III D--RECOMMENDED PROGRAM
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SUMMARY

One of the most important aspects of any attempt to renew a historic area is to have a comprehensive program for such purpose. PART ONE of this report set forth the various elements of programs for historic area preservation and gave examples of important programs in operation in other parts of the country. It was obvious from this investigation, however, that what was lacking elsewhere was a comprehensive approach to historic area preservation. The program for action presented on the following pages is designed to be such a comprehensive effort, and it is hoped that it will demonstrate to other cities how the various elements in such a program can be made to work together in close association with federal urban renewal activities.

This program recognizes that success lies in the cooperation of all parties concerned with the development process on College Hill. It is based on the hope that private citizens, institutions and the various levels of government can and will work together to bring about the improvements spelled out in the plans. This may take an extraordinary effort on the part of those concerned, but it is felt that the results will be worth this effort.

The program for action includes many recommendations, the most important of which concern proposals for the following:

- an organization to guide the development of the plans;
- a federally-assisted urban renewal program;
- a tourist trail along Benefit Street;
- a national historic park at the site of Roger Williams Spring;
- historic area zoning regulations;
- aids to private investment activities;
- institutional activities;
- city agency and city regulatory programs; and,
- publicity, education, and information programs.

These proposals are presented on the following pages and are followed by an estimate of the costs involved in completing the program.
ORGANIZATIONAL STRUCTURE

IT IS RECOMMENDED THAT A PERMANENT COMMITTEE BE ORGANIZED, TO BE CALLED THE COLLEGE HILL COMMITTEE, FOR THE PURPOSE OF GUIDING THE DEVELOPMENT EFFORTS NECESSARY TO CARRY OUT THE COLLEGE HILL PLAN.

In order to coordinate all the efforts recommended for the carrying out of the College Hill Plan, it is strongly recommended that a permanent committee be formed. In other cities, it has been recognized that citizen participation is vitally important in the effectuation of such a plan and is, indeed, the key to its success.

The functions of the committee would be as follows:
- to oversee the activity and to guide and coordinate the development of the proposals made herein;
- to perpetuate interest in College Hill planning beyond the life of the special project until the objectives of the plan are achieved;
- to develop community cooperation towards the goal of the plan and to educate the community to the possibilities of planning for the future;
- to act as the means of communication between the citizenry and city agencies;
- to prepare the stage for an urban renewal project to take place in the future within the study area; and,
- to formulate new programs for the development of College Hill as conditions change over the course of the years.

This committee should work with existing organizations already functioning within the area. Key groups are listed in this report, and all of them should at some point be contacted with regard to the work to be done.

Formation

The permanent committee, which might be called the College Hill Committee, should be closely affiliated with the Providence Preservation Society and other groups active in the area, but in order to reach a broader base, it should be organized as a separate entity. The Coordinating Committee which was set up by the Preservation Society and the Plan Commission, and which functioned as the guiding group during the period the study was being performed, should take the initiative in the formation of this new committee. With completion of the study report, the principal function of the Coordinating Committee has been served. It is recommended that this group be dissolved but at the time of its dissolution, it should launch the new College Hill Committee as the organization to carry out the program set forth in this report. The job of getting this committee in shape, then, should be the final job of the Coordinating Committee.

Membership

Positions on the College Hill Committee should be drawn from the membership of the Preservation Society and from among the current membership of the College Hill Study Coordinating Committee. In addition, members should be drawn from the ranks of the special subcommittees which functioned during the course of the study, the educational institutions in the area, business groups, civic groups, churches, and persons representative of the diverse College Hill neighborhoods.

As there is a great deal of work to be done, committee members should be chosen who will be willing and able to give a portion of their time to this program. A relatively large committee would be desirable so that the work load can be shared by many hands. It is recommended that the membership be numbered at between fifteen and twenty persons and expanded when necessary.

In addition to the active membership on the committee, two ex-officio members should be appointed. The director of the City Plan Commission and the director of the Redevelopment Agency should be afforded positions as their advice on certain technical matters will be invaluable to the work of the committee.

Paid Executive

Experience in other cities with similar organizations has shown that a paid executive to handle the day-to-day operating problems of the organization will greatly enhance the possibilities for successful completion of the program. It is recommended that a paid executive be employed on a half-time basis for at least the first year of the program and that a sum of $5,000 be raised from contributions for the annual budget to be used for the salary of such a person and for other expenses. The committee may be able to function without such an executive but more work would have to be undertaken by the committee members and continuity of effort could not be guaranteed. Ability to perform effectively the following types of activities is desirable in such an executive, and will suggest the usefulness and scope of his services:
to set the stage for community thinking,
to summarize discussions orally,
to write concise summaries,
to use research results and fact finding methods,
to act effectively in public meetings,
to organize complex groups,
to communicate the program to interested persons,
to time action effectively; and

to identify and involve resource persons.

WORKING SUBCOMMITTEES
As has been indicated, the primary responsibility of the College Hill Committee will be to carry forward the program set forth in this report. To function efficiently in this respect it is recommended that the tasks be separated and parcelled out to subcommittees each of which should be directly responsible for one phase of the program. At the outset, nine subcommittees of two or three persons each should be formed from the membership. These subcommittees may be expanded and it is hoped that they will draw upon other members of the community to aid them in their work. The following subcommittees are recommended and indicated in the accompanying organization chart:

1. Urban Renewal: A most important job must be done by this subcommittee. It is probable that there will be an urban renewal project within the next decade in the College Hill area. The effects of this activity will be far-reaching and this group should represent College Hill interests in following the progress of such a project from the time of the publishing of this report to the time of its completion. Much planning will be done along the way and decisions will be made by city agencies and the community. This group should serve to stimulate urban renewal activity for the area and aid in the making of decisions. The urban renewal plan set forth in this report should serve as a guide to this subcommittee.

2. Benefit Street Trail: The basic job of this subcommittee should be to work for the development of the trail as described in the special report sections concerning this proposal. A small amount of funds will be needed for this project and these should be raised by the committee. Effort must be given to the design, construction, and erection of street signs, the writing and printing of a brochure, and the placement of plaques. Finally, publicity for the trail needs its attention.

3. Roger Williams Spring Park: This subcommittee should be responsible for seeing this special project through to completion. Effort must go into keeping contact with city officials and the National Park Service, and in the marshalling of community support for the project. If the National Park Service should decline to participate, means should be developed to keep the project alive and to develop a scheme to bring it about through joint city and state effort.

4. Historic Area Zoning: Action should be taken by this subcommittee to make known throughout the community the goals of this type of control and the specific provisions of local and state laws which may be adopted. It should be responsible for supporting state enabling legislation in the General Assembly. When such legislation is enacted at the state level, the subcommittee should pursue the adoption of an appropriate historic area zoning ordinance by the City Council of Providence. Suggested drafts of legislation for consideration at the state and local levels are included in this report.

5. Private Investment: A big job needs to be done in developing private investment activity in the College Hill area. Types of activities are suggested in a later section of this report devoted to private investment opportunities. A great deal of "selling" of the area must be done by the subcommittee members, and the forms of organization to promote investment should be explored and developed. A proposal for a new mortgage facilities corporation as described in the report is an important part of the program and should be followed through by this group.

6. Institutional Activities: This subcommittee should act as the organizer of efforts concerning the relationship of the institutions to the city and the community, and it should work with the liaison committee suggested for institutional and city coordination. A list of recommendations is given in the section of the report devoted to this subject, and this group should serve to see that these recommendations are acted upon. It should be the representative of the College Hill community in all matters concerning institutional activity that affects the area.
7. Municipal Programs: The extent of cooperation and activity required of city agencies is spelled out in special report sections. This subcommittee should be responsible for keeping these agencies apprised of the needs of the College Hill area, as detailed in the plan, for keeping these agencies informed of the progress of the plan, and for promoting the completion of recommended projects.

8. Information and Education: Much effort must be put into publicizing the program, educating the community to the possibilities and goals of historic area renewal, and collecting certain pertinent information about the program. This group should be responsible for these efforts which are spelled out in greater detail in the program that follows:

9. Community Relations: A ninth and final subcommittee recommended is the Community Relations Subcommittee which has a special job to do. The job is a big one and accordingly it is recommended that part of the paid executive's responsibilities should be to work closely with the members of this group. This subcommittee should be responsible for all relations between the College Hill Committee and the community. In general, it should be aware of the effect of community opinion upon success of the planning activities, and should act to create the most favorable situation possible in this regard.

It is recommended that under its aegis, neighborhood committees be formed. A Community Relations group that was active during the study period made an initial step towards this goal in one part of College Hill - North Benefit Street. This effort should be continued and at least two other neighborhood groups should be formed. These would be developed from among residents and property owners in the southern part of the area (in the vicinity of Wickenden and Transit Streets) and among those along the Historic Trail planned for Benefit Street. Once formed, these neighborhood groups would serve to represent their particular area and make known the views of the residents and property owners in deliberations concerning urban renewal and other projects in College Hill.

COMMITTEES FUNCTIONING DURING THE STUDY
The College Hill Study Coordinating Committee worked closely with the City Plan Commission and its staff throughout the eighteen-month course of the study. Monthly meetings were held for the review and discussion of study materials and proposals. In addition, special groups were formed to assist the staff in particular critical aspects of the work, such as community relations and real estate and finance. The Rhode Island Chapter of the American Institute of Architects aided in setting up an Advisory Committee on Historic Area Zoning. It will be desirable to draw upon the experience of these committee members for service on the proposed College Hill Committee and its subcommittees. Membership of the several study groups was as follows:

Coordinating Committee
Mrs. William Slater Allen; Thomas B. Appleget; the Very Reverend Darby W. Bettis; Thomas F. Black, Jr.; John Nicholas Brown; Murray S. Danforth, Jr.; Franklin S. Eggleston; Mrs. Peter Geddes; Conrad E. Green; E. Gardner Jacobs; Frederick Lippitt; W. Easton Louttit, Jr.; Frank H. Malley; Jonathan Rawson; Raymond H. Trott; James N. Williams; and Charles R. Wood.

Community Relations Subcommittee
The Very Reverend Darby W. Bettis; Mrs. M. Jerome Brown; Mrs. R. H. I. Goddard; Everett I. Kalver; The Honorable Frank Licht; John F. Lopez; Mrs. Paul W. Monohan; Maurice Mountain; H. Clinton Owen, Jr.; Jonathan Rawson; H. E. Skerry; C. George Taylor; and the Reverend John R. Washington.

Finance and Real Estate Subcommittee
Thomas F. Black, Jr.; Roger A. Brassard; Michael Gammino; Frederick Lippitt; Clarence H. Philbrick; Raymond H. Trott; and Edward W. White.

Historic Area Zoning Advisory Committee
George Fraser; Peter Geddes; Lloyd W. Kent; Knight D. Robinson; Albert E. Simonson; Lloyd H. Turoff; and William P. Buffum, Jr.
CITY-WIDE CITIZENS ORGANIZATION

Mention must be made in this discussion of the College Hill Committee of the obvious need felt in the course of the College Hill study for a city-wide citizen's group concerned with urban renewal and housing.

The federal Housing Act of 1954 considerably broadened the extent of urban renewal activity by promoting rehabilitation and conservation of neighborhoods rather than strict concentration on slum clearance. This extension implied a great reliance on voluntary activity and participation among citizens groups. Many cities responded by setting up city-wide organizations, and such organizations currently exist in many large cities throughout the country. The American Council to Improve Our Neighborhoods — ACTION — has promoted such citizen effort on a community basis as part of the answer to the downgrading of urban residential areas. Three years ago an effort was made with the cooperation of ACTION to create a city-wide citizens group, but with little success. The need is still evident now and has been brought into focus by the efforts of this study. While it is somewhat beyond the scope of this project, it is strongly recommended that such a group be formed in the Providence area. When and if it is formed, the College Hill Committee can serve as an active arm of this broader committee working alongside other groups representing other sectors of Providence.
URBAN RENEWAL

IT IS RECOMMENDED THAT AN URBAN RENEWAL PROJECT BE UNDERTAKEN IN THE COLLEGE HILL AREA.

The Urban Renewal Program has as its purpose the renewal of slum or blighted areas of cities throughout the United States. It is a complicated program, but basically it will help a city renew its run-down areas by supporting renewal operations with loans and grants of federal funds, in most cases providing two-thirds of the net cost.

Urban Renewal, as it is used today, is not limited to clearance of dilapidated structures. It has recently been broadened to include rehabilitation and conservation of areas of the city as well. Thus the designation of an area of the city as an Urban Renewal Area does not necessarily mean that it will be cleared of buildings; but that a total attack to raise the standards of a neighborhood will be undertaken.

Of the several coordinated proposals in the program for renewing the historic College Hill area of Providence, one of the major elements is that for an urban renewal project. This project has been designed to include almost all of the historic structures that are currently in existence on the Hill. The proposed boundaries of the project and the re-use of land within these boundaries have been shown earlier in this report in section III-B and III-C.

A course of action for an urban renewal program is set forth in the following pages. This is being made as a proposal to the city agencies that would be involved in such a program, primarily the Providence Redevelopment Agency. The renewal area has been set forth in a general way. It is hoped that the Redevelopment Agency will consider this as a preliminary proposal which will be developed in more detail as a renewal project in the agency's regular program. This section of the College Hill report is intended to set down the thinking that went into the formulation of this preliminary proposal for the information of the citizens of the area and the city agencies that are formally charged with carrying forward such a project, and to guide the efforts of the proposed College Hill Committee.

GENERAL REQUIREMENTS

As set forth in federal Urban Renewal Administration directives, a renewal project must meet the following general requirements, and it is felt that no serious problems will be met in this regard:

- a slum area or a blighted deteriorated, or deteriorating area, or an open land area.
- approved by the Urban Renewal Commissioner as appropriate for an urban renewal project.
- eligible under state and local law for the remedial actions proposed.

TYPES OF ACTIVITIES

Within an Urban Renewal Area, three types of activities can take place:

- Redevelopment or Clearance, in which areas are completely cleared and replaced with new structures or open space uses. The proposal for the College Hill renewal project indicates several areas where total clearance of substandard housing is recommended. This clearance would be performed by the city and in most cases the cleared and prepared land would be resold to private developers for new structures to be built according to a plan laid out by the city.

- Rehabilitation, in which the majority of existing structures would remain, but housing aids would be applied to upgrade the quality of the area. Some spot clearance of particularly bad structures can take place. Several extensive rehabilitation areas are proposed which, for the most part, include substantial numbers of architecturally valuable structures in poor condition. In rehabilitation areas, a combined effort is made with the city and private enterprise cooperating to upgrade living conditions in the area. The city promotes private renovation by applying the rules of the housing code, stepping up such city services as sanitation, street repair and police protection, and providing more lenient mortgage arrangements by making certain sections of the federal Housing Act concerning mortgage financing available to property owners.
Conservation, in which most of the area is in good condition but may show signs of the onset of housing blight. Community action in the form of personal attention to repair of structures and open spaces with local governmental support given where appropriate is the normal extent of conservation activities. The remainder of the area included within the proposed project boundaries, not otherwise designated is considered to be a conservation area.

POLICIES DEVELOPED

As is indicated in another section of this report, much of the area included within the boundaries of the renewal project proposed herein has already been formally designated as being appropriate for renewal action. Study had been started on the so-called Constitution Hill project prior to launching of the College Hill Study. The work on Constitution Hill was set aside pending the completion of this study at which time it is to be reconsidered. As is set forth in this proposal, there has been a somewhat different approach taken and a project of greater magnitude has been developed.

To guide the urban renewal program for College Hill, the following policies are recommended.

- A broad scale approach should be taken and a large portion of the Hill should be included in the urban renewal project. In this way, it will be possible to include other redevelopment projects within areas previously designated as needing renewal and to undertake renewal of all these areas at one time. The previously designated blighted areas on Constitution Hill, along South Main Street and along the Cohan Boulevard are still in need of renewal even after the passage of eight years since they were first designated. By expanding the project boundaries from what was previously designated the Constitution Hill project a comprehensive program can be developed so that the renewal of the area can be accomplished more quickly and more efficiently.

In addition, by enlargement of the project boundaries, the city will have an opportunity to attack the first stages of housing blight currently appearing in some of the blocks surrounding the cores of poor housing. In this way, future slums may be prevented, relieving future generations of the burden of solving serious housing problems in such areas.

- Emphasis is to be placed upon the historic value of structures lying within the project. Boundary lines should be drawn accord-ingly and plans for renewal should be developed to retain as many of these structures as possible within practical limits. The technique for judging historic worth of structures was developed to guide the staff in its approach to the development of the proposed urban renewal project.

This is the best concentration of historic structures in the city of Providence and that this should be recognized in any renewal work done in this area. Following this policy would dictate some changes in the standard approach to redesign of an urban renewal project. Where ordinarily an area may have been completely cleared, certain structures have been kept and study was given as to how a site can be developed while retaining the historic structures within it, and how new structures can harmonize with the old ones. In general, in areas where there is a concentration of worthwhile historic structures, rehabilitation techniques are favored in preference to clearance.

The historic zoning district proposed in this report overlaps much of the recommended renewal area, and such a situation has certain other implications. This would mean that the Historic District Commission, to be set up under the terms of the proposed zoning amendment, would have the power to review plans for new construction in those areas falling within the historic zone. It is emphasized that the real job of the Commission is to review plans for work to be performed on existing historic or architecturally valuable structures, and not to impede plans for entirely new structures. The activities of the Commission would enter into the planning, however, of large projects which affect groupings of historic structures. In such a case, the Commission would act to preserve these structures and any developer presenting a plan for a total development would be encouraged to incorporate such structures into the project or show good cause for their removal. The ordinance makes provision for allowing removal of worthwhile pieces of architecture under such circumstances.

- Emphasis is to be given to the creation of a favorable atmosphere for the investment of private capital in key "target" areas of the College Hill area. It is felt that as much as possible of the financial load for renewal should be placed on the shoulders of private investors and that the city and federal government should step in to do the job of renewing the area only where private enterprise is unwilling to do so. Many of the key target areas, where clearance is recommended, have a direct relationship to the more
important concentrations of historic structures where it is felt that there is a great opportunity for rehabilitation by private persons or groups. Thus, clearance of the poor structures should stimulate rehabilitation activity of the historic structures.

This policy is carried out in the proposed project by a) the elimination of run-down properties, the condition of which acts to depress land values in their immediate vicinity, b) replacing them with structures that are more modern, efficient, and appropriate, and c) additional stimulation of private activity by causing better mortgage financing arrangements to be made available, by the stricter application of existing legislation pertaining to housing, and by promoting the creation of community improvement groups.

- Re-use of land cleared by the urban renewal process is to be for private or public development that most nearly meets the most pressing needs of the community. As is usually the case, many of the areas that are marked for clearance include concentrations of minority groups that have great difficulty in finding adequate housing. The problems of relocation for families in these groups should be considered, and, if possible, at least as many if not more dwelling units for members of these groups should be rebuilt.

**PRIORITIES**

The College Hill project must take its place on a priority list already established for the city's active urban renewal program.

At the time of this writing, the city's priority list stood as follows:

<table>
<thead>
<tr>
<th>Urban Renewal Project</th>
<th>Stage Reached</th>
</tr>
</thead>
<tbody>
<tr>
<td>1. Lippitt Hill</td>
<td>Final Project Report submitted to Urban Renewal Administration, and undergoing technical review.</td>
</tr>
<tr>
<td>3. Randall Square</td>
<td>Application submitted for Survey and Planning Funds.</td>
</tr>
<tr>
<td>5. Constitution Hill</td>
<td>Preliminary planning suspended pending completion of the College Hill Project.</td>
</tr>
</tbody>
</table>

This list is not a hard and fast one, and it is possible that changes can and will be made in the future. However, considering the extent of activity already undertaken for the first three projects listed, it is probable that the priority list will remain intact for them. There has been only a limited amount of work done on the Mashapaug Pond area and its future is still in doubt. In addition, there is a tentative commitment for early consideration of a project in the College Hill area due to the premature closing-out of the Constitution Hill project. Such commitment may place it before the Mashapaug Pond project on the priority list.

Certain factors point to the necessity for early consideration of the proposed College Hill urban renewal project. Among them are the following:

- The South Main Street area contains one of the worst groups of blighted housing in the city. Because of this, it was considered for the first redevelopment project in 1950, but was subsequently dropped from the priority list because of certain local situations. Conditions have not changed a great deal and it is probable that housing in the area still is the worst in the city.

- New highway construction has created greater opportunities than previously existed for the renewal of run-down areas of College Hill. Due to the construction of the Providence River Bridge, the areas along Cohan Boulevard and particularly along South Main and South Water Streets are ripe for renewal. The revitalization of these areas is now well within the realm of practicability and these sites, because of their unusual locations as "gateways" to the city, can be developed in such a way as to be an outstanding contribution to the welfare of the city. Unless action is taken under the urban renewal program relatively soon, it is entirely possible that these "gateways" will become dotted with strings of gasoline stations.

- Several other renewal projects are located close to the northern border of the proposed project. The Lippitt Hill project is immediately adjacent to the Constitution Hill area and not much farther north, the city has undertaken the West River project and contemplates early action on the Randall Square project. Originally, all of these projects were considered to fall in one area requiring redevelopment. This thinking is still valid, and the proposed College Hill project should be considered as an extension of the work being performed just to the north of it and should thus be undertaken in conjunction with these efforts.
TIMING OF PROJECTS

Generally, the urban renewal process is a slow one. There are several stages along the road to completion of an urban renewal project and each usually consumes a fair amount of time before it is completed. In addition, an urban renewal project must be scheduled to fit into the city's renewal program that is currently underway and must take its turn behind those which rate higher priority. If it is assumed that the proposed College Hill renewal project is undertaken immediately after the completion of this study, it is likely that a capital grant reservation could not be made until four years from now and that completion of the project will not take place for another four years. The following stages must be gone through by a renewal project before it reaches completion:

- Preparation of Application for Survey and Planning
- Submission of Application
- Approval of Application for Survey and Planning
- Submission of Project Eligibility Report
- Approval of Project Eligibility Report
- Submission of Final Project Report
- Approval of Final Project Report
- Local Approval of Redevelopment Plan
- Development Period (condemnation, clearance, site preparation, land disposition)

PROBABLE COSTS

Only a moderate amount of the property in the proposed renewal project must be acquired, structures removed, and street and utility lines reorganized to meet the needs of developers. In those areas recommended for clearance, the cost of doing so will exceed the amount that the redeveloper will pay for the improved site. This difference is to be underwritten by both the federal and the city governments. In general, the federal government pays two-thirds of the cost of the write-down while the city pays the remainder. The working capital required to clear and improve the recommended clearance areas may be borrowed from the federal government.

The areas proposed for clearance are shown elsewhere in this report. Assuming costs that have been experienced in redevelopment work in the past, the following estimates of government expenditures in the proposed renewal project are as follows:

- Estimated Cost of Acquisition, Clearance and Site Preparation, Planning and Administration $10,500,000
- Resale Value of the Sites ~ 2,100,000
- Net Project Cost ~ 8,400,000
- Federal Contribution (2/3 of Project Cost) ~ 5,600,000
- City Contribution (1/3 of Project Cost) ~ 2,800,000

The city need not expend cash entirely as its one-third share of the project cost. New public improvements which benefit the project may be credited by the federal government as part of the city's contribution.

COURSE OF ACTION

There are several steps which must be taken to bring about the proposed urban renewal project for College Hill. The proposal differs somewhat from the existing master plan for Providence and portions of the proposed project fall outside of redevelopment areas as approved by the city council in 1948. Therefore, it is recommended that the following steps be taken:

- The general plan as presented in this report should be considered in the current revision of the overall city master plan being undertaken by the Plan Commission and must be adopted in legal manner as a prerequisite to developing final plans for re-use of the renewal project area.
- The redevelopment areas as approved by the city council in 1948 must be expanded to include parts of the College Hill area in the proposal that do not now fall within these legally defined areas. City Council action on this must be received before formal action can be taken by the federal government.
- The Redevelopment Agency should take this proposal under consideration and should carry it forward as part of its continuing program for renewal of the city.
- The Urban Renewal subcommittee of the College Hill Committee should work closely with the Redevelopment Agency in formulating the plans for the project and should act as the means of communication between residents of the College Hill area and the city in all aspects of the project.
BENEFIT STREET TRAIL

IT IS RECOMMENDED THAT A HISTORIC TRAIL BE DEVELOPED ALONG BENEFIT STREET AND IN SURROUNDING AREAS.

Renewal of the whole of College Hill depends a great deal on the renewal of Benefit Street. As one means to foster renewal, to preserve the values existing along the street, and to stimulate an economic use of the older structures, a proposal for a historic trail with Benefit Street as the major part of such trail is set forth in a previous section of this report. As a method for achieving the stated goals of the whole project, it is anticipated that the development of the trail will:

- provide a focus for diverse activities relating to the preservation of Providence's heritage;
- lend greater prestige to the properties along its route, induce owners to upgrade their properties, and attract organizations and families to this section who will be interested in rehabilitating structures;
- stimulate the renewal of areas in proximity to the trail;
- attract attention outside the city and state to the assets of College Hill; and
- act as a framework for the various plans for renewal of College Hill.

It should be emphasized that the developments anticipated above will reinforce trends already in evidence. Economic use of the structures is a major necessity if any are to be preserved for the future. The role of College Hill as a living area and historic point of interest has been developing in the past few years. It is vital to continue this development and to develop the historic community so that it can, as elsewhere, add dollars to the economic base of the city. In recent years, there have been some examples of renovation of historic structures in the Benefit Street area for living and for preservation. This proposal will serve to deepen and broaden this trend.

In order to carry out the program for the trail, a subcommittee of the College Hill Committee should be appointed. It would act basically as the coordinator of efforts rather than the instrument for carrying forward all aspects of the proposal. The subcommittee would probably become engaged in several or all of the phases of the job listed below. The development of a program to organize the route is of first importance. Basically there are three things that should be done to guide the visitor through the area and to give him an understanding of what he is seeing:

- Erection of Route Markers — An adequate number of signs put in places that will direct the visitor along the route is a necessity. The signs should be simple and should bear some recognizable symbol as the outstanding element. They should also have relatively small lettering indicating that it is the historic trail. It may be possible to have a class at the School of Design present designs from which to choose. The signs should be placed on a pole or on a structure and should have an arrow indicating the direction in which to proceed.

Tentative estimates indicate that such signs and poles should not cost more than ten dollars each. Fifty signs would be adequate for the trail; one thousand dollars would be a generous estimate for this item. In other cities, this money was donated by businesses, banks, or institutions and the donor's name is placed on the sign in small letters. The responsibility for maintenance was accepted by the city in most instances.

- Placement of Plaques and Markers on Historic Structures — A brief description of the importance of each point of interest on the trail is necessary to tell the visitor about the structure he has been directed to by the signs. These plaques could be metal, wood or ceramic, and should be simply worded and readable. The costs would vary of course with the size and material of the plaques, but it should be nominal. The owners of each structure may be willing to pay for the plaques.

- Printing and Distribution of a Descriptive Pamphlet — Each visitor should be able to take a brief descriptive pamphlet with him as he travels the route. Such a pamphlet should explain the points of interest and be illustrated with old lithographs or sketches to give a better sense of history to what is being viewed. The printing costs would be relatively inexpensive and may be paid for by businesses, banks, or institutions.

Each of these items is necessary to put the trail into operation. It is estimated that about two thousand dollars would be adequate to do the job described above.

In addition, the committee could undertake the following steps with relatively little effort:

- cooperating with other subcommittees in any plans to take part in special events such as street fairs and historic seminars;
- directing buyers to the most important structures and those in need of repair on the trail;
- keeping in touch with service, professional, and civic organizations as well as business establishments that may be interested in moving into the trail area. A card file could be developed indicating available buildings and specifications of potential buyers;
publicizing the trail through the use of existing information media including local radio stations and newspapers; and

- if it is financially feasible, acting to make the Benefit Street area a collection area for the relocation, from other parts of College Hill, of significant structures that are threatened with demolition.

SUPPORTING ACTIVITIES

It is recognized that the success of this proposal will be in some measure dependent upon the success of other elements of this program. The urban renewal program can do much to create a better climate for private investment by removing blighted areas that are presently threatening the historic structures. An active urban renewal program in this area, if carried forward, will do much to insure the future of Benefit Street. A historic area zoning ordinance, the boundaries of which would include the historic trail, will prevent unwarranted destruction of important structures along its route. Governmental support in the form of enforcement of existing codes and the coordination of agency programs for education, recreation, traffic and parking will also be helpful. Community cooperation, and support from individuals, groups, and institutions in the area, will make the job of developing the Benefit Street Historic Trail much easier. These supporting activities should be forthcoming in the years ahead to insure that efforts to make a historic trail along Benefit Street will be a success.

ROGER WILLIAMS SPRING PARK

IT IS RECOMMENDED THAT A NATIONAL HISTORIC PARK BE DEVELOPED AT THE SITE OF THE ROGER WILLIAMS SPRING ON NORTH MAIN STREET.

This proposal, as spelled out in a previous section of this report, is meant to follow closely the pattern set down in Philadelphia where the National Park Service is currently developing the Independence Hall National Historic Park, the first such park of its type in the nation. This proposal seeks to extend the Park Service’s activity in the important area of developing in-city national historic parks for growing urban populations.

It is anticipated that this area can be included within the urban renewal project proposed for the College Hill area. Estimates for acquisition by condemnation under an urban renewal program are as high as $2,500,000 for the land and buildings necessary for the park. Assuming that the land can be made available in this way, it can then be sold to the National Park Service at a price written down by the city and the federal government. Thus, it is estimated that the total cost for acquisition of land for the park by the Park Service would be approximately $900,000. It is contemplated that the city’s share of the write-down which would be approximately $530,000 can be used as part of the required local contribution for the entire College Hill urban renewal project presented elsewhere in the report. It should be recognized, however, that neither the Urban Renewal Administration nor the National Park Service is committed at this writing to either the proposed action or the estimated cost.

In addition to acquisition of land for the park, it is proposed that the National Park Service develop the site and construct the museum and accessory buildings. The costs of such construction have been estimated at $1,100,000, thus bringing the total cost for development of the Park to $2,000,000. It seems preferable, at this time, for the National Park Service to undertake the responsibility for maintenance of the Park.

The fate of this proposal rests initially with the National Park Service in Philadelphia and Washington, D. C. A considerable amount of effort already has gone into apprising the Park Service of the plans for the Roger Williams Spring Park. The City Plan Commission and its staff have maintained contact with members of the Park Service concerning the project, and a study of the feasibility for federal participation has been started by the Park Service. It is recommended that the City Plan Commission continue to oversee this proposal and maintain contact with the Park Service until it is determined whether the Service will act favorably. If there is a negative answer from the Park Service, it is recommended that the Plan Commission investigate the possibilities of a joint effort between the state and the city. If there is a positive answer, it is recommended that the Plan Commission carry the program forward along the lines proposed in this report.

It is important that the subcommittee of the College Hill Committee that is responsible for this effort keep abreast of the actions taken concerning this proposal. In matters of this type requiring federal assistance, evidence of community support is often helpful and joint participation between governmental and citizens groups will keep the project alive and may assure its success. The subcommittee members should contact the Plan Commission and work closely with it, providing assistance wherever possible.
HISTORIC AREA ZONING

IT IS RECOMMENDED THAT SPECIAL ZONING REGULATIONS FOR THE PROTECTION OF THE HISTORIC AREA OF COLLEGE HILL BE ADOPTED.

Before presenting the proposed historic area zoning legislation for College Hill, it is well to review the goals and policies that guided the drafting of these regulations. The goals of the ordinance, which are considered to be sufficient to constitute a public purpose, may be briefly stated as follows:

- to safeguard the heritage of the city by preserving a district which reflects elements of its cultural, social, economic, political and architectural history;
- to stabilize and improve property values;
- to foster civic beauty;
- to strengthen the local economy; and,
- to promote the use of historic districts for the education, pleasure, and welfare of the people.

There are several guiding policies which were applied in the drafting of the proposed ordinance. These were developed in light of the experience of other cities, and with regard to conditions relating specifically to the College Hill area. There exists in the area a complete range of architectural styles dating from pre-revolutionary to contemporary. Detailed studies of the structures in the area confirm the fact that College Hill does not have a concentration of any one style as is the case in many of the other cities that have enacted historic area controls. This fact emphasizes the validity of the statement that it makes no sense to prevent the design and construction of any one style of architecture. Good design should be encouraged, so that this era's philosophy of architectural design can take its place among those of our forebears.

In terms of recommended policy, then, what the ordinance attempts to do is to give full recognition and consideration to the outstanding and valuable structures that best represent historic architectural styles, and to be quite strict in safeguarding their future. On the other hand, the ordinance is designed to be flexible in regard to new construction and in regard to repairs to older structures of little historic worth, so that the designers of this era can have relatively free rein and be encouraged to do their best to add to the unusual panorama of architecture that exists in the College Hill area.

A policy recommended in regard to delineation of the area within which the regulations should apply, is to outline a segment of College Hill that includes the largest concentrations of important structures according to studies performed by the staff. These boundaries are also drawn to complement other programs set forth in the overall plan for renewal of the area and are shown in section III-B.

One of the most important sets of policy matters concerns a Historic District Commission which would be set up to administer the ordinance. As to the choice of membership, it is felt that the members should be the most able persons that can be found, and should be representative of those segments of the population most deeply concerned with the future development of the historic area. To achieve this, it is felt that each such segment should have considerable say in the choice of its representative.

As for the duties of the Commission, it is recommended that decisions concerning matters that come before it be binding upon the building inspector. But the intent of the ordinance should be made clear and the matters that should come before the Commission should be carefully spelled out and limited to a judgment concerning the welfare of the area. It is important that the Commission does not set itself up as an autocratic regulatory body that will overstep the power given to it.

PROCEDURES FOR THE ADOPTION

The right to zone is granted to the city by the state legislature which sets forth the limits and powers in the zoning enabling act. A historic area zoning ordinance would have to meet these requirements to be legal. The wording of this act is not specific concerning regulation through zoning of historic areas and, although the general wording of the act might be construed to allow its adoption, it is advisable to seek additional state enabling legislation to be on safe ground. This legislation should include the finding that historic area zoning is a public purpose and should list the limitations and powers of a historic commission. At this time, it seems advisable that the enabling act be state-wide in its applicability. It is expected that support can be provided by local groups as well as by groups in other cities and towns in Rhode Island that may be interested in historic zoning.

State enabling legislation providing for a similar type of regulation of historic areas currently exists in Maryland, Virginia, South Carolina, Louisiana, Pennsylvania, Massachusetts, California and Texas. Based on a review of experience in these states and the work of the College Hill study, a historic area zoning enabling bill was introduced in the 1959 session of the Rhode Island General Assembly. A copy is reproduced herewith.
PROPOSED ENABLING BILL

State of Rhode Island and Providence Plantations

JANUARY SESSION, A. D. 1959

AN ACT Providing for Historic Area Zoning.

It is enacted by the General Assembly as follows:

Section 1. The preservation of structures of historic and architectural value is hereby declared to be a public purpose and the city council of any city and the town council of any town shall have the power by ordinance to regulate the construction, alteration, repair, moving and demolition of such structures within the limits of such city or town. It is recognized that the purpose of such ordinance is: (a) safeguard the heritage of such city or town by preserving a district in a city or town which reflects elements of its cultural, social, economic, political, and architectural history; (b) stabilize and improve property values in each district; (c) foster civic beauty; (d) strengthen the local economy; (e) promote the use of historic districts for the education, pleasure and welfare of the citizens of the city or town.

Sec. 2. For such purposes each city and town shall have the authority to establish, change, lay out and define districts which are deemed to be of historic or architectural value in the same manner as such cities and towns are presently empowered to establish or change areas and classifications of zoning.

Sec. 3. In order to carry out the purposes of this act the city council of any city or the town of any town shall have the authority to create a commission to be called the historic district commission. The membership of such a commission in a city shall consist of seven (7) qualified members and in a town shall consist of not less than three (3) nor more than seven (7) qualified members whose residence is located in such city or town. In a city the members shall be appointed by the mayor and in a town by the president of the town council. The members of such commissions shall be appointed for three-year terms except the initial appointments of some of the members shall be for less than three years to the end that the initial appointments shall be staggered and so that subsequent appointments shall not recur at the same time. Members of the commission shall be eligible for reappointment. In the event of a vacancy on the commission interim appointments may be made by the appointing authority to complete the unexpired term of such position. Duly organized and existing preservation societies may present to the appointing authority of a city or town a list of qualified citizens from which list the appointing authority may select members of the commission for his respective city or town.

Sec. 4. Before any construction, alteration, repair, moving or demolition affecting the exterior appearance of a structure is made within such a district or any addition or alteration to any structure which is intended to be visible from the public way adjacent thereto and which by present or future ordinance requires the taking out of a permit shall be made within such a district, the person, individual, firm or corporation proposing to make such construction or changes shall file an application for permission to build, alter, repair, move, demolish or make any addition as is or shall be required by present or future ordinance or duly adopted rules and regulations governing such matters in the respective cities and towns. All such applications after filing shall be referred prior to the granting thereof together with all plans pertaining thereto to the historic district commission and it shall be the duty of the commission to review such plans and applications and no permit shall be granted until the commission has acted thereon as hereinafter provided.

In reviewing plans the commission shall give consideration to: (a) the historic or architectural value and significance of the structure and its relationship to the historic value of the surrounding area; (b) the relationship of the exterior architectural features of such structure to the rest of the structure and to the surrounding area; (c) the general compatibility of exterior design, arrangement, texture, and materials proposed to be used; and (d) to any other factor, including aesthetic, which it deems to be pertinent.

The commission shall pass only on exterior features
33 of a structure and shall not consider interior arrange-
34 ments, nor shall it disapprove applications except in
35 regard to the considerations as set forth in the previous
36 paragraph.
37 It is the intent of this act that the commission be
38 strict in its judgment of plans for structures deemed
39 to be valuable according to studies performed for dis-
40 tricts of historic or architectural value. It is also the
41 intent of this act that the commission be lenient
42 in its judgment of plans for structures of little historic
43 value or for plans for new construction except where
44 such plans would seriously impair the historic or
45 architectural value of surrounding structures or the
46 surrounding area. It is not the intent of this act to
47 limit new construction, alteration, or repairs to any one
48 period of architectural style.
49 In the case of an application for repair or altera-
50 tion affecting the exterior appearance of a structure
51 or for the moving or demolition of a structure which
52 the commission deems so valuable to the city, town,
53 state or nation that the loss thereof will be a great
54 loss to the city, town, state or nation, the commission
55 shall endeavor to work out with the owner an eco-
56 nomically feasible plan for the preservation of such
57 structure. Unless the commission is satisfied that the
58 retention of such structure constitutes a hazard to pub-
59 lic safety which hazard cannot be eliminated by eco-
60 nomic means available to the owner or unless such pro-
61 posed construction, alteration and repair will not in
62 the opinion of the commission materially impair the
63 historic value of said structure, the commission shall
64 file with the inspector of buildings or duly delegated
65 authority its rejection of such application. In the ab-
66 sence of a change in such structure arising from casual-
67 ty, no new application for the same or similar work
68 shall be filed within one year after such rejection.
69 In the case of any structure deemed to be valuable
70 for the period of architecture it represents and im-
71 portant to the neighborhood within which it exists,
72 the commission may file with the inspector of buildings
73 or other duly delegated authority its approval of such
74 application if any of the circumstances under which
75 approval might have been given under the preceding
76 paragraph are in existence or if: (a) such structure is
77 a deterrent to a major improvement program which
78 will be of substantial benefit to the community; (b)
79 retention of such structure would cause undue financial
80 hardship to the owner; or (c) the retention of such
81 structure would not be in the interest of the majority
82 of the community.
83 Moving of structures of historic or architectural
84 value may be allowed as an alternative to demolition.
85 All meetings of the commission shall be open to the
86 public and any person or his duly constituted repre-
87 sentative shall be entitled to appear and be heard on any
88 matter before the commission before it reaches its de-
89 cision. The commission shall keep a record, which shall
90 be open to public view, of its resolutions, proceedings,
91 and actions.

Sec. 5. The commission shall file with the inspector
2 of buildings or other duly delegated authority its cer-
2 tificate of approval or rejection of all plans submitted
4 to it for review. No work shall begin until such cer-
5 tificate shall have been filed, but in the case of rejec-
6 tion such certificate shall be binding upon the inspector
7 of buildings or other duly delegated authority, and
8 no permit shall be issued in such case. The failure of
9 the commission to act within forty-five days from the
10 date of application filed with it unless an extension
11 is agreed upon mutually by the applicant and the com-
12 mission shall be deemed to constitute approval.

Sec. 6. Nothing in this act shall be construed to
2 prevent ordinary maintenance or repair of any struc-
3 ture within the historic district; or shall anything in
4 this act be construed to prevent the construction, al-
5 teration, repair, moving, or demolition of any structure
6 under a permit issued by the inspector of buildings
7 prior to the passage of such ordinance.

Sec. 7. Any person or persons jointly or severally
2 aggrieved by a decision of the historic district com-
3 mission shall have the same rights of appeal concern-
4 ing such decision as is granted to an applicant that is
5 aggrieved by a decision of a zoning board of review.

Sec. 8. This act shall take effect upon its passage.
DRAFT ORDINANCE

An amendment to the Providence Zoning Ordinance should be submitted to the City Council after the passage of the state enabling act. The ordinance presented herein is designed to cover a limited area of College Hill. Recognizing that there are other historic districts outside the scope of this project, this amendment should be considered as the mechanism by which these historic districts can receive protection.

As part of the amendment, the following paragraph should be inserted after the last paragraph of Article III, Section 31 of the present zoning ordinance:

"In addition, there is hereby established a Historic College Hill District, the boundaries of which are shown on the map entitled, "Historic District" dated ______, which accompanies this Ordinance and is on file in the office of the City Clerk. Said map and all explanatory matter thereon are hereby adopted and made a part of this Ordinance. The regulations and requirements as set forth in Article VI-A of this Ordinance shall apply to all land and buildings within the designated district."

Following is the amendment which, if enacted, will enable the city to protect its historic district in College Hill. The following article is recommended to be inserted following Article VI of the Providence Zoning Ordinance. The Historic District map to accompany this amendment is shown in a previous section.

"ARTICLE VI-A. HISTORIC DISTRICT REGULATIONS

Sec. 601. Historic College Hill District.

The regulations contained in Article II and in the Articles respectively pertaining to the various zones that are included within the historic district boundaries shall apply in the Historic College Hill District with the additional requirements as set forth in this Article.

A. Purpose

The purpose of this Article is to 1) safeguard the heritage of the City of Providence by preserving a district in the city which reflects elements of its cultural, social, economic, political, and architectural history; 2) stabilize and improve property values; 3) foster civic beauty; 4) strengthen the local economy; 5) promote the use of historic districts for the education, pleasure and welfare of the citizens of the city.

B. Boundaries of District

The Historic College Hill District shall be that area shown and bounded as such on the map entitled, "College Hill Historic District" which has been made part of this Ordinance.

C. Regulation of Structures

No structure shall be constructed, altered, repaired, moved or demolished in the Historic College Hill District unless such action complies with the requirements set forth in this Article.

D. Historic District Commission

1) Creation of Commission

In order to execute the purposes declared in this Article, there is hereby created a commission to be called the Historic District Commission.

2) Membership of Commission

The Historic District Commission shall consist of seven members whose residence is located in the city of Providence. They shall be appointed by the Mayor for terms of office of three years provided that two of the initial members shall be appointed for one year, two for two years, and three for three years and subsequently members shall be appointed for terms of three years as their terms expire. Members of the Commission may be reappointed after their terms expire. The terms of office of the members shall begin as of the date of passage of this ordinance.

A vacancy occurring in the membership of the Commission for any cause shall be filled by a person appointed by the Mayor for the unexpired term.

The members of the Commission shall serve without compensation.

3) Duties and Powers of the Commission

It shall be the duty of the Commission to review all plans for the construction, alteration, repair, moving, or demolition of structures in the historic district and it shall have the power to pass upon such plans before a permit for such activity can be granted. In reviewing the plans, the Commission shall give consideration to a) the historical or architectural value and significance of the structure and its relationship to the historic value of the surrounding area; b) the general compatibility of exterior design, arrangement, texture and materials proposed to be used; and c) to any other factor, including aesthetic, which it deems pertinent.

The Commission shall pass only on exterior features of a structure and shall not consider interior arrangements, nor shall it disapprove applications except in regard to considerations as set forth in the previous paragraph.

It is the intent of this Article that the Commission be strict in its judgment of plans for alteration, repair, or demolition of existing structures deemed to be valuable according to studies performed by the Providence City Plan Commission. Two lists of such structures, designated by street addresses and plat and lot numbers are included to guide the Commission in its judgments. Lists of valuable historic structures are appended. It is the intent of this Article that the Commission shall encourage that the making of alterations and repairs to structures on these lists be made in the spirit of their architectural style, but that additions to structures may be made in styles other than the one in which the structure was built.
The first priority list is intended to include those structures within the district that have great historic and architectural worth and are deemed to be valuable to the city, state, or nation that their demolition should not be allowed except where deemed a hazard to public health or safety by a responsible public agency as their loss will be a great loss to the city, state, or nation. Moving of a structure is to be allowed as a final alternative only if there is no other way to retain the structure on its original site.

The second priority list is intended to include those structures within the district that are deemed to be valuable for the period of architecture they represent and important to the neighborhood within which they exist. It is intended that demolition of these structures should be discouraged as their loss will be a loss to the city and the neighborhood. Moving of a structure should be encouraged as an alternative to demolition of a structure on this list if there is no other way to save the structure.

It is also the intent of this Article that the Commission shall be lenient in its judgment of plans for new construction or for alteration, repair, or demolition. The Commission shall approve plans for new construction, alteration, repair or demolition only where it is satisfied that such plans will not injure the historic value or character of surrounding structures or the surrounding area. It is not the intent of this Article to limit new construction, alteration, or repair to any one period of architectural style.

The Commission shall review the priority lists at least once every five years and if, after careful study, it deems structures on the lists not worthy for inclusion on the list, or if it deems structures not on the list worthy of inclusion on the lists, it should make its recommendations for such changes to the City Council.

The Commission shall have the power to call in experts to aid it in its deliberations.

The Commission shall have the power to issue a Certificate of Approval if it approves of the plans submitted to it for its review. The Inspector of Buildings shall not issue a building permit until such Certificate of Approval has been issued by the Commission.

4) Rules of the Commission:
The Historic District Commission shall elect from its membership a chairman and vice-chairman whose terms of office shall be fixed by the Commission. The chairman shall preside over the Commission and shall have the right to vote. The vice-chairman shall, in case of absence or disability of the chairman, perform the duties of the chairman.

The Commission shall have assigned to it a secretary who may be an employee of the City Plan Commission. The secretary shall keep a record of all resolutions, proceedings and actions of the Historic District Commission.

At least four members of the Commission shall constitute a quorum for the transaction of its business. The Commission shall adopt rules for the transaction of its business which shall provide for the time and place of holding regular meetings. They shall provide for the calling of special meetings by the chairman or by at least two members of the Commission. All meetings of the Commission shall be open to the public, and any person or his duly constituted representative shall be entitled to appear and be heard on any matter before the Commission before it reaches its decision.

The Commission shall keep a record, which shall be open to public view, of its resolutions, proceedings and actions. The concurring affirmative votes of four members shall constitute approval of plans before it for review, or for the adoption of any resolution, motion, or other action of the Commission. The Commission shall submit an annual report of its activities to the Mayor.

E. Procedure for the Review of Plans

Application for a building permit to construct, alter, repair, move, or demolish any structure in the Historic College Hill District shall be made to the Inspector of Buildings. The application shall state whether the property is in the Historic College Hill District. Plans shall be submitted showing the structure in question and also showing its relation to adjacent structures.

Upon the filing of such application, the Inspector of Buildings shall immediately notify the Historic District Commission of the receipt of such application and shall transmit it together with accompanying plans and other information to the Commission.

The Historic District Commission shall meet within fifteen days after notification by the Inspector of Buildings of the filing, unless otherwise mutually agreed upon by the applicant and Commission, and shall review the plans according to the duties and powers specified herein. In reviewing the plans, the Commission may confer with the applicant for the building permit.

The Commission shall approve or disapprove such plans and, if approved shall issue a Certificate of Approval, which is to be signed by the chairman, attached to the application for a building permit and immediately transmitted to the Inspector of Buildings. The chairman shall also stamp all prints submitted to the Commission signifying its approval.

If the Commission disapproves of such plans, it shall state its reasons for doing so and shall transmit a record of such action and reasons therefore in writing to the Inspector of Buildings and to the applicant. The Commission may advise what it thinks is proper if it disapproves of the plans submitted. The applicant, if he so desires, may make modifications to his plans and shall have the right to resubmit his application at any time after so doing.
The failure of the Historic District Commission to approve or disapprove of such plans within forty-five days from the date of application for the building permit, unless otherwise mutually agreed upon by the applicant and Commission, shall be deemed to constitute approval and the Inspector of Buildings shall proceed to process the application without regard to a Certificate of Approval.

After the Certificate of Approval has been issued and the building permit granted to the applicant, the Inspector of Buildings shall, from time to time, inspect the construction, alteration or repair approved by such certificate and shall take such action as is necessary to force compliance with the approved plans.

F. Demolition or Moving of Historic Structures
The demolition or moving of structures of historic or architectural worth shall be discouraged and the priority lists included in this Article shall serve as a guide for judgment of plans for demolition or moving by the Historic District Commission. The Commission shall not issue a Certificate of Approval for demolition except when deemed necessary to public health or safety. It is expected that a Certificate of Approval will not be granted for demolition of any structure under a permit issued by the Inspector of Buildings before the passage of the amendment incorporating this Article in the Zoning Ordinance.

G. Yard Variances
Due to peculiar conditions of design and construction in historic neighborhoods where structures were often built close to the lot line, there is in the public interest to retain a neighborhood's historic appearance by making variances to normal yard requirements. Where it is deemed that such variance will not adversely affect neighboring properties, the Commission may recommend to the Zoning Board of Review that such variance to standard yard requirements be made.

H. Exceptions
Nothing in this Article shall be construed to prevent ordinary maintenance or repair of any structure within the Historic District; nor shall anything in this Article be construed to preclude the condemnation, or condemnation of any structure under a permit issued by the Inspector of Buildings prior to the passage of the amendment incorporating this Article in the Zoning Ordinance.

1. The first priority list is made up of buildings which score above seventy points in the system developed for rating the buildings in the College Hill area and described in part II of this report. The data on which the list is based is on files with College Hill Study materials. It consists of the field work notes, filled in, scored, historical information and photographs. A separate list also on file, tabulates the scores for first priority buildings and all the buildings in the zoning area. This list gives, besides the total score, the area for historic interest, architectural merit, importance to the neighborhood, and physical condition.

2. The score given here represents the total score for each building according to the system developed in the study and is based on the following factors: historic interest, architectural merit, importance to the neighborhood and physical condition.
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1. The buildings on the second priority list are made up of the structures built before 1840 which score from 40 to 69 and fall in the categories of good to excellent, and of buildings before 1870 which score from 6 to 69 and fall into the categories of good-plus and excellent. The data sheets and reference lists describing and rating the buildings and tabulating the scores, are on file with the College Hill Study materials.

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PRIVATE INVESTMENT

IT IS RECOMMENDED THAT ATTEMPTS BE MADE TO STIMULATE PRIVATE INVESTMENT IN COLLEGE HILL BY ALERTING CERTAIN INDIVIDUALS AND GROUPS TO THE OPPORTUNITIES FOR INVESTMENT IN THE AREA.

Stimulation of the investment of private capital to renew the historic College Hill area is one of the goals of the proposed program. Various parts of the program set forth in the study report are designed to this end. The Urban Renewal project recommendation is set up to remove only those portions of the blighted area that are depressing property values and detracting investment of private capital. The Benefit Trail program is designed to focus popular interest on the nucleus of the historic area of the Hill.

The zoning proposals are drawn to protect the values inherent in the historic structures still standing, and to guide future growth so that there is as little deterioration of these values as possible.

Thus, with these and other programs, it is hoped that the normal flow of private capital will be increased to certain parts of College Hill.

This section of the report sets forth opportunities seen by the project staff for the investment of private capital. The term "opportunities" in this instance should be explained. The purpose of this report is to indicate the instances where it appears that private capital can be invested and a return realized from the investment. The return may be in terms of actual capitalization of the money invested or in less tangible forms. The various levels of investment in regard to tangible or intangible returns are investigated. Basically, however, the emphasis in the discussion is on investment in historic structures and the implication is that the results will be an upgrading of the quality of the structures to serve the various income groups living in the metropolitan area.

CONDITIONS INFLUENCING INVESTMENT

Population

Investment opportunities rely on many factors, an important one of which is the growth of population. While the population of the city of Providence is not growing, there are changes taking place within the city that run counter to the overall trend. Population estimates for the College Hill area show a fairly sizable increase for the area over the past few years and the indications are that this increase will continue in the near future. It is evident that the College Hill area has grown, and probably will continue to grow at the rate of approximately one per cent per year.

Rent

The statistics for rent gathered by the 1950 Census for Housing have some bearing on the investment picture for the area. According to these statistics, the central part of the College Hill area commands very nearly the highest rents in the city. The rents in the northern and southern fringes of the area, however, are very near the bottom of the list. If the core of high-rentals is stable and healthy, then this situation indicates that there is an opportunity for growth of this high-rental area. Indeed, past trends have shown that the rents, irrespective of inflationary trends during the past years, have been going up and the number of high-level rentals has increased. Plans being drawn for the future by the educational institutions in the area will undoubtedly strengthen the core of high rentals and should greatly increase demand for dwelling units in the middle to high rental categories.

Value of Residential Structures

Census statistics tell a similar story with regard to the value of residential structures. While this is primarily a rental area, there is a sizable number of single family homes throughout College Hill and, in the central part of the area, their value is on the average, very nearly the highest in the city. The northern and southern parts of the Hill also have located within them a number of owner-occupied one family structures, but their estimated value is quite low. As with rental structures, the indications are that the area of high-value owner-occupied residential structures has grown in the past and indications are that this trend will continue.

Other Factors

To give a complete picture of the area, several other factors which bear on the climate for private investment should be mentioned. These factors, taken together, will tend to exert a strong upward effect on the values of properties within the area.
Since College Hill is close to the heart of the city, it presents an unusual opportunity for people to live in a residential section, and yet be able to walk just a few blocks to work or to shop in downtown Providence. Many people value the chance to live in this manner. This should be reflected in the value of property in the area.

- **Low Prices for Great Architectural Value:** In many instances, a historic structure, because of its rundown condition, can be purchased quite reasonably. While there are many types of structures throughout the city that can be bought as reasonably, the final product of any effort to renovate them may not be as permanently worthwhile. With imagination, the effort put into restoring an early house can result, not in just a fixed-up old house, but in a structure of unusual character and charm. The fact that a very little initial investment for renovation efforts can be repaid so handsomely adds an intangible value to certain parcels of real estate.

- **Growing Demand:** As was indicated previously, there are evidences of a growing demand for dwelling units in the area. The greatest influence will come from the expansion of the educational institutions, but growing population, a revival of interest in this part of the city, and the slight trend of people back to the city will accentuate the demand for dwellings.

**OPPORTUNITIES FOR INDIVIDUALS AND GROUPS**

**A. Investment in New Structures**

The plan for the College Hill area presented in this report demonstrates the need for new structures for various uses in different parts of College Hill. These proposals have been thought out with relation to their feasibility and appropriateness in the plan for the future College Hill area and it is felt that there are opportunities in regard to all the proposals shown on the maps. The plans can be seen from the new structures in relation to a comprehensive plan. It is hoped that private investors will recognize some of these opportunities and will investigate the proposals further.
B. Rehabilitation of Older Structures

It is recognized that there are various individuals and groups with different goals and different roles to play in rehabilitating College Hill properties. The following section describes these, their goals, and the method by which it is recommended they operate in the area. It is recommended that the following types of private investors be alerted to the opportunities for investment in the College Hill area and that the special subcommittee of the College Hill committee apprise individuals in the community and members of the following groups of such opportunities:

- **Small Investor**: He is a person who makes his living at something other than real estate or construction, but who may invest in real estate occasionally. His resources are usually limited and he does not often pool his funds with anyone else. The number of opportunities for investment are limited to him because of his limited finances, but he expects to build up enough capital over a period of time through small, successful real estate transactions, so that he will be able to vie for larger opportunities in real estate. Some small investors are content merely to supplement their primary source of income by the small return from rents or profit from sales.

There are many such persons active in the area. Unless their source of finances is great, however, it is probable that they will not further the goals of this project to any great extent. The small investor probably would be interested in only one house, and because he must be sure of protecting a small investment, he may be forced to cut many corners when rehabilitating with the result that his product may not be wholly satisfactory to its neighborhood. Of course, there are small investors who would only be satisfied with a first rate job, but in this category, they are usually not in the majority.

The small investor, because of limited capital, usually must limit his risk. Thus, he probably would be careful to choose the neighborhood within which he purchases. As such he should be considered as a follower; someone else must buy into the neighborhoods in need of upgrading. Most likely, he will purchase to convert a structure to apartments to receive his return from rents. Occasion-ally, he will purchase a structure, renovate it, and sell for a profit which he uses to buy another piece of property.

There are many opportunities for the small investor in the College Hill area. It is obvious, however, that the small investor, because of his limitations, may not do an adequate job and should not be encouraged unless he is aware of the character of the area and will be sensitive to the value of the structure.

- **Group Purchasers**: These are individuals interested in buying a home to live in who can at the moment afford homes only in deteriorating areas, but who are reluctant to move into such a home because they are uncertain about the neighborhood. They would not, as a rule purchase a home singly, but would purchase in a dubious area if they could do so in concert with others.

These individuals usually are young and associated with the colleges. They want to live in the College Hill area for various reasons, currently rent an apartment, and have limited means. They are willing to purchase a home that needs fixing up because of its low initial cost, and they will put a great deal of their own time and labor into its renovation. The greatest deterrent for them is their uncertainty about the neighborhood, but they may risk purchase if they could be assured that a number of others with similar interests would buy into the same neighborhood.

The College Hill area is ideal for the arrangement of group purchasers. There are many people who would like to live in the area to be near the schools and who are, as a rule, sensitive to the values inherent in historic structures and to the character and charm of the older streets and lanes. There are several groups of structures that have great potential for rehabilitation by such groups in the northern and southern ends of Benefit Street, and in the Arnold, Transit, and Sheldon Street areas. Impetus should be given to the organization of such groups and this may properly come from the College Hill Committee.
Initially a meeting should be called of potential purchasers and a presentation of the idea made to the group. Subsequent meetings should be held until the program is thoroughly understood and a course of action is outlined. At such time, it can be determined what help must be given to the group. It may be necessary for the committee to assure the group of adequate mortgage financing and to secure the aid of realtors in purchasing a group of properties. The feasibility of a specialized corporation should be investigated.

- **The Operative Remodeler:** He is a person who has, as a major source of income, the renovation of deteriorated real estate. He generally has enough money, either of his own or from established sources, to do a big job and to do it right if he so wants. If he has enough backing, he may be able to work with groups of houses which would be quite beneficial to the neighborhood as well as to himself.

The operative remodeler usually renovates for rental purposes, but quite often will do so for resale. Many remodelers have the reputation for doing a good job but there are others who must be educated to the requirements for a decent remodeling job in a historic area. In the College Hill area, there are many examples where those who remodel for profit have done good work with older homes. A good example is 100 Angell Street, a job which was completed within the past year. Other good examples can be seen at 305 North Court Street, 25 Williams Street, and 48 Angell Street. There are many opportunities for operative remodelers in the College Hill area. It would be wise for groups interested in having historic houses renovated to point out the opportunities in the project area to remodelers who have good reputations in the city.

- **A Citizen Investment Corporation:** This would be a local corporation formed for the purpose of investing in College Hill properties. Usually, the shareholders are residents or institutions of the neighborhood within which the corporation is operating, but it may be open to broader community membership. The corporation attempts to make a profit, but the percentage return on money invested is usually more modest than is ordinarily expected in a real estate transaction. The incentive to investment, in lieu of financial return, is two-fold. First, there is the stabilization of a neighborhood in transition. Second, there is the protection of investment already made in one's home, business or institution. Quite often the magnitude of financial return is secondary to the above goals, as has been proven in other cities where groups have banded together to save their neighborhoods.

In general, such a corporation may operate in two ways. First, it may be interested in concentrating its efforts in a limited area of the neighborhood. The goal in this instance is to have as many properties as possible rehabilitated within such an area within a specified period of time. Much work in this direction can be accomplished by stimulating interest and creating the feeling among property owners that they are part of a team. The corporation comes into action when certain properties are not being rehabilitated and if there is no cooperation from the owner of such property. At such a time, the corporation attempts to buy the property and resell it to someone who would renovate it, or it buys and renovates the property itself. In the latter case, the corporation could resell, or it could retain ownership and rent. It is entirely possible that this effort on the part of the corporation can be carried out without loss and actually at some profit as the work being performed will upgrade the character and value of the immediate area.

Secondly, a citizen investment corporation may concentrate its efforts in upgrading the whole of College Hill. In this instance, the corporation could act to secure and rehabilitate key properties, the welfare of which is intimately tied to the welfare of the group of properties immediately surrounding it. If chosen discreetly, the renovation of such a property would greatly influence the thinking of surrounding property owners and could act as a seed from which would germinate a better area.

The activities of citizen investment corporations can be observed in operation today in a limited number of cities in the United States. Their goals are similar and their success still not determined. There are, however, instances where a great deal of good has been done at a profit, albeit minor, by these corporations. There seems to be a good opportunity for a similar corporation to accomplish a great deal in the College Hill area.
• Philanthropic Investors: These are people who are wealthy enough to invest in properties without having the necessity for monetary gain as the primary incentive, although such is not precluded. In such cases the incentives might be civic or intellectual concern, interest in keeping busy, participation in a form of hobby, or other benign motives.

There is a pressing need for such investors in the College Hill area. The most likely targets of their efforts would be structures of unusual interest in a very poor state of repair. These are the properties that require more imagination, courage, and skill than usually needed in attacking a renovation job and which, when renovations are complete, will give the greatest satisfaction because their unusual architectural merit will have been revealed. The philanthropic investor should not anticipate a financial gain when embarking on such an endeavor, but it is entirely possible that a return on money invested can be realized. Usually, the uses to which such structures are subsequently put; e.g. meeting places or homes, are not in the nature of a profit-making investment.

• Business or Industrial Investors: These are organizations looking for a home or for office space. Here, the investment is prompted mainly by convenience, advertising, civic duty, or the seeking of prestige. The advantages of locating in historic areas may be indirectly converted into financial gain.

Several groups and businesses, of late, have seen the opportunities present in older structures as places for their operations. The cost for space is usually more reasonable than in downtown areas, parking more accessible, and the environment more interesting. The Audubon Society building on Bowen Street, the Fisher Decorating Co. on Benefit Street, and the Arnold Hoffman building on Canal Street are examples of groups that have fixed up old buildings with very favorable results. There is an opportunity for other business or institutional investors to locate in structures on College Hill.

Thus, it is seen that there are many groups with different goals and methods of operation that can be considered as potential investors of private capital in College Hill real estate. A four-part action program for coordinating their efforts is listed as follows:

1. It is recommended that the College Hill Committee take the lead in causing a citizens investment corporation to be formed for the dual purpose of (a) investing in critical single parcels of real estate throughout College Hill and (b) investing in selected groups of properties in College Hill. This corporation should be patterned after Baltimore’s Bolton Hill Corporation, Washington’s Historic Georgetown Incorporated, or Cincinnati’s Renewal Corporation. It should be incorporated, sell shares and use the money to buy, renovate, and sell or rent real estate. It should attempt to operate on a profit-making basis.

2. It is recommended that the College Hill Committee take the lead in organizing groups of families to purchase homes in sections of College Hill containing deteriorating historic houses. There are many such families in the city, but an organizing element is needed to bring them together and to lead them in a program of action.

3. It is recommended that consideration be given, in the future, to the establishment of a trust fund for the purchase and renovation of outstanding structures in danger of demolition. It is important that efforts to raise money for such a trust fund not interfere with fund-raising efforts for the citizen’s investment corporation and thus it is recommended for future action. It is felt that the investment corporation has the greatest potential for accomplishment and should receive initial priority.

4. It is recommended that the College Hill Committee work closely with small investors, operative remodeling, philanthropic investors, and business and industrial investors. The Society should promote, through personal persuasion and public education, the investment of funds in College Hill. It should attempt to contact individuals that are contemplating an investment in the Hill and offer its help wherever possible. It should attempt to guide these efforts, where such guidance is possible, along the channels that will contribute the most to the ultimate welfare of the area.
MORTGAGE PROGRAMS

It is recommended that a special mortgage facilities corporation be formed to provide mortgage financing not readily available at present in certain parts of College Hill, to stimulate the flow of private capital into the area.

It is obvious that mortgage programs are an important consideration in a discussion of private investment in College Hill. Indeed, the availability of mortgage financing is the critical factor in determining the feasibility of the programs set forth for various groups of investors, and can play a deciding role in the success or failure of any such venture. Thus, an examination of available mortgage programs and the problems evident in such programs is germane to this study.

A. Federal Mortgage Aids

- FHA and VA Mortgages: There are several federal programs in the Federal Housing Act that bear upon mortgage financing. In general, the programs provide for the insurance of mortgages by the federal government, and the banks may add others. In effect, the government tells the bank that it will back up loans made by them and that the risk will be shouldered by the federal government. The banks, if the interest rate is competitive, are usually happy to provide these “no-risk” loans. The most common examples of such loans are the FHA and VA mortgages.

With respect to the housing problems existing in the College Hill area, and in regard to the various types of investments enumerated herein, VA and FHA mortgages, because of their requirements, have limited applicability. They are used primarily for new housing, whereas the primary problem in the College Hill area is one of renewing a deteriorating stock of older structures. Furthermore, the requirements are so rigid that it is probable that even a new house planned for the College Hill area would not be given such a mortgage because of the character of the neighborhood as it exists today.

- FHA Improvement Loans: There are FHA improvement loans available to home owners for general repairs or for building additions to their homes. However, the standard loan is usually too small for the type of work that should be considered by the ranks of private investors, and the terms of the loan too stiff for a great many of the individual home owners in the area.

- Mortgages for Apartments and Cooperatives: There are many provisions in the Federal Housing Act that provide for mortgages in the field of apartment houses and cooperatives. Few of these provisions have evoked interest yet in the Providence area, but may be of greater interest in the future. There are some very real opportunities in the application of these sections in the Housing Act and builders elsewhere seem to be taking a closer look at their provisions. The plans for the College Hill area indicate desirable areas for the construction of new multi-family housing which may find the means of financing in these provisions of the Federal Housing Act.

- Special Mortgages in Urban Renewal Areas: Perhaps one of the most promising forms of federal mortgage aid is provided under the terms of Section 220 of the Federal Housing Act. This section is aimed at stimulating mortgage financing for structures in areas that have been formally designated as urban renewal areas by the City Council. Within such an area, home owners can receive mortgages of more liberal terms than are available elsewhere, if they meet certain requirements. Usually the mortgages are for a longer duration and at a lower interest rate than standard FHA or VA mortgages.

This type of mortgage has seen very limited use in the Providence area. Banks here, and also elsewhere, have been somewhat reluctant, even with federal backing, to lend money in deteriorating areas. It seems that under current conditions, even with federal insurance against loss of the loan, these loans cannot compete adequately against other demands for mortgage money. In addition, tentative results of studies being carried out by the ACTION Research Office in Cambridge, Massachusetts, indicate that the mortgages provided for under this section of the act have a further limitation in that the requirements call for rehabilitation costs that will in many cases outstrip the ability of the average borrower to pay back the loan.

Nevertheless, Section 220 mortgages can be of some use in rehabilitative homes in the College Hill area. Action in regard to designation of an urban renewal area should take place as soon as possible, so that this form of mortgage financing can be made available to home owners and investors in the area.

B. Standard and Private Mortgage Financing

Local banks and private lenders as a rule are reluctant to lend money in areas like College Hill. Loans to structures here are
naturally compared to home loans in other parts of the metropolitan area and the comparison in terms of risk appears to be unfavorable. Of course, each bank has its own individual policy concerning this area, but as a rule, there appears to be a definite lack of mortgage money for borrowers in many parts of the College Hill area. Information on individual mortgages is difficult to get, but it seems that some banks will not lend any money at all in some of the parts of College Hill that need it most critically. Thus, home owners and investors cannot rely, as a rule, on standard or private mortgage financing.

A NEW MORTGAGE PROGRAM

It is recommended that a new approach be taken to the solution of the problem posed by the lack of adequate financing in areas like College Hill. It has become apparent of late that there is such a problem and to solve it would be in the best interest of the community and the state.

Areas such as those found in College Hill make up a large part of our inventory of dwelling units and, when a sizable portion of this stock of housing begins to decay, steps must be taken to prevent it. Apparently, the risk seems too great for any one bank to take in lending money to home owners or investors in areas that are deteriorating. Yet this stifling of the flow of mortgages will, in the future, create dire problems for the city that will eventually reflect on the well-being of its lending institutions. To overcome this problem it is proposed that a joint lending organization be set up to pool the risk in lending mortgage money. Such an organization can be very similar to the Business Development Company of Rhode Island that was set up to pool the risk in lending money to industry, and can operate in a similar manner. This company seems to be working successfully in the area of industrial development in the brief period it has been in existence. There is no reason why a company for lending mortgage money to properties that are unable to obtain financing through ordinary channels should not be equally successful.

A program similar to the one proposed here is currently in operation in the state of New York, and its two years of experience can be used as a guide for Rhode Island. In 1956, the New York State Legislature passed an act establishing the Mortgage Facilities Corporation, the authority for which is set forth in Chapter 564 of the Laws of New York, 1956. During its first six months of activity, the company committed $500,000 in mortgages. Most of these were on older properties whose owners had been unable to obtain refinancing through conventional channels.

The corporation is designed to be an auxiliary mortgage facility and not a competitor to established lending institutions. Its membership consists of such lenders, who subscribe to the corporation's capital stock and provide it with its loan funds.

The corporation works in essentially the same manner as does any mortgage lender, with the exception that it will not shy away from an older or a sound property merely because of neighborhood blight. Private capital, channeled through this specially created corporation, has begun to combat neighborhood deterioration by giving property owners a chance to put their buildings on a sound financial footing. Refinancing can frequently mean the difference between the perpetuation of a slum property and its rehabilitation.

The experience had by this corporation in New York seems quite encouraging in the efforts to save deteriorating sections like the historic College Hill area of Providence. Consideration of a corporation of similar scope and purpose in Providence is strongly recommended to aid private investors and owners in the rehabilitation of structures in College Hill and throughout the city.

It is obvious from this discussion that, while there are opportunities for private investment in the College Hill area, a fresh and imaginative approach is needed before there will be a change in investment patterns. Roles for various individuals and groups to play in this effort have been indicated. However, it should be realized that this must be a joint effort with many sectors of the community lending their support. The general public and the people on the Hill must be made aware of the problems of the area and opportunities open for promoting its renewal. The city, state, and federal governments must be apprised of the situation since they can give a large helping hand to private investors through various existing programs. Above all, decision-makers in the community, whether they be bankers, realtors, businessmen, or others must take a fresh look at the problems of investment in the deteriorating but valuable areas of College Hill and the City of Providence.
INSTITUTIONAL ACTIVITIES

IT IS RECOMMENDED THAT THE INSTITUTIONS OF HIGHER EDUCATION IN THE COLLEGE HILL AREA CAREFULLY CONSIDER THE PLANS PRESENTED IN THIS REPORT AND GUIDE THE FUTURE PHYSICAL DEVELOPMENT OF THE INSTITUTIONS ALONG THE LINES INDICATED IN THE PLANS.

The plans in the previous sections of the report have been carefully considered in relation to the overall needs of the community and they represent an attempt to balance the requirements of future growth for all interests in the College Hill area. This is the first time in recent years that the needs of the entire College Hill community have been looked at in a comprehensive manner. This approach lends greater weight to the recommendation that the broad lines for growth as recommended be followed by the institutions as they evolve their development programs.

It is recommended that the Rhode Island School of Design, Brown University and Bryant College work jointly with the Providence City Plan Commission to plan the future growth of the community and the institutions.

It is further recommended that the three institutions cooperate in the physical development of their campuses and meet regularly to work out problems common to each.

Almost every university and college in the United States today is expanding its campus or planning a new one. The problems of traffic, streets, zoning, parking, and housing all grow as the campuses grow, and with this growth has come the increasing realization by school administrators as well as city officials and citizens living near the colleges that campuses are not isolated from the cities and neighborhoods in which they are located; that what is needed is not campus planning alone, but joint campus-community planning. Moreover, most schools of higher education have common planning problems and there is a need for more discussion between institutions if sensible solutions are to be found. The following examples cite cases where universities and cities have come together to develop a Master Plan in order that “town and gown” may iron out problems of growth for the benefit of both:

The City of Berkeley and the University of California
The City of Berkeley and the University of California now have a comprehensive master plan in successful operation, and since 1957 the University has dropped its traditional policy of treating planning matters confidentially to replace it with one of open discussion with the community.

The effort of the City and the University to draw mutually satisfactory plans goes back at least as far as 1949, when the city allocated funds for the development of the long range policies which are now contained in the Master Plan prepared by the City Planning Commission and adopted by the City Council in 1955. Because the University is the community's most important single cultural and economic force, the City's plan included a major section on the mutual problems of the University and the City. In 1954–56 the University prepared a Campus Development Plan which superseded earlier studies and followed in general the procedures developed in the City Plan. In the meantime, a comprehensive study of the impact of campus land and population expansion on the existing and proposed streets was prepared and published in 1956 at the joint request of the University and the City.

Two liaison committees were formed in 1953 to facilitate discussion of mutual problems of the City and the University. They have aided greatly in the formulation of a program in which all the problems of the University and the City are worked out jointly. In 1957 the City of Berkeley Liaison Committee published a special report designed to incorporate new information and settle differ-
ences between the Master Plan and the Campus Development Plan. This plan has been accepted by the City and by the University and is a significant example of joint and open planning.

The City of Cleveland and University Circle
The University Circle Development in Cleveland is not restricted to a single institution but is comprised of some thirty-three institutions, including Western Reserve University, Case Institute of Technology and the University Hospitals, banded together "for the purpose of shaping the University Circle area into a cultural center unmatched anywhere in the world." The University Circle Planning Committee, formed in 1956, has been instrumental in developing a $175,000,000 plan which was presented to and accepted by the City of Cleveland in October of 1957. It is ambitious but logical, involving nearly 500 acres of land and making proposals for a twenty-year program of land acquisition, new parking facilities, a road system, landscaping and recreation. In the words of the President of the Cleveland Chamber of Commerce, "It is designed to keep what is worth keeping, discard the obsolete, and build what is needed for the future of a great cultural center."

A prospectus on the University Circle Development Foundation makes the following statement, "With the area's three largest institutions already in agreement on the plan's basic outlines, with strong support from community and civic leaders, and with the plan reflecting an intensity of research, study and detailed thought, a vital area of the city would seem to be crossing the threshold into a remarkable era. Because University Circle radiates strength not only into surrounding neighborhoods but into the entire community, its progress will be a major factor in Cleveland's future."

Opportunities for Joint Planning in College Hill
There are three expanding colleges and universities plus churches and several private schools in the College Hill area. The time is opportune to explore the possibility of developing a program of joint planning for future growth of the community and the institutions. The examples of such cooperation in other cities indicate that a city and its institutions can work together successfully to the benefit of both parties. It is recommended that a similar program be launched in the College Hill area as soon as possible. In the past a traditional argument presented by institutions regarding joint planning efforts between them and the city has been that publicity of intended property acquisition might result in higher land costs. In this age of rapid institutional expansion this possible disadvantage has been shown in many instances to be offset by other gains. These include (1) elimination of competitive interest in the same property in areas occupied by two or more institutions, (2) planning benefits resulting from the coordination of institutional and city plans for an area, (3) realization by possible buyers that property is eventually to be acquired by an institution will discourage their purchasing the property and improving it. Willingness for institutions to make known their plans to the city might be encouraged by creating institutional zoning. The city knowing which lands were to be eventually acquired could so zone

- to have the institutions follow a recommended planned direction of growth as they expand;
- to improve traffic circulation; and
- to develop a park-like character throughout the area.
them to prevent the building of high-priced improvements on the land which would later act as an obstacle to the growth of the institutions.

It is recommended that the institutions in College Hill participate actively in citizens groups interested in urban renewal.

American Colleges and universities are making a valuable contribution by taking the leadership in the field of urban renewal. There are now several outstanding programs of clearance and development underway which have been initiated by institutions of higher education:

Morningside Heights
Morningside Heights, Inc. was formed in 1947 in order to deal with the serious problems of deterioration in the environs of the University neighborhood near Columbia University. It was led by Columbia University and made up of fourteen educational, religious, health and cultural institutions located in Manhattan's West side. From the first, Morningside Heights, Inc. was conceived as a long range bold plan for community development on all fronts as a positive approach to the problems of halting slum encroachment and to deal with the problems of changing population, overcrowding and crime. The annual budget, originally $40,000 and now increased to $95,000 is shared by the institutions and contributions are apportioned on the basis of land owned. As the largest land-owner, Columbia University's share is the largest.

To accomplish its aims, Morningside Heights, Inc. has been instrumental in the following:

- a program of slum clearance and construction of good housing, including Morningside Gardens (a medium income project financed by Morningside Heights) and the General Grant House (a low income development financed by State and Federal Funds);

- a program of school improvement, including plans for a new elementary school and a public school music program which has met with particular approval;
- a program of crime prevention, with emphasis on solving problems of delinquency through carefully planned recreation programs, summer camps, adequate police protection, increased parks and playground facilities, and citizen cooperation; and
- better traffic controls for public safety.

The University of Chicago
Because of the rapid deterioration around the university area, the University of Chicago has spear-headed a broad program of demolition, covering about 48 acres of slum and blighted housing. The University has spent $5,325,000 of its own money in acquiring the buildings and tearing them down. The program was made possible because of the College Housing Program and through an Illinois law which provides for the establishment of Reinvestment Neighborhood Corporations. It is being underwritten by several redevelopment corporations with powers of eminent domain.

It is recommended that Brown University investigate the opportunity to work with the Providence School Department in developing a cooperative educational program between the University's education department and the school system in the new elementary school being considered for the northern section of the College Hill area.

The College Hill Study program recommends the establishment of a new elementary school in the area. A new school in College Hill is especially needed with the expected demolition of the Doyle Avenue School and the continuing obsolescence of the Benefit Street School. It is important to the future of the area to have a good school built to serve the children now living in the area and to attract families to the area that are affiliated with the colleges.
The educational institutions are in an excellent position to press for better public schools as part of the broad program of area renewal. Because of the projected school’s proximity to the colleges, it is recognized that such a school could provide opportunities for a teacher training and practice teaching program for the colleges or for some other formal association with the colleges. Thus, it is being recommended that Brown University and the Providence School Department explore means for developing a special arrangement prior to the construction of the school.

It is recommended that each institution attempt, wherever practical, to save the historic buildings that it owns or will acquire in the future.

For many reasons, colleges have felt justified in altering and demolishing at will their own historic buildings and others which have come into their possession. As a result, almost no early college buildings have survived in their original state and many fine buildings formerly part of the university neighborhood have been lost.

Students of American History and architecture, have been increasingly anxious to have the older universities recognize the fact that their architectural heritage is a tangible academic asset, similar in importance to collections of early documents and museum materials. Members of departments of art and architecture regard these buildings as their laboratory materials, materials for which photographs, books, slides or totally rebuilt structures cannot serve as adequate substitutes. Understood in this light, they become part of the resources of the university and the universities need to accept the responsibility for safeguarding the important buildings in their own possession and for encouraging the neighboring communities to keep early buildings. Enlightened concern and a program of trail blazing will be required if the remains of early building under the jurisdiction of our colleges are to survive even in their present altered state. A few colleges have made some attempt to deal with aspects of the problem:

Wesleyan College in Middletown, Connecticut
Middletown is a small New England town with an attractive body of Colonial and post-Colonial buildings. The College has taken over early buildings to be used for faculty houses, the early nineteenth century Samuel Russell House to serve as the University’s Honors College, and a Greek Revival building to serve as the Faculty Club and as a guest house for visitors. The Alsop House, a late Greek Revival building of unusual merit has been expertly restored and added to at the rear to serve as the Davison Art Center.

Brown University and the Rhode Island School of Design
Both Brown University and the School of Design have been aware of the architectural importance of their buildings. Brown has, up to the present time, kept the original campus intact, although the interiors of its two earliest buildings have not been retained. The School of Design, at some sacrifice, has rescued and maintained the Old Market Building.

It is recommended that the educational institutions use the architectural and historical legacy in their environs as source material for studies in American history and culture.
In the past year, Harvard University instituted a Graduate Seminar on American Architecture of the Eighteenth Century, in which the actual buildings were considered as the archival materials. Three of the topics assigned were concerned with Rhode Island buildings, one of which involved the study of the Market House and of Brown University’s early buildings.

Buildings on and near the Brown campus are used for courses on the history of architecture, for basic art courses, and for courses in American studies. Students of these courses, according to their instructors, affirm that the most valuable single assignments are those which involve the examination of actual buildings. No other experience makes them so aware of the omnipresence of their architectural environment.

In the art history courses at the Rhode Island School of Design, problems based on the study of neighboring buildings are assigned to the students. The Department of Architecture requires measured drawings of early buildings as part of its program.

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It is recommended that the institutions employ expert advice as to the disposition and suitable care of their early buildings either by the appointment of, or by consultation with an architect experienced in the interpretation and restoration of historic architecture.

Policy decisions dictating the future of college owned buildings are generally made by the administration or by a committee charged with the acquisition of property and with a college expansion program. In cases involving the care and the future use of buildings important as a cultural legacy to college and community another approach to these decisions is often needed. Consultation with, or appointment of, an architect or other specialist experienced in the interpretation and restoration of historic architecture would assure the institutions of expert advice as to the virtues, disposition and suitable care of their early buildings. Efforts should be made to find practical uses for these designated buildings and to incorporate them into the master plan of the institution. Such careful consideration should safeguard an important community as well as university possession.

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The College Hill Demonstration study recommends in this report a broad program of cooperation between the colleges and the city. If such a program is undertaken the result would lead to the improvement of the community as a whole and the protection and renewal of the body of historic architecture in the area based on the recognition that such building has tangible and intangible values to the city of which it is a part.

Former President Wriston of Brown University has spoken of the ineffable qualities of campus and building in his “Thoughts on Leaving Brown” in the following manner:

“I have often thought that no student can walk the paths of the College Green for four years — if he has any sensitivity at all — without learning something from the looks, something from the atmosphere that those buildings breathe, something from the way history looks down upon you . . .

And if this is true of an undergraduate who spends his four years here . . . this feeling must be multiplied many more times when you could never walk across that campus, conscious always of its beauty, of its charm, of its history, and of its meaning, but also with the sense that you had a responsibility for preserving and enriching that heritage.”
MUNICIPAL PROGRAMS

IT IS RECOMMENDED THAT THE PROPOSALS FALLING UNDER THE JURISDICTION OF CERTAIN CITY AGENCIES BE CONSIDERED BY THESE AGENCIES AND INCORPORATED WITHIN THEIR PROGRAMS WHEREVER POSSIBLE. IT IS ALSO RECOMMENDED THAT SOME OF THE CITY'S REGULATORY PROGRAMS BE REVISED AND ADAPTED FOR USE IN THE COLLEGE HILL AREA.

The participation of several city agencies in the plans developed for the area is vital to the success of the program, and it is important that some of the city's regulatory programs be intensified in the area and directed along the lines proposed.

AGENCY COOPERATION:

The fields where city agency cooperation will be needed are listed and described as follows:

- **Urban Renewal:** One of the most important parts of the College Hill program is the recommendation for a renewal project as presented in this report. The so-called Constitution Hill Renewal Project which was undertaken in 1957 has been set aside pending the results of this study. The recommendation made in this report is a greatly expanded project encompassing a good part of the western slope of College Hill. With the expansion in area, there is an expansion in the amount of funds that would be required to complete the project. Because of this new approach, the Redevelopment Agency should begin anew its studies for urban renewal of this part of the city, and it is recommended that the proposal set forth in this report serve as the basis for action by the Agency. It is recognized that there are certain procedures to be followed and regulations to be met for a federal-aided project of this sort. These plans are put forth merely as recommendations to the Agency. They should, however, serve to lay the groundwork for the development of an active renewal program for College Hill.

- **Planning:** This study represents the first time that a total effort has been made to draw a plan for the College Hill area. The plans as they are presented are felt to be valid with regard to conditions at the time of their development. But planning is a continuous project and conditions change over the years. It is recommended that the Plan Commission give continuous attention to the College Hill area and up-date the plans where necessary to meet changing conditions.

As part of the planning process, it is recommended that the Plan Commission incorporate the proposals for future land use into the master plan revision currently being prepared.

In its capital improvement program, it should take cognizance of the proposals concerning capital improvements made in this study in setting up the city's six-year schedule expenditures for capital improvements.

When acting upon referrals concerning zoning changes and sale or purchase of city property, for which the Plan Commission's advice is sought, recognition should be made of the proposals set forth in this report. Decisions of the Commission should be guided by this program, and this study should be referred to when any referral concerning property within the limits of College Hill comes to the attention of the Commission.

Special projects have been proposed for the College Hill area, particularly the Roger Williams' Spring National Park. The Plan Commission should be responsible for carrying forward these special proposals subsequent to the publication of this report.

- **Highways:** Several highway projects are recommended in the plan section of the report. These projects must be carried out under the continuing public works program in which the city is engaged. It is recommended that the Public Works Department consider the proposals set forth and fit them into its schedule for road improvements.
Recreation: Because the College Hill area is deemed to be lacking in adequate park space, several recommendations have been made for increasing existing recreation space and for creating new recreation areas. These recommendations are set forth in the plans section of this report. It is recommended that the Park Department consider these recommendations and incorporate them into its long-range program.

Schools: A recommendation is made for a new school in the College Hill area. It is proposed that this school replace both the Doyle Avenue School being removed by the Lippitt Hill Redevelopment Project, and the aged Benefit Street School. A preferred location for this new school is designated in the plans section of this report, and it has been so planned to be part of the urban renewal program for the area. It is recommended that the School Committee give priority to construction of this school due to the inconveniences to be caused by removal of the Doyle Avenue School, and for the obvious need of a new school structure in this part of the city.

Parking and Traffic: Parking and traffic proposals are made in earlier sections of this report. While a large part of the parking recommendations are to be carried out by private investors or institutions, there is some need for action by the Department of Public Works. In the field of traffic, the Department of Traffic Engineering is presented with several proposals for its consideration.

Landscaping: It is recommended that the City Forester in the Public Works Department consider the planting of street trees in the renewal areas designated for rehabilitation. Special attention should be given to planting along Benefit Street. In the "Benefit Street Trail" section of College Hill, sidewalk paving should be retained in the spirit of Colonial Days and, particularly, brick sidewalks should be rebuilt wherever possible.

Sanitation: It is recommended that the areas earmarked for rehabilitation be given special attention in regard to street cleaning and garbage collection. These city services should be stepped up to give an impetus to private rehabilitation efforts.

REGULATORY PROGRAMS:

There are three regulatory devices, the uses of which should be designed to coordinate with the efforts of the College Hill program: the Zoning Ordinance, the Housing Code, and the Master Plan.

The Zoning Ordinance
Strict enforcement of the zoning ordinance is, of course, an important factor in guiding growth of the area. The zoning ordinance is the major effectuating device for any planning program and should reflect the master plan. The proposed revisions of the zoning map have been designed to reflect the plans for desirable use of land throughout the area. Many changes in the zoning map are suggested and it is strongly recommended that the city council give consideration to these changes and enact them into law. The initiative for this action should come from the City Plan Commission which should prepare a submission for zoning map changes and transmit it to the City Council.

The suggested amendment for historic zoning regulations is considered to be an important weapon in renewing the College Hill area. Suggestions for this amendment are included in another section of this report and it is recommended that steps be taken by the Plan Commission to have the Providence zoning ordinance amended to include historic area zoning regulations.

Several minor changes are recommended for further study in regard to the zoning regulations. Throughout the city, there is an extremely small amount of land area devoted to R-4 (multiple dwelling) zoning, but a large portion of this use district falls within the limits of the College Hill area. This is to be expected as the study area is close to the heart of the city and in just such a location which is appropriate for high-density residential structures. In working out the plans for College Hill it was found that the density
requirements were too restrictive for an efficient yet healthful utilization of this relatively high-priced residential land. It is recommended that study be given by the Plan Commission to a change in the zoning ordinance relaxing the requirements for the number of families allowed per acre and also for raising the height limitations for multifamily structures. These studies should be followed up by a recommendation for an amendment to the zoning ordinance.

The use of the variance and special exception clauses of the zoning ordinance are an important factor in carrying out the spirit of the land use regulations of the zoning ordinance. Often what is in reality a change in use is granted under the guise of a variance or exception. It is important that not only the enforcement of the ordinance be strict, but that the Zoning Board of Review be strict in carrying out their function of granting variances and exceptions and not grant them except in legitimate cases absolutely requiring such action.

The Housing Code
The recently enacted housing code is a powerful tool for upgrading the city's residential neighborhoods and for fighting the onslaught of slums and blight. Since its enactment, the ordinance has not been applied to any great degree in the College Hill area. This has been done to give the College Hill Study group a chance to develop renewal plans for the area. With the publication of this report, renewal plans are presented and it is recommended that the city send inspectors into the area as soon as possible to exercise the regulations set forth in the housing code.

It is recommended that the program for carrying out inspections follow the urban renewal proposals. Initially, the housing code inspectors should concentrate in areas designated as rehabilitation areas. Areas marked for demolition should be left for last as there is doubt whether the code should be enforced in such areas. If the structures are earmarked for clearance, it is questionable whether the public welfare will be served by causing owners to renovate the structures thereby adding substantially to their value. These increased values will then have to be absorbed by the city when it eventually condemns these structures. On the other hand, recent actions by the federal government indicate that activation of an urban renewal project and purchase by the city of structures may be many years away, perhaps as long as seven to ten years. The Urban Renewal Coordinator will have to make a decision as to whether it would be better to require owners to upgrade their properties in possible clearance areas so that living conditions will be better in the interim, or whether it would be better to take no action in clearance areas pending eventual condemnation and clearance by the city.

The housing code together with citizen participation is one of the key elements in a rehabilitation effort for a residential area showing signs of housing blight. Considerable energy should be given to its utilization in certain areas of College Hill to stimulate the betterment of the entire area.

The Master Plan
The master plan is a legal document prepared and adopted by the City Plan Commission. There is a direct relationship between zoning and the master plan as the land use restrictions of the zoning ordinance should reflect the master plan. The master plan is also used as a guide for the development of the city, to be used by city agencies and private enterprise. It is primarily advisory in nature, but there are times when it becomes a binding legal document. Under present Urban Renewal legislation, the Plan Commission must make a finding concerning the conformity of a proposed renewal project to the master plan, as a prerequisite to the project's going ahead. At other times, the matter of conformity to the master plan arises, although not in a binding legal sense, in consideration of zoning and property cases referred from the City Council or the Zoning Board of Review. It is important then, that the official master plan reflect latest agreed thinking as to the general patterns of future development of the city and suggestions for a revision of the master plan are made in order to reflect the planning proposals made in this College Hill program.
INFORMATION AND EDUCATION

IT IS RECOMMENDED THAT CAREFULLY PLANNED PUBLICITY, EDUCATION AND INFORMATION PROGRAMS BE SET UP TO FORWARD THE BASIC AMBS OF THE PROJECT.

This section of the report is devoted to suggestions for public information programs for use in the College Hill area. Most of the following suggestions have value as a part of a larger program and should be undertaken because they help accomplish the following:

- publicize the general program and therefore widen the base of support;
- educate the people who will take part in accomplishing the program i.e., the people who will be responsible for buying and restoring the buildings or will have the power to keep or demolish them; and
- serve as an information center to furnish data about various types of activities and support.

Many of the activities mentioned have been sponsored by the Providence Preservation Society, and it is fitting that it continue its good work in the future. They are an important part of a comprehensive program for the renewal of College Hill, and the following should be carried out by the College Hill Committee:

Publicity

- A carefully planned publicity program — Many organizations fail to reach the public because the various ways to publicize their work are not studied, or are not followed up. Programs for civic improvement and wide-scale rehabilitation of old neighborhoods are dependent on general public concern for their final success and a good publicity program is important. A publicity committee can profit by analyzing and listing the opportunities available for publicity; and then by developing a set pattern for dissemination of information to the various media, related organizations, the Public Schools, the Chamber of Commerce, the Development Councils, etc. The Newport Preservation Society has had good publicity, based on setting up a publicity program at the Society Headquarters which takes the form of news releases and photographs sent out methodically to the various media and the organizations on a general list.

- A program designed to include staging of special events of interest to numbers of people such as street festivals can serve to dramatize parts of the program. In the Spring of 1958, the Providence Preservation Society, anxious to call attention to the numbers of attractive houses in need of rehabilitation, arranged a Street Festival of one day’s duration to show twenty small houses in a single section of the city. The Society plans to show houses in other areas on a biennial basis. Open house days may be arranged to show unusual houses not generally opened to the public, or to see special exhibits set up in various houses.

Street festivals can also serve to bring people together in an area designated for restoration or exhibition for block parties, exhibitions of early dancing, music, or for showing objects too large to show in museums.

Special events arranged with other organizations, can widen the base of interest. Two possibilities are a program of early music, and a showing of early musical instruments in cooperation with the Music Clubs; or a garden show and the development of a period garden in cooperation with the Garden Clubs.

- Contests — designed to encourage people to improve their property in general and to impress upon them the historic value of other old houses. The following types of contests have possibilities:

Fix-up contests with awards for the best general appearance of 1) a single house or 2) a whole block. In some instances, the city itself has sponsored such contests and has given material rewards such as tax abatements to the winners. In other cases, local organizations, such as the Chamber of Commerce, or a homeowner association have been the sponsors.

Landscaping contests, ranging from relatively simple programs such as a window box contest to a broader problem of landscaping on a block basis.

Restoration contests. The Newport Preservation Society stages a doorway contest and offers a prize for the most authentic restoration of an old door and a separate prize for the most attractive doorway treatment.

Education

- Exhibit of a demonstration house. A demonstration house is a structure that is typical of those needing rehabilitation which has been renovated and restored as an example of what can be done with such a house and how it can be done. Such a house...
could be shown as a permanent exhibit, or in conjunction with annual real estate small house showing events. It should be painted, decorated and furnished, and show how it can be made to conform to modern concepts of convenience and comfort without sacrificing its early character and charm.

- Acquisition and restoration of an important early building as a museum house and/or society headquarters.

- Sponsoring annual or biennial seminars devoted to topics which will help the people responsible for museum houses and the development of preservation programs to acquire specialized information concerning such matters as 1) restoration of historic houses, 2) operation and maintenance of museum houses, 3) program, etc. The National Trust for Historic Preservation, which has been sponsoring annual seminars in Cooperstown, New York has announced its decision to drop these seminars at least temporarily in favor of helping local organizations to stage their own programs geared to fit local needs. The successful seminars held in St. Louis and in Providence last year were influential factors in this decision. It would be well to continue holding seminars on a biennial basis.

- Sponsoring a series of lectures on subjects which will be helpful in solving problems of restoration, etc.

- Organizing a committee to give technical advice on problems of restoration, decoration, furnishing, landscaping, etc., which arise as buyers are found for the old properties. The Providence Preservation Society has already set up a committee of this type in which each member has been made responsible for developing a body of accurate information on a particular aspect of restoration, such as construction, hardware, woodwork finishes, wall decoration, textiles, wall papers, furnishings, etc. Another function of the committee has been to develop a list of experts who can be consulted, reliable workmen who are equipped to work on old houses, shops where authentic materials can be purchased, etc. The committee has also been planned as a study-training committee and has proven to be rewarding for its members, as well as helpful to the people who have already made use of its services.

Information

An information center should be developed where, among other things, the following will be available:

- Data about programs in operation elsewhere.

- Information about the various types of financial support offered by foundations. In general, application for foundation support should be reserved for well-developed clearly stated and unusual programs, with very specific goals, and with step-by-step plans laid out for accomplishing them. Many states have local foundations set up to include purposes which would allow support to some aspect of preservation and community improvement program and with broad powers of decision about the value of the appeals. A careful study of the purpose for which the foundation was set up may mean that a successful appeal for funds can be made. The National Trust for Historic Preservation can act in an advisory capacity with up-to-date information about the type of help available on a less local scale.

- Information needed to help individuals and organizations in their fight to prevent destruction of important buildings. A committee set up for this purpose can keep informed by enlisting the help of the city agencies which condemn the property or grant permits for demolition, alteration, etc. The next step will require the organization of an action committee, such as a group of citizens who will be empowered to buy the buildings and restore them, perhaps for resale, or if necessary arrange for moving them to new locations.

Such a program requires some means of financial backing, either by people who are willing to be called on for help in an emergency, or by building up an emergency fund, or through the incorporation of a holding company to handle real estate matters as need arises. See the section of this report dealing with Opportunities for Private Investment for other suggestions.

This program also presupposes the development of a group of people prepared to take charge of the actual work of buying, restoring, or moving, etc. Real estate agents, architects, and contractors all interested in the project and working together make a good combination.

- Up-to-date lists of old houses available for sale or rental. A committee charged with bringing this information together should plan to help prospective buyers not only by giving them lists of houses but also historic data and other pertinent information. The Providence Preservation Society has organized a real estate committee which offers the service of taking prospective buyers over the area to point out the various houses available. Clients are then referred to the agents who handle the houses they desire to investigate further.
COSTS OF THE PROGRAM

The proposals for renewal of the College Hill area, as presented in this report, represent a considerable expenditure of money. An attempt was made to estimate the cost of the total project and to allocate these costs according to the parts to be played by governmental and private interests. These cost estimates and the division of responsibilities are presented here.

It should be realized that the projects recommended are proposals which may change in scope and character if and when they come into being. The cost estimates are based on rules of thumb which may vary from actual costs as the project is refined and modified in the future. An attempt has been made, however, to make these estimates as accurate as possible within the limitations placed upon the study. It is felt that they are reasonable and give a valid indication of the expenses to be anticipated in carrying forward the College Hill program.

It should be recognized that there are two stages for development of the ideas proposed in this study: one in which proposals can be carried out within a ten-year period; and one in which projects are not to be built until some later time, say twenty-five years. The urban renewal project, if carried forward under current standard procedures, can be accomplished within ten years and for the purpose of this study, the financial program presented here has been keyed to the renewal project. Those recommendations falling outside the boundaries of the project are to be carried out in the twenty-five year period but are not considered in this discussion of project costs.

URBAN RENEWAL PROJECT COSTS

As has been shown, the recommended urban renewal project includes one hundred and twenty acres of the total three hundred and eighty-one acre College Hill study area. Of the one hundred and twenty acres, fifty-seven are slated for clearance, the rest for rehabilitation or conservation. Within the project area, there are twelve separate clearance sections. Total costs for the project are estimated at $10,500,000 for the twelve sections. This includes the cost of land acquisition, site preparation, planning and administration. It is anticipated that this land, after it is cleared and prepared, can be resold for public or private development for a sum of $2,100,000. Thus a net project cost before development will be $8,400,000. Of this amount, according to current federal legislation, the federal government will share the burden of write-down costs to the extent of paying two-thirds of the net project cost, while the city of Providence will pay for one-third. Thus, the federal government should contribute $5,600,000 and the city $2,800,000.

DEVELOPMENT COSTS

What is described above, is the normal urban renewal process as it is being carried out in Providence and throughout the country. Slum property is acquired, cleared and prepared for new development. The net project cost stated above is the cost of this process of bringing the land to a point ready for resale. Private and public development costs must be added to the net project cost to arrive at a figure that will represent the total cost of the project as it is described in this report.
Estimates have been made for the various developments proposed for re-use of the clearance areas in the urban renewal project delineated in section III-B. These estimates of development and construction costs are set forth below:

**Area 1**: Public elementary school for 550 pupils ........... $ 800,000

**Area 2**: New multifamily housing for 343 families in
several structures .................................................. 4,500,000

**Area 3**: Roger Williams Spring Park includes museum,
grounds, and parking area ...................................... 1,100,000

**Area 4**: New multifamily housing for 40 families in several
structures and garage parking for 60 cars ....................... 600,000

**Area 5**: Golden Ball Inn — Accommodations for 120 units in
a new structure and in rehabilitated houses, and including
restaurant and other hotel facilities .......................... 1,000,000

**Area 6**: Parking area for 100 cars .......................... 20,000

**Area 7**: Commercial area including a) parking deck for 100
 cars; b) office building three stories high; c) rehabilitation of
two historic structures; and d) surface parking for 100 cars .... 950,000

**Area 8**: Residential area including a) new apartments for
170 families; b) rehabilitation of existing structures to pro-
vide apartments for 30 families; c) rehabilitation of some
shops and offices; d) surface parking for 100 cars; e) garage
parking for 100 cars ........................................... 2,550,000

**Area 9**: Residential area including a) apartment tower for
120 families; b) rehabilitation of several structures; c) new
theatre; and d) site improvements ................................. 1,900,000

**Area 10**: Commercial area including a) rehabilitation of
existing building for exposition hall; b) new structures; c)
surface parking for 80 cars; and d) antique center composed of
new structures and rehabilitated buildings ..................... 1,940,000

**Area 11**: Residential area including a) new apartments for 40
families; and b) several new stores .............................. 560,000

**Area 12**: Residential area including a) new apartments for 80
families; and b) city playground space totaling 2 acres ...... 1,080,000

Total Development Costs $17,000,000

**GRAND TOTAL**

The total of Urban Renewal project costs and development costs represents the grand total of the estimate of costs for carrying out the recommendations in this study. They are as follows:

Urban Renewal Gross Project Cost ......................... $10,500,000
Development Costs .............................................. + 17,000,000

Grand Total $27,500,000

**DIVISION OF COSTS**

Obviously the greatest burden falls on private developers, but the city and the federal government share in the projected expenditures. The following chart shows this division of costs and indicates that for every dollar the city spends, approximately two dollars should be spent by the federal government and four dollars by private developers:

**Private Developers**
1. Area 2 ..................................................... $ 4,500,000
2. Area 4 ..................................................... 600,000
3. Area 5 ..................................................... 1,000,000
4. Area 6 ..................................................... 20,000
5. Area 7 ..................................................... 950,000
6. Area 8 ..................................................... 2,550,000
7. Area 9 ..................................................... 1,900,000
8. Area 10 ................................................... 350,000
9. Area 11 ................................................... 1,040,000
10. Area 12 ................................................. 1,100,000

Estimated Tax Return
Current Assessment in proposed clearance areas ............. $ 3,500,000
Current tax rate ................................................ 35.50
Proposed private investment .................................. 16,100,000
Probable assessment (at 75 per cent of market value) ...... 12,420,000
Tax return per year ............................................ 440,910
Increase in taxes per year .................................... 316,620

Approximate number of years for return of city’s renewal
write-down cost .................................................. 9

The table presented above indicates that, in terms of tax returns to
the city, the proposed development makes good sense. It is esti-
ated that the cost of the city’s write-down for the renewal project
will be returned in nine years. It is probable that surrounding
areas will increase in value due to the clearance of slum struc-
tures thereby raising further the tax return. In addition, city serv-
ices will probably be reduced. It is not possible to obtain esti-
mates of these latter figures but it is safe to assume that they re-
force the statement that in terms of financial return to the city,
the proposals for renewal of College Hill are worth serious con-
sideration.