion about the housing effects of unequal incomes.

The Census method for determining housing quality is simple. Housing units were classified as either standard or substandard. The criteria used were based upon data for physical condition and basic plumbing facilities for 1950 and 1960. Physical condition was not enumerated in 1970 yet fairly likely intertemporal comparisons for the 1950-1970 interval can be made using just facilities data.

The varieties of information compressed into the substandard category make these data difficult to interpret. A substandard unit is defined in terms of dilapidated structural condition and/or lacking one or more plumbing facilities. "Dilapidated housing does not provide safe and adequate shelter and in its present condition endangers the health, safety, or well-being of the occupant . . . The defects are either so critical or so widespread that the dwelling unit is below the generally accepted minimum standard for housing and should be torn down, extensively repaired, or rebuilt."¹ The list of physical defects that were used for qualifying a structure's condition

¹ U.S. Bureau of the Census, 1960 Housing Census, Vol. IV, Pt. I, p.11

is extensive making condition a hard concept to quantify. Plumbing facilities are a more specific category referring to a flush toilet or bathtub (or shower) inside the structure for exclusive use of the occupants of the unit. Units whose occupants share toilet or bathing facilities with occupants of another housing unit are thus considered substandard, lacking one or more plumbing facility, even though such arrangements are apparently preferred and provide utility.

The data, failing to account for other deficiencies, are conservative. Enumerators classified units on the basis of easily visible criteria - weather tightness, extent of disrepair, hazards to physical safety of the occupants, and inadequate and makeshift construction. Internal defects requiring more careful inspection such as presence of dampness or infestation, inadequate wiring, and rotted beams were not included in the counts. Further it was not feasible to measure on a large scale such factors as light, ventilation, and neighborhood which of course also reflect quality, particularly in urban areas. "These elements, however, often are closely associated with condition and plumbing facilities."¹

The data on condition are of variable accuracy because different enumerators were found to have different notions of substandardness in spite of detailed oral and written instructions and visual aids.² In fact there could have been a serious undercount of substandard housing units in 1960 because 1960 enumerators came from relatively

¹ U.S. Bureau of Census, 1960 Housing Census, Vol. I, Pt. I, p.XXXVI

² U.S. Bureau of Census, Accuracy of Data on Housing Characteristics, Evaluation and Research Program of the U.S. Census of Population and Housing, Series ER 60 No. 3, 1964

lower income levels than those employed in 1950.^{/1}

Regardless of their inadequate controls and broad categories which prevent us from making detailed distinctions and confident comparisons, the Census housing quality statistics are all we can rely upon. No other Providence-specific data of a less limited nature are available even in the form of a small representative sample and we have not had time to explore the usefulness of special survey statistics developed for other cities such as, say, those for St. Louis or New York. There is no way for us right now to make judgements which are less open to serious objection.

The data on condition and plumbing facilities are combined into one quality statistic because Census felt, especially for the urban areas, that they provided a more comprehensive measure of housing quality than data on facilities alone. "Although plumbing facilities are an important element in the determination of housing quality, the mere presence of facilities does not preclude the possibility of serious housing deficiencies in other respects."^{/2} For Providence this does not appear to be the case. We found plumbing facilities alone to be an adequate indicator of quality.

^{/1} Thomas King and Peter Mieszkowski:, An estimate of Racial Discrimination in Rental Housing, Cowles Foundation Discussion Paper No. 307, Yale Univ., New Haven, February 24, 1971, p.14

^{/2} U.S. Bureau of Census, 1960 Housing Census, Vol. I, Pt. I, p.XXXVI

The quality of Providence's occupied housing inventory^{/1} has greatly improved according to Census criteria. Between 1950 and 1960 occupied housing reported as substandard declined 37 percent from 15.0 to 9.4 thousand units, and between 1960 and 1970 by 76 percent to 2.3 thousand units. The incidence of substandard housing fell from 20.9 percent of all occupied housing in 1950 to 13.8 percent in 1960 and to 3.6 percent in 1970.

OCCUPIED SUBSTANDARD HOUSING FOR PROVIDENCE

	Number of Occupied Housing Units Reported Substandard (thousands)	Percent of Total Occupied Housing Units	Percent Renter Occupied
1950	15.0 a	20.9	87
1960	9.4	13.8	90
1970	2.3e	3.6	89

a = adjusted
e = estimate

The accelerated withdrawal of marginal housing from stock, which Providence's steadily departing population has induced, explains only part of this remarkable change. Much of the improvement is simply in line with the general trends which are making basic plumbing facilities a common feature in housing units.

^{/1} Quality of Providence's total housing unit inventory - occupied and vacant - is not considered here as we are interested in associating housing with their occupant characteristics. Also, the various Census publications for the Providence experience can be seriously inconsistent. For example, in 1960 the total inventory had 1953 deteriorating housing units lacking some or all plumbing facilities while the occupied inventory had 2278 units so classified.

In 1970, only 6.3 percent of all U.S. occupied housing lacked one or more plumbing facilities. For the U.S. in 1960, 6.2 million occupied units lacked one or more plumbing facilities and another 2.3 million were dilapidated (many of these also lacked facilities). Taken together this was 16 percent of all occupied housing in the U.S. Of course, between 1960 and 1970, U.S. occupied housing increased 12.4 percent from 53.0 to 59.6 million units while Providence's fell 7.2 percent.

Clearly the increasing prevalence of plumbing facilities indicates that more sophisticated and costly measures must be employed in place of the relatively specific facilities criterion if actual physical condition and quality are to be measured and evaluated in the future. Most individuals acquainted with Providence would refuse to accept the conclusions these 1970 statistics imply. They would point to many areas throughout the city where auto trips would reveal extensive blight and decay.

Nevertheless, one reason for considering seriously Providence's more than average 1970 improvement is that quality has been strongly associated with facilities when Census also enumerated condition. In 1950, about 95, and in 1960, 91 percent of the substandard housing which was occupied lacked one or more plumbing facilities. Condition was much more poorly represented; 25 and 17 percent, respectively, of the substandard units were classified dilapidated. Jointly, only 20 and 8 percent of the substandard units were classified both dilapidated and lacking one or more plumbing facilities. This rapid decline made condition (dilapidated units with facilities) almost twice as significant in 1960.

Extrapolating, the 2.1 thousand occupied units lacking one or more plumbing facilities in 1970 suggested that Providence had a total of 2.3 thousand occupied units which were substandard. This estimate, of course, could be much higher if dilapidated units with facilities have not declined along with Providence's other observed trends.

In 1960 another 6.3 thousand occupied units were classified as deteriorating. This statistic is difficult to use without companion observations in 1950 or 1970. While intended as a sort of instantaneous measure of rate of change in the quality of housing stock, the concept isn't always clear. Census defines deteriorating as housing requiring more repair than would be provided in the course of regular maintenance. This could also be true of a structure in the process of being extensively repaired.

Deteriorating could possibly be an important check on the quantity of substandard housing in Providence. Much of what local enumerators considered deteriorating might actually be classified dilapidated elsewhere. We are not aware of what controls and checks were made on comparability of housing quality statistics between areas. Census itself indicates that the new category of "deteriorating" could have "introduced an element of difference between 1960 and 1950 statistics."

5. QUALITY AND TENURE

While the renter occupied share of substandard housing in Providence has remained roughly constant at 90 percent, renters have

become relatively more likely than owners to occupy the declining inventory of substandard housing. In 1950, 26.5 percent of the renter occupied units were substandard, which was more than three times the 8.3 percent for owner occupied units. By 1960 their relative likelihood shifted up to five to one as the incidence of substandard housing by tenure declined to 19.2 and 3.8 percent respectively. In 1970, the incidence declined to 5.1 and 1.1 percent such that renters were still five times as likely as owners to occupy substandard housing.

The differential rates of improvement of the owner and renter occupied housing helps explain the big change from 1950 to 1960. During that period the number of substandard housing units which were owner occupied fell 53 percent; the number renter occupied, 35 percent. For 1960 to 1970, both reductions were about 76 percent. The large outmovement of renters over the entire interval might explain why the shift in relative incidence wasn't even greater.

CONDITION AND PLUMBING FACILITIES FOR
OCCUPIED HOUSING UNITS, FOR PROVIDENCE
(thousands)

	Owner Occupied			Renter Occupied		
	<u>1950</u>	<u>1960</u>	<u>1970</u>	<u>1950</u>	<u>1960</u>	<u>1970</u>
Total Occupied Units	22.9	23.8	22.6	49.4	44.2	40.5
Substandard	1.9a	.9	.2e	13.1a	8.5	2.1e
Lacking one or more plumbing facilities	1.7a	.8	.2	12.5a	7.8	1.9
Dilapidated	.5a	.2		3.3a	1.4	

a = adjusted
e = estimated

Tenure, in conclusion, appears to have had a significant impact on quality. Renters, who must depend on others for housing services, are several times more likely to occupy substandard living quarters than are owners. Relative to the rental markets, the institutions and arrangements working in the ownership housing market seem fairly adequate for sustaining owner occupant well-being on the basis of Census housing quality criteria.

Income, unexpectedly, does not explain much of the apparent renter disadvantage, even though higher reported money income levels are associated, as expected, with higher percentages of owner and renter occupied housing which were classified standard. One obvious explanation for this quality differential is that facilities are a matter of preference and that rental institutions and arrangements allow families and individuals to economize on housing services in several ways, one of which is by choosing to share basic plumbing facilities with other housing units.

6. QUALITY AND INCOME

Census income statistics are available in fine enough categories that the housing serving low-income primary families and unrelated individuals can be compared intertemporally with the housing serving the middle-and upper-income groups for 1950 and 1960. When the Census 4th count statistics come available this fall it should be a simple matter to extend the description to 1970.

From 1950 to 1960 the incidence of substandard housing has become significantly more concentrated among the low-income groups.

The general nationwide decline in substandardness explains part of this shift. The poorest segment of the population always tends to lag behind in the introduction and use of any application of technology. The installation of plumbing facilities is one such example. Relatively more low-income units comprise the remnant willing (or compelled) to accept the residual substandard housing arrangements.

More specifically, in 1950 more than one and one half, and in 1960 more than twice as many housing units reporting low incomes were as likely to be classified substandard as were the respective median-income units. They were three and five times as likely as were the respective upper-income units.

For 1950, roughly one third (32 percent) of Providence's occupied housing units reported a 1949 income less than \$2000. This third is considered the low-income group for our purposes. Median 1949 income was \$2,434. About 23 percent of the units were in this median-income range (\$2000-\$2999). The remaining 44 percent of Providence's occupied units reported higher than median incomes (\$3000 or more). The low-income third would be the group benefiting most (in a payments sense) from an income maintenance arrangement. The upper-income portion would likely be the most taxed for the redistribution to be effective. They and the median-income group would benefit least in a direct sense from income maintenance. The classification for 1960 broke out in almost the same proportions.

INCOME IN 1949 AND 1959 OF PRIMARY FAMILIES
AND INDIVIDUALS IN OCCUPIED HOUSING UNITS,
FOR PROVIDENCE: 1950 and 1960

<u>1950</u>		<u>1960</u>	
<u>1949 Income</u>	Percent of Prov.'s Occupied Housing Units	<u>1959 Income</u>	Percent of Prov.'s Occupied Housing Units
less than \$2000	32.0	less than \$3000	32.6
\$2000-2999	23.2	\$3000-4999	25.8
\$3000 or more	<u>44.2</u>	\$5000 or more	<u>41.6</u>
TOTAL	100.0		100.0
Median Income	\$2434.00		\$3916.00

In 1950 the low-income group occupied 50.3 percent of Providence's occupied substandard inventory. In 1960 they occupied 60.3 percent. Much of this shift was from the upper-income group, which reduced its proportion from 25.4 percent of Providence's occupied substandard units in 1950 to a still substantial 17.2 percent in 1960.

<u>HOUSING UNIT INCOME</u>	<u>PERCENT OF PROVIDENCE'S OCCUPIED SUBSTANDARD HOUSING UNITS</u>	
	<u>1950</u>	<u>1960</u>
Low-income	50.3	60.3
Median-income	24.3	22.5
Upper-income	<u>25.4</u>	<u>17.2</u>
TOTAL	100.0	100.0

Because of this relative shift of substandard housing toward the low-income group, the incidence of substandard housing declined relatively less for that group and relatively more for the upper-

income group. From 1950 to 1960 total incidence declined 34 percent from 20.9 to 13.8 percent of Providence's occupied inventory. For the upper-income group this decline was 52 percent, from 11.7 to 5.6 percent of its occupied units. For the third reporting low incomes the decline was less than half as much - 23 percent, from 33.0 to 25.5 percent.

INCIDENCE OF SUBSTANDARD HOUSING FOR PROVIDENCE

<u>HOUSING UNIT INCOME</u>	<u>PERCENT OF OCCUPIED HOUSING UNITS REPORTED SUBSTANDARD</u>	
	<u>1950</u>	<u>1960</u>
Lower-income	33.0	25.5
Median-income	22.1	12.0
Upper-income	<u>11.7</u>	<u>5.6</u>
Total Incidence	20.9	13.8

Still, households near or above Providence's median income levels occupied about one half of Providence's inventory of substandard units which were occupied in 1950, and about four tenths in 1960. Also, among the low-income households, 67 percent in 1950 and 74.5 percent in 1960 occupied units which were considered at least up to minimum standards or higher in terms of physical condition and plumbing facilities.

At first glance, the high proportions of substandard units occupied by middle-and upper-income households suggest that the Census substandard definitions were not the most appropriate, especially for 1950, unless important factors other than income determine housing quality.

In relation to all metropolitan areas (SMSA's)^{/1} and the area surrounding Providence (the rest of Providence's SMSA which we will call "suburbs"),^{/2} for which similar data are available, substandardness becomes even more strongly associated with below-median incomes for Providence.

Comparison indicates that Providence's median income level has been substantially lower than the median for all SMSA's and the suburbs (and has not increased as rapidly as the suburbs').

MEDIAN INCOMES OF PRIMARY FAMILIES AND INDIVIDUALS

	<u>PROVIDENCE</u>	<u>ALL SMSA'S</u>	<u>SUBURBS</u>
1950	\$2434	\$3600	\$3100
1960	3916	5900	5500

In these terms Providence's median-income group is actually well below median for metropolitan areas as a whole; Providence is a relatively poor area.

While roughly one third of Providence's housing units reported incomes below \$2000 in 1950 and \$3000 in 1960, only about 21-24 percent of the comparison area units reported the same incomes.

^{/1} Standard Metropolitan Statistical Area (SMSA) means the area in and around a city of 50 thousand inhabitants or more as defined by the U.S. Office of Management and Budget.

^{/2} The Providence-Pawtucket, R.I.-Mass. SMSA excluding Providence.

PERCENT OF OCCUPIED HOUSING

<u>HOUSING UNIT INCOME</u>	PROVIDENCE		SMSA's		SUBURBS	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Low-income	32.0	32.6	23.6	22.2	24.1	20.4
Median-income	23.2	25.8	17.8	18.9	21.3	22.6
Upper-income	<u>44.2</u>	<u>41.6</u>	<u>58.6</u>	<u>58.9</u>	<u>54.6</u>	<u>57.0</u>
TOTAL	100.0	100.0	100.0	100.0	100.0	100.0

These low-income comparison units occupied somewhat smaller proportions of the substandard housing which were occupied in their areas.

PERCENT OF OCCUPIED SUBSTANDARD HOUSING

<u>HOUSING UNIT INCOME</u>	PROVIDENCE		SMSA's		SUBURBS	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Low-income	50.3	60.3	43.4	53.3	42.1	46.5
Median-income	24.3	22.5	24.5	23.3	26.0	27.3
Upper-income	<u>25.4</u>	<u>17.2</u>	<u>32.1</u>	<u>23.4</u>	<u>31.9</u>	<u>26.2</u>
Total	100.0	100.0	100.0	100.0	100.0	100.0

Looking at the top two rows of these last tables and considering all incomes less than \$3000 in 1950 and less than \$5000 in 1960 for Providence as less than median income as they were for the comparison areas, then over 55 percent of Providence's housing units reported the below-median incomes that about 41 percent of the SMSA and 45 percent of the suburb units reported. In terms of these income break-off points the proportions of substandard housing occupied

were only about six percentage points higher for Providence (74.6 percent of all occupied substandard housing in 1950; 82.8 percent in 1960) than for the comparison areas.

A more interesting comparison is the match between the units which ranked in the lowest income third (32 percent) in their respective areas. (These results are more approximate). These households occupied roughly the same proportions of substandard housing, especially those in Providence and the suburbs. For the upper-income 42 percent in each area the proportions were again especially close for Providence and the suburbs. The distribution of substandard housing in the SMSA's was somewhat more unequal.

PERCENT OF OCCUPIED SUBSTANDARD HOUSING

HOUSING UNIT INCOME	PROVIDENCE		SMSA's		SUBURBS	
	1950	1960	1950	1960	1950	1960
Lower 32 percent	50.3	60.3	52.2	66.1	52.0	61.6
Median	24.3	22.5	30.1	23.9	26.3	22.0
Upper 42 percent	<u>25.4</u>	<u>17.2</u>	<u>17.7</u>	<u>10.0</u>	<u>21.7</u>	<u>16.4</u>
Total	100.0	100.0	100.0	100.0	100.0	100.0

These various comparisons indicate that in terms of absolute income, substandard units are more concentrated among low-income groups for Providence than for the comparison areas. In terms of relative income the proportions are unexpectedly close. One implication is that while income and the fact that Providence is a low-income area do explain much of Providence's substandardness, there are other factors working systematically on the distribution of

quality. The relatively higher income groups in higher income areas tend to hold almost as substantial proportions of substandard housing as the relatively higher income groups do in the low income areas (Providence). Relative incomes within an area are just as important a consideration as relative incomes between areas.

Even though Providence is clearly a low-income area relative to the U.S. SMSA average and to Providence's own surrounding areas, Providence's relative share of substandard housing has not been much greater than the incidence found in these comparison areas.

INCIDENCE OF SUBSTANDARD HOUSING

Percent of Occupied Housing Units

	<u>Providence</u>	<u>SMSA's</u>	<u>Suburbs</u>
1950	20.9	20.3	13.8
1960	13.8	9.8	11.0

Overall incidence is greater for Providence because the share of renter occupied housing is greater in Providence than in the comparison areas. On the basis of tenure, Providence's experience has at times been lower than that for the higher income comparison areas.

INCIDENCE OF SUBSTANDARD HOUSING BY TENURE

	Percent of Owner Occupied Housing Units			Percent of Renter Occupied Housing Units		
	<u>PROVIDENCE</u>	<u>SMSA's</u>	<u>SUBURBS</u>	<u>PROVIDENCE</u>	<u>SMSA's</u>	<u>SUBURBS</u>
1950	8.5	13.6	7.6	26.3	27.1	20.0
1960	3.7	5.2	5.0	19.2	16.4	21.3

Interestingly, incidence has increased among renter occupied units in the suburbs. Part of this might be explained by the rapid population expansion out into the areas surrounding Providence which would tend to keep marginal units occupied longer than was required by Providence's falling population. On an absolute basis in fact, the number of renter occupied substandard housing units increased from 16.6 thousand in 1950 to 19.8 thousand in 1960 in the suburbs as structures most likely were converted in secondary cities to accommodate the demographic induced demand for additional housing.

7. INCOME AND TENURE

Renters tend, on the average, to report incomes significantly lower than owners do. In 1960 median income was \$3800 for renter occupied units and \$5500 for owners. About 75 percent of the units reporting incomes below \$2000 in 1950 and \$3000 in 1960 were renters. This was seven and 10 percentage points more than the renter occupied shares of all housing in Providence. Thus, as the number of renter occupied units declined 5.2 thousand units between 1950 and 1960, the distribution of renter occupied units became somewhat more unequal in Providence.

PERCENT OF OCCUPIED HOUSING BY TENURE

Housing Unit Income	Owner Occupied		Renter Occupied	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Low-income	25.7	22.5	34.5	38.0
Median-income	18.3	20.7	25.3	27.4
Upper-income	<u>56.0</u>	<u>56.8</u>	<u>40.2</u>	<u>34.6</u>
	100.0	100.0	100.0	100.0

During this same period the distribution of incidence of substandard housing became more concentrated among both low-income owners and renters and in fact slightly more unequal among owner-occupied units. In 1950, upper-income owners and renters were 40 percent as likely as their low-income counterparts to occupy substandard housing. For 1960, upper-income owners were 20 percent as likely as low-income owners to occupy a substandard unit while upper-income renters were 25 percent as likely as low-income renters.

INCIDENCE OF SUBSTANDARD HOUSING BY TENURE

Percent of Occupied Housing Units

Housing Unit Income	Owner Occupied		Renter Occupied	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Low-income	13.6	8.8	39.5	30.8
Median-income	10.7	3.4	25.6	15.9
Upper-income	<u>5.4</u>	<u>1.7</u>	<u>15.6</u>	<u>7.6</u>
TOTAL	8.5	3.7	26.3	19.2

Yet because owner occupied housing was relatively more representative among the units reporting high incomes, the upper-income owners occupied significantly larger proportions of the substandard stock which was owner occupied than did renters.

PERCENT OF OCCUPIED SUBSTANDARD HOUSING BY TENURE

Housing Unit Income	Owner Occupied		Renter Occupied	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Low-income	41.3	53.0	51.7	61.0
Median-income	23.2	19.2	24.6	22.8
Upper-income	<u>35.5</u>	<u>27.8</u>	<u>23.7</u>	<u>16.2</u>
TOTAL	100.0	100.0	100.0	100.0

When owner and renter occupied housing are ranked according to their own income percentiles, substandard housing actually was relatively more concentrated among the relatively low-income owners than for low-income renters in 1960. (These estimates are more approximate). For 1950 the relative distributions exhibited the same degrees of inequality for both tenures.

PERCENT OF OCCUPIED SUBSTANDARD HOUSING BY TENURE

Housing Unit Income	Owner Occupied		Renter Occupied	
	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
Lower 32 Percent	49.8	64.0	47.0	54.0
Median	22.5	20.7	27.5	24.1
Upper 42 Percent	<u>27.7</u>	<u>15.3</u>	<u>25.5</u>	<u>21.9</u>
TOTAL	100.0	100.0	100.0	100.0

The similar behavior of the owner and renter distributions of occupied substandard housing by income levels again suggests that while reported income is a strong explanatory variable for the distribution of quality, other important factors explain the substantial difference between the incidence of substandard housing on owner and renter occupied units in Providence and in the comparison areas.

One factor could be the understated owner incomes or overstated renter incomes. Income in the 1950 Census is the sum of money received, less losses, from specified sources which did not include an estimate for the value of income "in kind" such as the services provided by an owner's home which a renter was obliged to pay for in cash rent payments out of his 1949 income. 1959 income was similarly defined.

Adjustment for unreported income in kind for owned housing

services would raise owner incomes further above renter incomes than they already are reported such that housing occupied by renters would be even more concentrated among the low-income groups. Yet the incidence among low-income owners would remain considerably smaller than that among low-income renters. Also, for 1960, median income of substandard units which were renter occupied in Providence was \$2300; in the suburbs it was \$3100 and yet incidence was higher among suburb renters (21.3 percent) than among Providence's (19.2 percent). This indicates that while unreported income could have a significant explanatory power on the incidence differential between owner and renter occupied units, other more important factors must be accounted for.

Of course current reported income is not the best measure of a household's accustomed or expected income level, as many temporary factors can intervene, such as sickness, that cause actual incomes to vary substantially above or below "usual" income levels. Households generally make large (and small) expenditure decisions on the basis of their expected or "permanent" income, disregarding changes of a temporary nature. This would be true also of their choice of housing arrangements and standards. The extensive evidence gathered here indicates though that incomes adjusted for transitory changes would not much affect our results.

In summary, between 1950 and 1960, as the incidence of substandard housing declined in Providence, occupied substandard housing became more concentrated among low-income families and individuals, and in terms of tenure, slightly more unequal among owners. Yet the

distributions of substandard housing between the low-, median- and upper-income groups for both forms of tenure were remarkably similar. Further, the median- and upper-income groups were found to occupy substantial fractions of the occupied substandard stock in both 1950 and 1960. Reported income helped, then, explain only partially the distribution of substandard housing within areas such as Providence and the comparison areas. It did not explain the apparent renter disadvantage.

While substandard housing was similarly distributed among both owners and renters by income level, the incidence of substandard housing was several times greater among the renters at all income levels and slightly less unequal than for owners (in 1960). Low-income units which were renter occupied were about three times as likely as low-income owner occupied units to be classified substandard in 1950 and 1960. By 1960, all renter occupied units became about five times as likely to be so classified. Unreported income "in kind" received by owners from net housing services which should have been imputed on their dwellings undoubtedly explains part of this systematic effect of tenure on quality. Reported and unreported income together are quite insufficient though for explaining the whole disadvantage. Renters in higher income areas have been observed to occupy greater proportions of substandard housing than have Providence renters. Thus income differences between areas also do not explain the incidence of substandard housing. Household tastes and preferences, though, do appear to explain much of this systematic disparity between owners and renters.

8. QUALITY AND PREFERENCES

Essentially, we are dealing with three variables: housing quality, income levels, and preferences. Housing quality has been shown to be strongly associated with income level. As a consequence, quality and income are both unequally distributed among occupied units. At all levels of income, some fraction of housing was reported substandard. This fraction decreased as income increased but was still considerable for the upper-income groups.

The fact that families and individuals reporting equal incomes occupy both standard and substandard housing indicates that strong differences in preferences, sentiments and needs for housing services and standards exist among them. Consequently, substandard housing is not only associated with income, but also represents a way for households to economize on their limited means (incomes) and thereby accomplish other ends. The kind of housing services consumed is an observable expression of a household's preferences for housing services relative to its preferences (favor) for other goods and services.

The household expresses its particular values through its actual behavior, allocating more or less of its budget between housing and other expenditure categories. While lower incomes allow less latitude for choice, nevertheless the majority of the lowest income groups were observed to be able to occupy standard housing; just as sizeable fractions of the higher-income households were observed to choose housing that was substandard according to Census criteria.

When the household buys a particular bundle of housing services

out of its limited income, it has already settled on another set of decisions about what housing features should be emphasized or minimized in terms of that outlay. Like the concept of quality, many complementary factors contribute in varying proportions to the composition of services a housing unit provides. The final selection is a matter of their relative values to the household and of the alternative feasible possibilities supplied by the market place. These determine the actual choices or trade-offs of some factors in favor of other features.

For example, families and individuals require a certain minimum amount of internal living space. Once this requirement is satisfied they tend to trade additional space for location which obviously is an important consideration both in terms of transportation costs and convenience and in terms of neighborhood effects. Then, having settled on these basic elements and as income permits (relative to non-housing preferences), the household focuses on the "other" quality attributes of the housing unit.^{/1}

Physical condition and plumbing facilities are two of these "other" quality attributes. Most other quality dimensions such as, say, style of architecture and internal layout or extent of insulation and quality of construction materials were not suitable for large scale Census counts. Sound housing and plumbing facilities, when they were relatively more scarce and expensive, are useful examples of how markets take advantage of real resource deficiencies

^{/1} A.R. Winger, "Trade-Offs in Housing" Land Economics November 1969, pp. 413-417

in responding to demand from a population of families and individuals characterized by unequal distributions of income and intensities of preferences which lead households to economize on certain outlays in favor of other expenditures as they proceed to maximize their individual utilities.

Among households on the same income level, condition and facilities have differential values relative to other housing services and non-housing services. Because of these different intensities of demand, different forms of tenure (and related institutions, government policies, and occupant practices) have developed in the market place that have a strong systematic effect on housing arrangements and standards or quality purchased and consumed.

Tenure allows the market place to respond more sensitively to different household preferences, sentiments and needs by defining and institutionalizing the division of property rights among individuals in various ways. In fact, variations on the basic forms of tenure agreement are constantly being devised and revived. For example, condominiums, an ancient arrangement for redistributing property rights, are growing in popularity. So are industrial parks, cooperatives and communes. Tenure variations enable the market (individuals) to find alternative economically feasible ways to provide and to maximize the productivity (utilization) of scarce resources when the population being served has a unequal distribution of incomes and preferences. Only with equal incomes and equivalent preferences would one tenure arrangement emerge and dominate the

market place's allocation of scarce resources. The proliferating variations on the basic forms of tenure agreement indicate that strong income and preference disparities exist.

Not only do different kinds of tenure allow preference differences better expression, but they also affect behavior and attitudes toward property and persons as well as willingness to expend limited resources on the care and stewardship^a of the property defined to be within the household's control. In the case of housing services, renting rather than owning enables households to economize on housing outlays and on attachment and still to obtain minimum standards and satisfactions of the sort that necessity requires by sharing portions of a structure and its utility services . . . entranceways, basement space, basic roof shelter, heat and hot water, surrounding land, plumbing facilities, etc. Occupying a less than sound physical condition unit is an additional way for economizing on housing outlays.

Clearly the values, standards and requirements of individuals and certain segments of the population need not and do not reflect those held by the community-at-large. In fact, they may be only temporarily at variance with the rest of the community. As an example, one population group with low reported incomes is students, who, having expectations favoring future high incomes tend to occupy sub-standard housing while attending to their academic and social aims. The experience has been similar for first generation immigrants (and artists) or even, say, young households who economize on housing outlays by gradually restoring a dilapidated house. These are considered efficient uses of resources.

In conclusion, variations on tenure 1) enable the suppliers of services to generate returns sufficient to cover costs where otherwise scale and indivisibility would be too great relative to willingness or capacity to pay and 2) enable the demanders of these services to obtain them up to just the extent that their relative tastes dictate. Two examples, one on housing "quality" as defined by Census and the other, interestingly, on crowding will have to suffice to show how these preferences, operating through tenure, affect the quality of housing consumed (occupied).

9. PLUMBING FACILITIES AND QUALITY

Facilities and condition, when partitioned by number of rooms, indicate that a considerable proportion of Providence's substandard stock was actually housing converted (not built) to accommodate the shifting demands (preferences) for specific kinds of housing services which a city experiencing wide ranging changes in its population mix would induce.

We observed that between 1950 and 1960 renter occupied housing declined 10.5 percent in response to the 15.2 percent decrease in "population in households". At the same time, primary individuals increased 70 percent from 8.9 to 15.1 thousand. One room renter occupied units absorbed part of this change, increasing 70 percent also (933 units), to 2.3 thousand. Most of the additional primary individuals settled elsewhere though, perhaps 80 percent into larger apartments (which declined 13 percent) and 20 percent into owned units (which increased four percent).^{/1}

^{/1} In the 1960-1970 adjustment, one room renter occupied units appear to have decreased by about 500; two and three room units, to have increased about 400 and 600 respectively.

Incidence of substandard housing, when partitioned by size, was highly concentrated among the smaller renter occupied units and became slightly more so in 1960. Incidence ranged from 80 in 1950 and 83 percent in 1960 of the one room units down to 8.8 and 7.5 percent of the units having six or more rooms, causing the smaller units to become more representative in the substandard stock. Coupled with these increasingly unequal distributions of incidence, the opposing shifts up in one room units and down in larger units transformed substantially the composition of substandard housing such that while 7.9 percent of all renter occupied substandard housing was one room units in 1950, 22.3 percent were in 1960. Thus much of the expansion in one room units was substandard. Partitioning the overall 35 percent decline in substandard units; one room substandard units increased 83.5 percent (861 units) and two or more room substandard units declined 45.5 percent (most of which happened among 2, 3, 4 and 5 room units).

Number of Rooms	Number of Renter Occupied Housing Units (thousands)		Percent Reported Substandard		Percent of Renter Occupied Substandard Housing Units	
	<u>1950a</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>	<u>1950</u>	<u>1960</u>
1	1.3	2.3	80.0	83.2	7.9	22.3
2	2.7	2.2	52.3	35.8	10.8	9.2
3	7.9	6.1	42.0	21.5	25.5	15.6
4	15.0	13.2	29.5	19.1	33.7	29.9
5	14.6	12.9	14.9	10.8	16.7	16.4
6 or more	<u>7.9</u>	<u>7.5</u>	<u>8.8</u>	<u>7.5</u>	<u>5.4</u>	<u>6.6</u>
Total	49.4	44.2	26.3	19.2	100.0	100.0
a = adjusted						

Most of these renter occupied substandard units lacked facilities (96 in 1950 and 92.5 percent in 1960). Condition was much more poorly represented. Yet because dilapidation was strongly associated with size, units with six or more rooms which were substandard were 8 (in 1950) and 10 (in 1960) times more likely than one room units to be in dilapidated structures. This distribution became slightly more unequal because units reporting both quality deficiencies declined substantially while units dilapidated but with facilities became relatively more representative.

Thus in 1960, all (100 percent) of the one room units lacked one or more plumbing facilities and only a very small fraction (4.1 percent) were in dilapidated structures. For the substandard units with six or more rooms, 76.4 percent lacked facilities and 41.5 percent were in dilapidated structures, indicating that as size increased, gradually more of the larger substandard units were classified as dilapidated and as lacking plumbing facilities (4.1 percent of the one room substandard units up to 17.9 percent of the six or more room substandard units) or as dilapidated with plumbing facilities present (zero up to 23.6 percent, respectively) and that relatively less lacked only plumbing facilities (95.9 down to 58.5 percent).

These associations of the component housing quality measures with unit size indicate that the smaller substandard units were in relatively sounder structures which were constructed possibly at later dates than the larger units.¹ More important, the shapes of

¹ None of the dilapidated units were in structures built after 1939. Only 12 units lacking facilities were in structures built between 1940 and 1950; 35 more, between 1950 and 1960.

these distributions and of overall incidence indicate that while families and individuals tend not to economize on space (median renter occupied unit size was four rooms in 1950 and 1960), when they did, they tended also to economize on facilities but would not economize on condition. In 1950, 5.1 percent of the renter occupied housing were one room units and 83 percent of these lacked facilities. None with facilities were in dilapidated structures. When households bought more space they tended much less to economize on standards. But when they did, not only were they willing to economize only on facilities, they were also willing to economize on condition. In 1960, 17 percent of the renter occupied housing were units with six or more rooms and 7.5 percent of these were substandard. Among the occupants of these substandard units, 58 percent economized only on facilities, 24 percent economized on condition if facilities were present, and 18 percent economized on both facilities and condition.

Thus one significant segment of the population, consisting of primary individuals, preferred to economize on space and on facilities, by renting one and two room units where toilet or bathing facilities were shared with occupants of another housing unit. Another segment, consisting mostly of families with more than two members, appeared willing to (or had to) trade standards for more space and in these circumstances would at times economize on condition as well as on facilities.

PERCENT OF SUBSTANDARD RENTER OCCUPIED HOUSING UNITS

Number of Rooms	With Bathrooms Shared or None		Dilapidated		With Bathrooms Shared or None and Dilapidated	
	1950	1960	1950	1960	1950	1960
1	100.0	100.0	6.6	4.1	6.6	4.1
2	99.0	98.0	10.0	3.7	9.0	1.7
3	97.7	94.0	26.6	15.7	24.3	9.7
4	97.5	91.0	24.8	18.5	22.3	9.5
5	92.2	84.0	34.2	26.8	26.4	10.8
6 or more	<u>80.5</u>	<u>76.4</u>	<u>56.0</u>	<u>41.5</u>	<u>36.5</u>	<u>17.9</u>
Total	96.0	92.5	25.5	16.4	21.5	8.9

Occupants reside by choice in one and two room units which lack one or more plumbing facilities. The number of one room units sharing or having no bathroom almost doubled so that almost one third of the substandard stock which was renter occupied were one and two room units. Less than four percent of these units were in dilapidated structures, which indicates that landlords generated adequate returns by supplying these specific housing services in response to changing demands and preferences.

1950 renter occupant income^{/1} helps show that choice and preferences as well as income contribute to determining the nature of housing services purchased and consumed. About 32 percent of the one room units were occupied by median- and upper-income renters. Eighty percent of these one room units lacked facilities which Census regards as substandard. Only 3.3 percent were dilapidated. Over

^{/1} This association was not available for 1960

one percent of the median- and upper-income renters and only 5.2 percent of the low-income renters occupied these one room units. The following tables depict more completely how economizing on housing standards and size are matters of choice and preferences. For example, 35, 22 and 16 percent of the low-, median-and upper-income renters, respectively, occupied below median sized units (less than four rooms).

PERCENT OF RENTER OCCUPIED HOUSING BY
INCOME AND NUMBER OF ROOMS, 1950

1949 Housing Unit Income	<u>1</u>	<u>2</u>	<u>3</u>	<u>4</u>	<u>5</u>	<u>6 or more</u>	<u>Total</u>
Less than \$2000	67.7	57.0	45.4	29.3	28.6	23.7	34.6
\$2000-2999	17.6	22.0	29.6	33.6	25.1	20.6	25.3
\$3000 or more	<u>14.7</u>	<u>21.0</u>	<u>25.0</u>	<u>37.1</u>	<u>46.3</u>	<u>55.7</u>	<u>40.1</u>
Total	100.0	100.0	100.0	100.0	100.0	100.0	100.0

PERCENT OF RENTER OCCUPIED HOUSING BY
NUMBER OF ROOMS

Less than \$2000	5.2	8.8	21.4	29.5	24.4	10.7	100.0
\$2000-2999	1.6	4.7	16.2	35.2	29.4	12.9	100.0
\$3000 or more	<u>1.0</u>	<u>2.8</u>	<u>12.1</u>	<u>28.2</u>	<u>34.1</u>	<u>21.8</u>	<u>100.0</u>
Total	2.7	5.5	16.1	30.2	29.5	16.0	100.0

Gross rents also indicate that a substantial fraction of the units which Census counted as substandard commanded higher than median rents. In 1950 median monthly gross rent was \$42 and 17.4 percent of the substandard units reported rent payments of \$40 or more. When associated with incomes, rent payments indicate that large proportions of median- and upper-income occupants economize on housing services by choosing to pay below-median rents, just as a considerable fraction

of low-income units pay higher rents. This is depicted in the following table.

PERCENT OF GROSS MONTHLY RENT BY INCOME, 1950

<u>Housing Unit Income</u>	<u>Less than \$20</u>	<u>\$20-39</u>	<u>\$40-59</u>	<u>\$60 or more</u>	<u>Total</u>
low-income	72.0	44.4	27.6	10.9	
median-income	17.5	27.1	26.3	20.4	
upper-income	<u>10.5</u>	<u>28.5</u>	<u>46.1</u>	<u>68.7</u>	
Total	100.0	100.0	100.0	100.0	

PERCENT OF RENTER OCCUPIED HOUSING BY
GROSS MONTHLY RENT

low-income	7.1	57.9	30.6	4.4	100.0
median-income	1.5	47.7	39.7	11.1	100.0
upper-income	<u>.8</u>	<u>31.7</u>	<u>44.0</u>	<u>23.5</u>	<u>100.0</u>
Total	3.2	44.4	37.8	13.8	100.0

Percent of renter
occupied substandard
housing

9.3	73.6	15.1	2.3	100.0
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Rents, when partitioned by rooms, indicate further that size and quality are only some of the elements considered when a renter makes housing trade-off decisions. About 27 percent of the one room units paid \$40 or more; 5.3 percent paid \$60 or more. For the two room units, the proportions were 55 and 16.3 percent respectively. For three room units these proportions declined to 36 and 14.9; and gradually continued decreasing and then increasing again with larger unit sizes. Perhaps location explains part of the advantage held by the smaller units, such that occupants, in order to gain a favorable address traded more of their decided housing outlay for location at the expense of facilities and size.

10. CROWDING AND QUALITY

Crowding or "overcrowding" appears to have been considered a significant index of poverty by investigators of housing and social problems. This has not been the case in Providence where unexpectedly the relatively better-off families (in terms of reported incomes) are more likely to live in crowded quarters than are the poor. Crowding is another phenomenon that can better be explained by conditions of supply and household economizing behavior.

Crowded quarters are housing having 1.01 or more persons per room. According to this Census criterion crowding has declined in Providence from 11.4 percent of all occupied units in 1950 to 6.8 in 1960 and to 5.4 percent in 1970. Market conditions as well as income differences appear to affect crowding behavior. In 1950, when housing was tight and vacancies low, the upper-income units were only slightly more likely to be crowded (11.3 percent) than were the low-income units (10.5 percent). In 1960, after vacancy rates had risen to more "normal" levels, the upper-income units became almost twice as likely to experience crowded conditions (7.9 percent versus 4.4 percent). Consequently, the proportion of Providence's crowded housing occupied by the low-income third declined from 29.7 to 20.9 percent.

The renter disadvantage in crowding was not as large as for the incidence of substandard housing. In 1950 more than one and one half, and in 1960, almost twice as many renters were as likely as owners to occupy crowded units. The overall crowding rates, coupled with these smaller differences between owners and renters, suggest

that space (number of rooms) is valued relatively more than standards and that stronger preferences weaken the influences of tenure (and income).

Also in this regard, crowding among renters was less sensitive to income differences than among owners. In 1950, upper-income owners were 1.6 times as likely as low-income owners to report crowding. In 1960, they became 2.7 times as likely. For renters these ratios were 1.05 and 1.8. Thus in 1960, 74.3 percent of the owner and 41.1 percent of the renter occupied units which were crowded reported incomes \$5000 or more.

PERCENT OF OCCUPIED HOUSING UNITS REPORTING
1.01 OR MORE PERSONS PER ROOM, FOR PROVIDENCE

Housing Unit Income	Total		Owner Occupied		Renter Occupied	
	1950	1960	1950	1960	1950	1960
Lower-income	10.5	4.4	5.7	1.6	12.0	5.4
Median-income	12.5	7.9	7.3	4.3	14.2	9.7
Upper-income	<u>11.3</u>	<u>7.9</u>	<u>9.1</u>	<u>5.9</u>	<u>12.6</u>	<u>9.6</u>
Total	11.4	6.8	8.0	4.5	12.7	8.0

PERCENT OF OCCUPIED HOUSING UNITS WHICH
REPORTED 1.01 OR MORE PERSONS PER ROOM

Lower-income	29.7	20.9	19.4	5.8	32.5	25.6
Median-income	25.7	30.0	16.8	19.9	28.1	33.3
Upper-income	<u>44.6</u>	<u>49.9</u>	<u>53.8</u>	<u>74.3</u>	<u>39.4</u>	<u>41.1</u>
Total	100.0	100.0	100.0	100.0	100.0	100.0
Number (thousands)	8.1	4.6	1.8	1.1	6.3	3.5
Percent substandard				6.5		26.7
Percent of sub- standard reported dilapidated				54.0		27.5

Just as we observed that some high income units chose to economize on space (number of rooms) and standards, perhaps we should conclude that intensive utilization of housing unit space is an indicator of better incomes. Apparently, the kind of decision-making that generates a higher income is carried over into determining how intensively household resources such as internal living space should be utilized and by how much to economize on other housing services such as facilities.

Partitioning renter occupied units by gross rent as a percentage of income, ten percent of the units economized on rent outlays to the extent that they reported gross rents of less than 10 percent in 1950^{/1}. These units were over 40 percent more likely than the other units to be crowded and to occupy substandard housing (of which 99 percent lacked facilities); but were about 40 percent less likely to economize on condition, implying that lack of facilities was much more acceptable than run-down living arrangements when making housing decisions. About 93 percent of these units were upper-income, reporting \$3000 or more (their median income was \$4900; Providence's, \$2434) and 79 percent were married couples (eight tenths of these male heads were under 55 years). This segment of the population occupied about 14 percent of Providence's substandard housing which was renter occupied and reported about 14 percent of Providence's crowding which was in renter occupied units.

At the other extreme, only 2.3 percent of the units reporting gross rents of 30 percent or more also reported incomes \$3000 or more.

^{/1} These associations were not available for 1960.

Median income was \$1050, indicating that shelter is so important to household well-being that when constrained by severely limited incomes families and individuals become willing (or compelled) to economize on other expenditure categories in order to meet basic housing needs (preferences). This group reported about the least crowding and 71.4 percent occupied standard units while only 60.5 percent of all low-income (less than \$2000) renters occupied standard units. The fraction that did economize on standards was also relatively more willing than other renters to also economize on condition. Most likely these were poor families.

GROSS RENT AS PERCENTAGE OF INCOME FOR
RENTER OCCUPIED UNITS, 1950

<u>Gross rent as percent- age of in- come</u>	<u>Percent of renter occupied housing units</u>	<u>Percent report- ing 1.01 or more persons per room</u>	<u>Percent sub- standard</u>	<u>Percent of Substandard Lacking one or more plumbing facility</u>	<u>Dilap- idated</u>
Less than 10%	10.0	18.3	35.5	99.0	15.7
10 to 14%	22.5	14.8	25.1	97.0	20.2
15 to 19%	20.8	13.1	22.7	96.0	20.0
20 to 29%	23.7	11.0	22.7	95.5	27.2
30% or more	<u>23.0</u>	<u>11.3</u>	<u>28.6</u>	<u>94.5</u>	<u>31.0</u>
Total	100.0	13.1	25.9	96.2	25.1

Obviously necessity impinges sharply on preferences: In 1950, 66 percent of all crowded renter occupied units consisted of husband-wife families having five or more persons. Conversely, 60 percent of this type household which rented reported crowding and 57 percent occupied substandard units. The respective percentages for owner

occupied units were 77.5, 31 and 17.8. Median incomes for this type household were \$4200 for owners and \$2550 for renters. Of course, just as the Census quality statistics contain too much information, number of rooms tells too little . . . indicating nothing about size of rooms, location, quality of neighborhood, etc.

In conclusion, these examples help demonstrate that substantial fractions of the housing stock which were classified substandard according to Census criteria were the outcome of family and individual housing decisions which were made not only in relation to supply and to income but also in relation to preferences, sentiments and needs. Every household has its particular values and accustomed ways or strategies for living and one household need not and does not value and prefer everything that other households do. Thus an undetermined but undoubtedly substantial amount of substandard housing represents an efficient allocation of economic resources because income is more desired for other nonhousing purposes in order to maximize family and individual utilities.

11. QUALITY AND WEALTH

No mention has been made of the effect of wealth or of expected assets on the quality of housing occupied other than indirectly when a household's permanent or "usual" income was briefly discussed in relation to current or actual reported income. Mostly this is because very little is known about the joint distribution of income and wealth and their separate and joint effects on decision-making. Yet obviously wealth, its size relative to income, its composition, its "age" and how it was obtained, the purposes attached

to it by the wealthholder, etc. have considerable effects on buying or renting and economizing decisions. Wealth and its effects are essentially embodied in preferences for this study.

12. INCOME MAINTENANCE AND QUALITY

Preferences as well as income were found to strongly determine the distribution of housing quality such that substandard housing was not only associated with the low-income families and individuals but was also occupied by higher income households who apparently economized on housing services and standards as a means for stretching their incomes toward other ends. Obviously the low-income households were more constrained to also economize on income by occupying substandard housing and yet substantial majorities of the low-income households occupied housing which was considered at least up to minimum standards or higher in terms of physical condition and plumbing facilities.

Tenure provided a medium through which families and individuals could express their preferences for economizing on housing services and indicated that preferences for adequate housing space were more uniformly distributed than were preferences for standards. Tenure then explained part of the apparent renter disadvantage but not all. Tenure (and government policies, especially the income tax) also redistributes income away from renters toward owners.^{/1}

At the start of this study it was felt that an application of a comprehensive income maintenance scheme would raise most housing

^{/1} See Henry Aaron, "Income Taxes and Housing", The American Economic Review, December 1970.

and neighborhoods up to acceptable standards of quality. Our research indicates that if through redistribution within Providence incomes were raised up toward the prevailing median (which would have to pull higher incomes down), income maintenance would have had a negligible effect on Providence's substandard housing stock in 1950 as upper-income units adjusted their housing circumstances down to offset their tax burden and would have been "wasted" (in a program sense) on the majority of low-income recipients who already occupied standard housing and on many of the other low-income units who would have persisted in occupying substandard housing in accord with their relative preferences. In fact, owners feasibly could have gradually increased their share of substandard stock. Of course in 1950 relatively more median-and upper-income households had become accustomed to standard housing such that if they determined to retain the housing services and standards which they had previously earned, Providence's substandard stock might have declined 10 percent. For 1960, when the association of quality and income was more clear, income maintenance could have been somewhat more effective, reducing Providence's smaller substandard stock perhaps 25 percent, if the median and above income groups maintained their accustomed housing services. Most households, in conclusion, would continue to economize on standards (although the buy/rent decision could gradually be affected by income supplementation).

One reason for the different effectivenesses in 1950 and 1960 is that the economy's (and individuals') basic productive capacity had grown substantially over the decade, which gradually released more resources for upgrading housing in terms of Census criteria.

Consequently these remaining housing deficiencies became a better indicator of poverty in 1960. It is not known how long these adjustments would have taken to work themselves out. Also not known is whether the application of a tax/transfer system of such drastic scope would have retarded or sped up the economy's progress.

Income redistribution between areas would obviously benefit Providence much more at the expense of other areas and most likely is politically not feasible (and economically in bad taste, unless we were considering only Providence's surrounding area). If applied though, income maintenance might have reduced Providence's sub-standard stock by 30-35 percent in 1950 and by 50-55 percent in 1960.

In conclusion, the federal government requires more effective instruments than income supplements if it seeks to radically upgrade the nation's and Providence's housing stock. Various housing services or standards are not so important to responsible segments of the populace, who appear reluctant to perform according to the ideals of policy makers and criteria of census takers and who most likely would only do so at the cost of reduced economic efficiency and social content. Not only should policy makers reexamine their ideals but clearly Census should replace its crude criteria. Even with the unimproved Census data currently available though, responsible government at the federal, state and local levels could and should observe more clearly the actual behavior and preferences of its constituencies before setting policies and imposing programs whose real gains are just as likely to fall short of their costs as they

are to justify them. Otherwise the responses - housing, social or whatever - that the federal government would like to have come about are not going to be easily forthcoming.

Many families and individuals, located in different stages of their life cycles, possess values and requirements which appear at variance with the community-at-large and with federal standards but which are very necessary to their particular strategies for obtaining and maintaining optimal living arrangements as they view them 1) over the entire extent of their years and 2) within a democratic setting. Not only do income profiles and levels but also the demands placed on a household contribute to determining the decisions made and style lived. A sequence of compromises and adjustments in housing circumstances, some drastic and some extremely mild, goes toward balancing these two sets of opposing forces. Consequently, the proportion of the population that has experienced "substandard" housing is significantly greater than the proportion occupying "substandard" housing at any moment in time. For a considerable percentage of those people the temporary housing deficiencies and denials were obvious ways for ultimately getting ahead and for finally later in life helping shrinking ends meet. Further, the age of economizing on facilities has about come to an end and most likely will be followed by the age of economizing on airconditioning. Thus from ancient times natural cycles and resource limitations have caused many to incorporate culturally acceptable circumstances such as sharing bathroom facilities into their strategies for living and progressing. Obviously

too there is a shading over into another segment of the population who over the long term are unable to make even their minimal ends meet on a self-sustaining basis within the framework of our market place society. These are the poor.

The Federal Housing Census does not enable us to discriminate that well between these two groups. Clearly our analysis has if anything indicated that more adequate housing measures must be applied before wide-reaching housing and social policy judgements and actions are made. Many of the housing units Census classified substandard . . . those lacking basic plumbing facilities . . . were actually optimal circumstances and represented an efficient allocation of resources which would have been maintained even without existing income inequalities.

Behavior classified by income and tenure did indicate that run-down dilapidated structures were least preferred and most rejected by the high income households who economized on standards. This helps suggest that better measures for condition and more important, for neighborhood quality, could go a long way toward remedying present data and policy deficiencies. Condition is a tricky concept though: while only 11.5 percent of the dilapidated units which were renter occupied reported incomes \$5000 or more in 1960, this income group also rented 45.1 percent of the deteriorating units with facilities that were renter occupied.

The government could, if it chose, attempt more selective or categorical approaches to upgrading the nation's housing stock in

terms of present criteria. For example, in 1960, the highest incidence of substandard housing in Providence was among one-person households, who occupied 46.3 percent of Providence's substandard housing which was renter occupied and 28.6 percent of the substandard owner occupied stock. This was 36.5 percent of the one-person households that rented and 9.4 percent of those that owned. About 58 percent of these households were under 65 years. This type household had the lowest median incomes; \$2600 among those under 65 years and less than \$2000 for those 65 years and over. Yet, interestingly, they were less likely than other household types to occupy dilapidated units.

One other household type associated with low incomes and already on welfare assistance, households with female heads under 65, experienced an incidence of substandard housing which was exactly equal to Providence's average in 1960 for renter occupied units (male headed households without wife were slightly higher). How much higher incidence would have been without assistance is not known.

Obviously with assistance as with income, non-housing needs and preferences compete for attention. Apparently even if the subsidies are in kind such as public housing, households benefiting will reduce their own housing outlays.^{/1} Also, categorical approaches by household type would be inefficient because even in the type household most attracted to deficient housing, a substantial majority were already able to occupy housing which was up to Census standards.

^{/1} See R.L. Bish, "Public Housing: Magnitude and Distribution of Direct Benefits and Effects on Housing Consumption" Journal of Regional Science, Dec. 1969, pp 425-38.

The big renter disadvantage does suggest that more effort should be spent determining what instruments are available to modify tenure institutions and to motivate renters to seek equity in their dwellings. This could be done by inventorying and evaluating federal and local incentives for subsidizing homeowner equity. Actions in these directions are highly desirable substitutes to the administrative complexities and burdens that any income maintenance program would engender.

In summary, after having observed renters vis-a-vis owners, we feel that more fruitful results will obtain only when a start is made toward modifying the market place rather than by continuing to tinker in static ways with the results generated by the market place. A broad redistribution of property rights will enable the disenfranchised and dependent to acquire more central positions and responsibilities in their own personal unfoldings and development which income redistribution alone can not provide. Income supplements will tend to merely maintain or augment accustomed spending patterns. Income maintenance will not bring about the independent decision-making which is required by and associated with controlling property (which is also associated with educational attainments and with some of the dynamic goals of the war on poverty). Favorable tenure arrangements and institutions could radically raise self-sufficiency and restore the dignity essential for pride in self and in community and neighborhood which our forefathers foresaw was necessary when they opened up the land for ownership, motivating effective participation in the commerce and affairs of men.

In this regard, Providence and other central cities could have retarded the great outmovement of families (with children) with local policies (weakening tenant dependence on landlords by) encouraging ownership and discouraging rental arrangements. It is well known that families migrating to the suburbs tended to buy land and home. Clearly they gained the wherewithal in the cities and at times preserved it through economizing extensively on housing services and standards while living there. Indeed, many continue to maintain their suburban residential situations on incomes generated within the highly productive confines of our central cities.

Finally, quality of housing has been shown to be a highly relative (and individual) measure whose meaning changes over time and with circumstances. Quality of neighborhood appears to be a much superior measure for evaluating relative well-being. Housing quality as currently measured is not at all associated with quality of neighborhood as Census has alleged.^{/1}

And lastly, we must emphasize that the estimated housing effects of income maintenance made in this study for Providence do not represent the final or long run adjustments that might actually occur. Our rough estimates could at most be called "possible first order effects". No framework has been developed here for gaging the complete response that a strong application of income maintenance

^{/1} U.S. Bureau of Census, 1960 Housing Census, Vol. I, Pt. I, p. XXXVI

could bring about, not only within the housing stock but also the effects on incentives (to work, to economize in various ways, to accumulate assets - physical as well as financial), migration and relative prices and thus concomitantly on the labor market and on the rate, structure and spread of the nation's growth. Feasibly, a strong income maintenance policy could have changed the whole configuration and content of urban living.^{/1} With everyone drawing incomes on a relatively equal basis, the undesirable side effects of rapid growth and urbanization which we are presently facing might have been (or be) largely inhibited. For example, with an effective income maintenance the large rural migratory flows into metropolitan centers and the rapid sprawl outwards from those same city centers might have halted or slowed down when they lacked the ready support and subsidy given by existing economic disparities. Of course, the whole level and technology of living probably would not have "advanced" so quickly either without our present concentrations of population and capital. So, while we remain extremely interested, we still cannot foretell what kind of city and life would really emerge under such changed conditions.

^{/1} The extent and shape of the transformation most likely depends on the particular dimensions and strategy chosen: income maintenance exclusively among inhabitants of a central city, or extended over larger areas such as a metropolitan area, an economically self-contained region, a state, or the nation as a whole.

ADDENDA
CITIZEN INVOLVEMENT

List of Participating Agencies and Principal Officials

Mayor of the City of Providence
Honorable Joseph A. Doorley, Jr.

Mayor's Administrative Assistant for Urban Affairs
James T. Beattie

Providence City Council
Presiding Council President: Robert J. Haxton

Providence Redevelopment Agency
Chairman: Edmund M. Mauro
Executive Director: Vincent Pallozzi

City Plan Commission
Chairman: Roland J. Desaulniers

Providence Housing Authority
Chairman: Joseph P. Carroll
Executive Director: David Joyce

Progress for Providence
Chairman of the Board: Vincent Vespia
Executive Director: Daniel Coyne

Providence School Committee
Chairman: Charles A. Kilvert
Superintendent of Schools: Dr. Charles M. Bernardo

Providence Civic Center Authority
Chairman: John J. Cummings, Jr.
Executive Director: Harold C. Copeland

Model Cities Agency
Chairman, Model Cities Council: Robert Burgess
Special Assistant to the Mayor for Model Cities: Richard R. Torchia

Department of Public Works
Director: Lawrence P. McGarry

Department of Building Inspection
Building Inspector: Vincent DiMase

Department of Planning & Urban Development
Director: Vincent Pallozzi

POPULATION BY RACE

1970 Census
1st Count

	Total Pop.	White	Negro	Indian	Other	% White	% Negro	% Other
BARRINGTON	17554	17434	59	4	57	99.32	.34	.35
BRISTOL	17860	17779	27	4	50	99.55	.15	.30
BURRILLVILLE	10087	10063	4	4	16	99.76	.04	.20
CENTRAL FALLS	18716	18598	72	5	41	99.37	.38	.25
CHARLESTOWN	2863	2768	34	61	-	96.68	1.19	2.13
COVENTRY	22947	22836	70	4	37	99.52	.31	.18
CRANSTON	73037	72275	590	30	142	98.96	.81	.24
CUMBERLAND	26605	26549	16	11	29	99.79	.06	.15
E. GREENWICH	9577	9508	42	7	20	99.28	.44	.28
E. PROVIDENCE	48151	46469	1343	77	262	96.51	2.79	.70
EXETER	3245	3167	55	17	6	97.60	1.69	.71
FOSTER	2626	2614	10	-	2	99.54	.38	.08
GLOCESTER	5160	5145	7	3	5	99.71	.14	.16
HOPKINTON	5392	5339	14	23	16	99.02	.26	.72
JAMESTOWN	2911	2871	25	13	2	98.63	.86	.52
JOHNSTON	22037	21982	29	4	22	99.75	.13	.12
LINCOLN	16182	16125	22	11	24	99.65	.14	.22
LITTLE COMPTON	2385	2378	5	0	2	99.71	.21	.08
MIDDLETOWN	29621	27528	1394	41	658	92.93	4.71	2.36
NARRAGANSETT	7138	6950	83	19	86	97.37	1.16	1.47
NEWPORT	34562	31317	2523	61	661	90.61	7.30	2.09
NEW SHOREHAM	489	485	2	2	-	99.18	.41	.41
N. KINGSTOWN	27673	26170	875	42	586	94.57	3.16	2.27
N. PROVIDENCE	24337	24183	80	11	63	99.37	.33	.30
N. SMITHFIELD	9349	9309	20	8	12	99.57	.21	.21
PAWTUCKET	76984	76305	403	49	227	99.12	.52	.36
PORTSMOUTH	12521	12359	82	9	61	98.79	.65	.56
PROVIDENCE	179213	161338	15875	450	1550	90.03	8.86	1.12
RICHMOND	2625	2602	8	7	8	99.12	.30	.57
SCITUATE	7489	7456	16	5	12	99.56	.21	.23
SMITHFIELD	13468	13435	8	4	21	99.75	.06	.19
S. KINGSTOWN	16913	16051	451	248	163	94.90	2.67	2.43
TIVERTON	12559	12516	15	3	25	99.66	.12	.22
WARREN	10523	10486	24	3	10	99.65	.23	.12
WARWICK	83694	83167	326	42	159	99.37	.39	.24
WESTERLY	17248	17025	90	65	68	98.71	.52	.77
W. GREENWICH	1841	1834	4	2	1	99.62	.22	.16
W. WARWICK	24323	24252	26	13	32	99.71	.11	.14
WOONSOCKET	46820	46079	609	28	104	98.42	1.30	.28
State	946725	914757	25338	1390	5240	96.62	2.68	.70

Members of Executive Committee

of

EAST SIDE PROJECT CITIZENS COMMITTEE

3/26/70

Edward C. Spencer
James N. Williams

Joseph K. Ott
Eric J. M. Godfrey
Robert H. Goff
Thomas H. Rhine
Mrs. George E. Downing)
Frank Mauran III
Frederic L. Chase, Jr.)
Frank C. Aker
Murray S. Danforth, Jr.
Samuel N. Driver
Rev. William L. Kite
Charles M. Simon
Miss Florance L. Campbell
Robert M. Schacht
Horace Craig
Rev. Louis deM. Diogo }
Rev. Daniel McCarthy }
Rev. Robert E. Brown

Rev. Paul Duhamel
Mrs. Phineas Sprague
Mrs. Miles Standish
Mrs. Henry D. Sharpe
Frederick Lippitt

Edward O Handy, Jr.
John Cunningham
John S. Cumming, Jr.
Mrs. Donald Bailey
Mrs. Dennis Ury
Richard L. Anderson
Robert Clarkin
James V. Brasil
Councilman Richard D. Worrell
Councilman John M Murphy
The Honorable Alfred Travers, Jr.
The Hon. Harold C. Arcaro, Jr.
Edward M. Mauro, Chairman

Vincent Pallozzi, Exec. Director

Stanley Bernstein, Ass't Dir.

Robert Yeremian, Project Dir.

20 Ninth Street, Providence, R. I. 02906
Urban League of R. I.
74 Weybosset Street, Providence, R. I. 02902
43 Benefit Street, Providence, R. I. 20904
93 Benefit Street, Providence, R. I. 02904
48 Benefit Street, Providence, R. I. 20904
118 Benefit Street, Providence, R. I. 02903
(Providence Preservation Society
{24 Meeting Street
(Providence, Rhode Island 02903
Brown University, Providence, R. I. 02912
53 Lloyd Avenue, Providence, R. I. 02906
25 Arnold Street, Providence, R. I. 02906
180 Lancaster Avenue, Warwick, R. I.
12 Traverse Street, Providence, R. I. 02903
83 Hope Street, Providence, R. I. 02906
50 Sheldon Street, Providence, R. I. 02906
86 John Street, Providence, R. I. 02906
(463 Benefit Street, Providence, R. I. 02903
(Holy Rosary Church
St. Joseph's Church
92 Hope Street, Providence, R. I. 02906
84 Hope Street, Providence, R. I. 02906
22 James Street, Providence, R. I. 02903
100 Angell Street, Providence, R. I. 02906
84 Prospect Street, Providence, R. I. 02906
(Edwards & Angell
15 Westminster Street, Providence, R. I. 02903
18 James Street, Providence, R. I. 02903
47 Hope Street, Providence, R. I. 02903
9 Church Street, Providence, R. I. 02904
29 Ann Street, Providence, R. I. 02903
15 Benefit Street, Providence, R. I. 02904
28 Arnold Street, Providence, R. I. 02906
91 Governor Street, Providence, R. I. 02906
68 Arnold Street, Providence, R. I. 02906
108 John Street, Providence, R. I. 02906
251 Waterman Street, Providence, R. I. 02906
53 Armstrong Avenue, Providence, R. I. 02903
27 Rhode Island Ave., Providence, R. I. 02906
Providence Redevelopment Agency
10 Dorrance Street, Providence, R. I. 02903
Dept. of Planning and Urban Development
City Hall, Providence, R. I. 02903
Dept. of Planning and Urban Development
10 Dorrance Street, Providence, R. I. 02903
Dept. of Planning and Urban Development
10 Dorrance Street, Providence, R. I. 02903

CURRENT ACTIVITIES ADMINISTERED BY THE DEPARTMENT OF PLANNING AND
URBAN DEVELOPMENT

Urban Renewal Projects

Mt. Hope R-18
East Side R-4
Weybosset Hill R-7

Lockwood St. R. I.-27
Upper South Providence

Neighborhood Development Programs

West Broadway NDP A-2-1
Model Cities NDP A-2-2

Model Cities Related Programs

Emergency Housing Repair
Rental Inspection
Upper South Providence (See Urban Renewal)

Neighborhood Facilities Program

John Hope Settlement House
Fox Point Boys' Club

Workable Program

Recertification

Historic Preservation

Congdon St. Baptist Church (See East Side)

Code Enforcement

Citywide program (on going)
Smith Hill Section 117
Elmwood-West End Section 117

Demolition

Model Cities Demolition Project Section 116
R. I. M-4
Model Cities Demolition Project II Section 116

Demonstration

Motion Picture Section 314
R. I. D-3

Completed Urban Renewal Projects

Land Use Control Responsibility for:

Willard Center I
Willard Center II
Point Street
West River
Lippitt Hill
Central-Classical

Planning Activities

Housing Element Section 701
Land Use Inventory Section 701

Flood Plain Zoning Study for Flood Prone Areas
Fields Point Plan Revision
School Facilities Planning
Referrals - See Memo to S. B.
Preliminary Proposal for Zoning
Circulation Studies