RICE UNIVERSITY

A PLANNING GUIDE FOR SOCIALLY RESPONSIVE
REDEVELOPMENT OF LOW INCOME RESIDENTIAL DISTRICTS

by

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Abstract

A PLANNING GUIDE FOR SOCIALLY RESPONSIVE LOW INCOME RESIDENTIAL REDEVELOPMENT

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The purpose of this study is to develop an approach to the planning of low income residential redevelopment which will result in environments which respond, not only to the physical needs of low income residents, but also to their social and psychological needs. It is intended to serve as a guide which planners can follow in outlining a planning procedure for a specific project.

Part I, BACKGROUND, establishes the importance of sociological considerations in planning. It makes note of the advice of experienced planners who have had a particular interest in creating socially responsive environments. Tools for planning such environments are discussed. The need for planning procedures which incorporate sociological considerations is noted, and the special need for these considerations in the planning of low income residential districts is pointed out. Planning procedures in general and the selection of the particular context of this study are discussed.

Part II, PLANNING GUIDE, examines the various phases of planning the redevelopment of a low income residential district. These phases are: Selection of the Project District or Districts, Description of the Existing Situation, Definition of Goals of Redevelopment, Program and Plan of Action, Implementation, and Evaluation. The emphasis in these phases is not
on the conventional aspects of physical planning, but rather on the additional data and efforts required to develop environments which respect the life styles and social behavior patterns of the residents. Much emphasis is placed on the importance of resident participation in the planning process.

Part III, CONCLUSION, summarizes the preceding sections and reviews the additional efforts required to obtain socially responsive environments. This section is followed by a brief Appendix which makes some very specific recommendations which are not directly a part of the planning process, but which would facilitate its operation.
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PART I: BACKGROUND

Introduction

Importance of Social Considerations in Planning

Need for Socially Responsive Environments

Tools for Planning Socially Responsive Environments

Need for Planning Procedures which Provide for the Incorporation of Social Information

Planning Low Income Residential Districts

Planning Procedures in General

Planning Context for this Study

Notes on Part I
INTRODUCTION

People are the most important thing—
When you think about it.
When you don't—
They're not.

Part I, Background, emphasizes the importance of social considerations in planning. It makes note of the efforts of experienced planners who have had particular interest in creating socially responsive environments. Tools for planning such environments are discussed. The need for planning procedures which incorporate social considerations is noted, and the special need for these considerations in planning of low income residential districts is pointed out. Planning procedures in general and the selection of the particular context of this study are discussed.
IMPORTANCE OF SOCIAL CONSIDERATIONS IN PLANNING

Planners do not always take into consideration the human characteristics of the people for whom they are planning. In Pedregulhos, Brazil, the government built apartment buildings for the inhabitants of a shantytown near Rio de Janeiro. Their primitive shacks were destroyed, and the people were relocated in the new buildings. Several months later, the people moved out of the project, returned to their original area, and rebuilt their shacks.

In Budapest the Hungarian government built a modern, low income community for families from a physically blighted area of the city. Many of the new residents moved out later. They sold their apartments to middle class families from their old area, and moved back into the vacated dwellings, with which they were familiar.

In 1958 the West End area of Boston was leveled to make way for new, more expensive apartments. The West End had been labeled a "slum" in order to justify its destruction, and make way for new construction which would provide a more substantial tax base for the city. In reality, the West End was not a slum. Although it was physically deteriorated, it was neither physically, socially, nor emotionally harmful to its residents. There was a highly developed social system existing in the West End which was destroyed with it.
Ignoring the social considerations in planning can be a costly mistake. The time, money, and efforts expended in the Hungarian and Brazilian projects produced depressingly small returns. A more stable tax base for Boston will not compensate for the social costs of relocation, disorientation, and the resulting additions to the welfare rolls. Part of a professional's responsibilities are to conserve precious resources, such as time, money, and effort; and to keep social costs to a minimum.
NEED FOR SOCIALLY RESPONSIVE ENVIRONMENTS

Many important efforts have been made to call attention to needs for socially responsive environments. We will look briefly at a few, recent examples.

In 1956, a few members of the Congrès Internationaux d'Architecture Moderne (CIAM) broke away and formed a new group called Team 10. They made the break because they realized that while CIAM "was succeeding in rehousing people, the life they were expected to live was dreary and socially obsolete. Something valuable had been forgotten." They dedicated themselves and their professional endeavors to a sensitivity toward man, toward the human implications of physical environments. Some of their ideas are expressed in the following quotes:

Make of each place, a bunch of places of each house and each city, for a house is a tiny city, a city a huge house. Get closer to the shifting centre of human reality and build its counterform -- for each man and all men, since they no longer do it themselves.

-- Aldo van Eyck

Planning remains abstract until it generates architecture. Only through its results (buildings, ways, places) can it be. Its function is to establish optimum conditions in which the present becomes future. To do this it must seek out, explore and explain the relationships between human activities. It must then bring these activities together so that the whole of life in the city becomes richer than the sum of its parts.

The important question is not 'how?', but 'why?' or 'what for?'. Town planning, like architecture, has
to help society to achieve its ends, to make life in a community as rich as possible, to aspire to a present Utopia.

Candilis, Josic, Woods

People and Plans, a collection of essays by Herbert Gans, makes his case for "people planning". Gans is both sociologist and planner, by profession. His sociological studies of West End, Boston, The Urban Villagers, and suburbia, The Levittowners, have shed much light on the behavior patterns of these two very different American city dwellers. In a recent interview, Gans described how his ideas differ from many planners:

I'm trained to analyze people and society, while architects and physical planners learn how to work with buildings and land uses. As a result they have a vested personal and occupational interest in the physical environment. Ever since I went into planning, I have thus found myself at odds with their basic assumptions: that the physical environment is very influential in people's lives and that reshaping it is the first priority for achieving the good life. As a sociologist, I, of course, have a vested interest in the social environment, but when I studied people and communities I found that they share that interest. Their idea of the good life has little to do with the things that preoccupy the planners -- such as design, orderly land use, lots of public open space and highly visible landmarks.

Kevin Lynch differs with Gans to a degree. He feels that the image of the environment does make an impression on its inhabitants, but he agrees that the impression may be very different from that of the planners. In The Image of the
City, Lynch stated in the Preface, "This book is about the
look of cities, and whether this look is of any importance."6
In the process of the study he found that the "look" of the
city does have influence, sometimes positive and sometimes
negative. He also found that the image perceived by his
trained staff often differed surprisingly from the image
perceived by those inhabitants whom he interviewed.
TOOLS FOR PLANNING SOCIALLY RESPONSIVE ENVIRONMENTS

Team 10, Gans, Lynch, and others have emphasized the need for socially responsive environments. Others, who have accepted this position, have developed some definitions and techniques for meeting that need.

In *Techniques of Evaluation for Designers* Henry Sanoff has tackled the problem of measuring the performance of environments. In the first chapter of the book, "The Problem", he states:

There is general agreement that very little is known about the actual performance of designed environments in comparison to what the designer expects their performance to be. Although several testing procedures have been developed to assess the technical aspects of performance there are no measures for judging and comparing the value of a physical artifact from the user's point of view.

(a) How are spaces actually used compared with their intended use?
(b) What is the subjective comfort level of the user?
(c) What is the image of the artifact as it should be (which does not only refer to the visual features but also includes all other kinds of knowledge and expectations)?
(d) How to identify them?

These questions are of significant importance and all of them require explicit answers. The intent, therefore, is to develop techniques for identifying major factors that influence decisions.

He continues to suggest roughly twenty different methods of data gathering and data evaluation.

Christopher Alexander is developing a tool to be used by
planners and architects in order to provide a more socially responsive environment. This tool is a technique for identifying and examining behavior patterns.

To begin with, we must face squarely, just what the task of city planning is: it is, in short, the design of culture. A culture is a system of standard situations. Each of these situations specifies certain roles, certain allowed limits of behavior for the persons in these roles, and the requisite spatial setting for this behavior. Each situation thus specifies a certain physical pattern — and each pattern recurs many thousands of times in a given city. The form of the city is generated by the combination of these patterns. In this sense, the city, viewed as a purely physical organization is an indirect attempt to change the culture. That is why I say that city planning is the design of culture.8

Alexander and others at the Center for Environmental Structure at Berkeley used their "pattern language" in a proposal for 1500 houses in Peru, a competition project sponsored by the United Nations and the Banco de la Vivienda of Peru. In their proposal they used sixty-seven patterns to generate the design. A similar project could re-use some or many of these patterns depending on the life style of the intended residents.9

Other sociologists, planners and architects have taken more specific approaches to the incorporation of sociological information into planning and design.10 Their techniques include observation and recommendation, interviews, questionnaires, user diaries, and literature searches. These approaches are directly aimed at users in particular situations. C.M. Deasy states:
... the first step in planning anything -- a new town or a pizza parlor -- is to find out the particular yearnings, kinks and aberrations of the groups that make up the little world you are dealing with. This means lifting their heads and peering inside.

My own experience as an architect and interior designer has been in this area of specific applications, generally educational institutions. In a large firm the interior designer may work more closely with the actual user than any other specialists in the organization. It does not take long to spot discrepancies between the intentions of the design and the needs of the user. However, spotting discrepancies does not solve the problems; it can, at best, only work around them. The only way to solve the problem is to avoid it in the first place; and this approach requires gathering the proper information, and incorporating it at the proper time. In my situation, it was necessary for the interior designer to become an advocate for the user. We began to work closely with the programmers and architectural designers in an attempt to provide them with the kinds of information which would avoid problems down the line.

It appears from the preceding examples that many people agree that information about the ultimate user must be gathered and included in the planning process. There are many tools available for gathering and analyzing this information. Why are there not many, many examples of truly socially responsive environments?
NEED FOR PLANNING PROCEDURES WHICH PROVIDE FOR THE INCORPORATION OF SOCIAL INFORMATION

The everyday pressures and deadlines faced by many planners prevent them from making the additional effort required to gather and analyze information which would produce socially responsive environments. But, even if they have the desire to include social considerations, are determined to make the extra effort, and are familiar with the tools available, there remains the need for a framework to organize the endeavor. Planners must develop procedures which provide for the inclusion of that information about our society, the users, which can help them provide socially responsive environments.

Not all physical planners are familiar with techniques of gathering and analyzing sociological information. Those who are familiar with these techniques, the social welfare planners, are frequently not familiar with the physical planning process. There is the need for a framework which can organize the efforts of both professionals.

Today, at this minute, plans are being made which will affect the lives of many people. It is urgent that those who are formulating these plans be made aware of their social implications; and that they adjust them, if necessary, to provide environments which respond to that segment of society
with which they are dealing.

This paper will suggest a guide for planning procedures which meet these needs. It will take a hypothetical planning context and suggest the types of social information which should be included. Because only one situation will by examined in this study, it is important that it deal with the area of planning which, in this author's opinion, most urgently needs attention. That area is planning for the low income segments of our society.
PLANNING LOW INCOME RESIDENTIAL DISTRICTS

The most critical need for planning procedures which include social information lies in the context of projects which are concerned with low income segments of society. This need is the most critical because of the frequent dissimilarity between the background of the planner and the background of this segment of society.

The word "planner" will be used in a very broad sense in this study. It will include not only the professionally trained and titled planners, but also those who perform similar tasks without calling themselves professional planners. It will also include policy makers, such as federal, state, and city officials, who determine the directions to be taken by those who perform the more technical physical, social, economic, and political tasks of planning.

By and large, these individuals have never been, or are no longer a part of what has been called "the culture of poverty". In situations where the planner is dealing with a culture other than his own, he does not know, intuitively, the life styles, the aspirations, nor the best interests of those whom he serves. This information must be provided for him.

Generally, the types of social information required for responsive planning in low income areas can be acquired through life style studies or resident participation. One
Another purpose of public participation is to give the planner some insights into the aspirations, interests, and needs of those whom he is serving. Public participation is the preferable method of obtaining social information because no one can speak more accurately about the users' needs than the users themselves.

However, public participation requires a certain degree of social organization on the part of the users. In the absence of the necessary degree of organization, the planner must depend on detailed life style studies done by competent professional sociologists.

Proper timing of the inclusion of social information, whether in the form of public participation or life style studies, is extremely important. The planner must schedule the input so that the people whom he serves have a voice in the proposals made, rather than only a veto power. Certain aspects of planning are so highly technical that they cannot be easily comprehended by a layman. The planner, in affect, must assume the additional role of educator. He must make those with whom he works aware of the ramifications of decisions, and the reasons for priorities.
There is another reason that social information is especially necessary for proper planning for low income segments of society. Middle and upper income families have a wide choice of environments. If their present environment does not fit their life style, they can choose another one. At present, low income families frequently do not have the freedom or the means to choose environments. They may have to live all of their lives in the environment determined by the planner. The planner has a moral obligation to provide them with an environment that responds to their life style.

We have stated the importance of social considerations in planning, the need for planning procedures which provide for the incorporation of that information, and that this need is most critical when the planner is dealing with the low income segments of society. Let us now examine planning procedures in general, and the selection of the planning context for this study, in particular.
PLANNING PROCEDURES IN GENERAL

Generally, planning procedures have three common elements: analysis, synthesis, and implementation. Analysis studies the nature of the parts, existing or imagined. Synthesis examines the nature of combinations of parts or of the whole and proposes solutions. Implementation provides the tools or methods of obtaining the desired whole. These three elements may overlap in part or in whole. They may be emphasized to different degrees. They may repeat; for example, one might analyze the implementation techniques, or implement the analysis. It is not a strictly linear process.

Except for these three common elements, planning procedures may differ depending on the circumstances. The degree of detailed analysis may vary with the degree of complexity of the situation. Synthesis may be a very simple step when analyses are clear and complete. Implementation techniques may vary depending on the resources available and the complexity of the goals to be achieved.

Historically, planning approaches have differed depending on the emphasis of the times. In the past, planners were employed by nobility to plan for nobility's needs. This approach produced the great master plans of European cities and capital complexes. This European influence was dominant in this coun-
try up until the most recent decades of the Twentieth Century. With the deterioration of the central cities in this country came pressure from powerful individuals to revitalize the city cores. This pressure resulted in legislation which created the Urban Renewal projects of the 1950's.

Urban Renewal was criticized on the basis that it served the interests of "the few" rather than the interests of a greater number of the society, especially the poor. An increased social awareness brought about the concept of the planner as "advocate" for those whom he serves. "Advocacy planning" has recently been criticized on the basis that the planner is not as knowledgeable of the needs of the people as the people themselves. Each of these different historical emphases has produced different planning procedures.

In addition, planning procedures differ depending upon the scale of the project. A large scale project must deal with more details, or increase the scale of the details considered. One may follow the same basic approach planning a town or a room arrangement, but the scale of the detail will differ.

When planning procedures are outlined step by step, their steps may differ in order, depending on the nature of the project. One step may be to determine the goals of the planning effort. But, it may not be possible to identify the desired direction or goal until the need for it has been
established, and it may not be possible to establish that need until the existing situations have been analyzed. Procedures may differ as to whether it is preferable to establish goals first, or analyze existing situations first.

For example, in the planning of a new town, the goal of planning a new town in the first place is based on the existing need for the town. The original need lies outside the target of the planning effort. A planning guide for new towns might suggest that the first step should be the definition of the goals of the new town. This step would be followed by the selection of a site and the detailed description of that site (see Figure 1a).

In redevelopment of an existing area, the goal of redevelopment may come from inside or outside the target of the planning effort. The goals of redevelopment within the area itself will depend on the existing situation of the area. In this case, once the target area has been selected, it will be necessary to describe the existing situation and then define the goals of redevelopment (see Figure 1b).

Any step by step outline of a planning procedure is a bit misleading in that it implies a linear process, as if each step must be completed before the next one is begun. In reality steps may overlap and repeat.
PLANNING PROCESS: NEW TOWNS

Need: Alternatives to urban concentrations
Goal: Build new towns

Develop planning guide for planning new towns:
1. Definition of goals of new town
2. Site selection
3. Description of the existing situation (topography, access, climate)
4. Develop program and plan of action
5. Implementation
6. Evaluation

Adapt guide to specific project to develop the planning procedure for the specific new town

Goal originated outside the targets of the planning effort

Applicable to targets of planning effort

Specifically for target of planning effort

Figure 1a
PLANNING PROCESS: REDEVELOPMENT OF EXISTING RESIDENTIAL DISTRICTS

Need: More and better housing
Goal: Redevelop existing residential districts

Develop planning guide for redevelopment of existing residential districts:
1. Site Selection
2. Description of existing situation
3. Definition of goals of redevelopment
4. Development of program and plan of action
5. Implementation
6. Evaluation

Adapt guide to specific project to develop the planning procedure for redevelopment of a specific district

Goal originated outside or inside the target of the planning effort

Applicable to targets of planning effort

Specifically for target of planning effort

Figure 1b
For example, in the redevelopment of existing residential districts (see Figure 1b) the guide lists Site Selection first and Description of Existing Situation, second. In reality the two steps overlap; some description of the existing situations in the city as a whole will be necessary for site selection, assuming resources are limited and all districts cannot be re-developed. After the site has been selected, much more detailed descriptions will be required.

Step 5, Evaluation (see Figures 1a and 1b), is an example of repetition. Evaluation must occur at each step and parts of steps, as well as an overall evaluation at the completion of the project.

With these general considerations regarding planning procedures in mind, let us now define the context of the planning guide which this study develops.
As has been stated, there are planning projects of many scales. Different scale projects may require different procedures. This study will concern itself with the planning of a part of a city, which we will call a "district".

In *The Image of the City*, Kevin Lynch has defined "district" adequately for this study:

> Districts are the relatively large city areas which the observer can mentally go inside of, and which have some common character. They can be recognized internally, and occasionally can be used as external reference as a person goes by or toward them.¹⁴

He also notes that a district has certain "thematic continuities", such as low density, or high density residential areas. However, he does not limit these continuities to physical ones such as building similarities. They may be functional continuities. Certain human activities may characterize a district, such as occupations or amount of street activity.

This study will develop a planning guide for a particular kind of district. It will deal with the planning of redevelopment of an existing, low income, low density, residential district. Many cities in the Southwest have low income, low density residential districts which are slated for redevelopment. It is hoped that this planning guide will have application in such cities.
In Part I, Background, we have examined the importance of social considerations in planning, the need for planning procedures which incorporate that information, and that this need is most critical when the planner is dealing with low income segments of society. We have examined the development of planning procedures in general, and the selection of the particular context of the planning guide to be developed in this study.

Part II, Planning Guide, follows the steps outlined in Figure 1b, page 20; Selection of the Project District or Districts (Site Selection), Description of the Existing Situation, Definition of Goals of Redevelopment, Program and Plan of Action, Implementation, and Evaluation.

The guide will not place its emphasis on those aspects of physical planning which are already familiar to experienced planners. Instead, attention will be directed toward the social considerations which, when coupled with the more conventional aspects of planning, can produce environments which respond to the physical, economic, social, and psychological needs of the residents.
NOTES OF PART I


PART II: PLANNING GUIDE

Introduction
Selection of the Project District or Districts
Description of the Existing Situation
Definition of Goals of Redevelopment
Program and Plan of Action
Implementation
Evaluation
Notes on Part II
INTRODUCTION

This guide is intended to assist planners who have the responsibility for the socially responsive redevelopment of low income, low density, residential districts. In this planning guide the emphasis is not on those aspects of physical planning which are already familiar to experienced planners, but rather on the additional efforts required to produce socially responsive environments.

As has been stated, the word "planner" is used in a very broad sense in this study. It is intended to include not only physical and social welfare planners, but also policy makers in various capacities, both public and private. The planner is responsible for producing an environment which responds to the life style of the residents. In order to produce such an environment, he must relinquish some of the decision making responsibilities which planners have had in the past to the resident participants, such as the setting of priorities. In the past the planner was, theoretically, in control of the planning operation. This planning guide is based on the premise that planner and residents must share that control.

Resident participation requires a certain amount of organization within the district itself. The planner must assess the degree of organization within the district and promote the formation of interested groups where none exist. If efforts to organize the residents fail, then and only then the planner
must assume the role of "advocate" for the residents.

This guide is not a planning procedure for any one particular district. It is, instead, a framework for the development of a detailed planning procedure for a specific situation. This guide is intended to have application in many cities which have low density, low income districts. Many suggestions may not be appropriate in certain situations. It is up to the planner and the residents to decide which of the suggestions are pertinent to their situation.

In this guide the following steps will be examined:

1. Selection of the Project District or Districts
2. Description of the Existing Situation
3. Definition of Redevelopment Goals
4. Program and Plan of Action
5. Implementation
6. Evaluation

It is assumed that the decision to redevelop existing low income residential districts has already been made. The first step of this procedure is to identify those districts which will be the target of the planning efforts (Step 1). Steps 2 and 3, Description of the Existing Situation and Definition of Redevelopment Goals, respectively, are often interdependent. A description of the existing needs may define the goals. More frequently, goals will be set
depending on existing needs and future needs as well. Step 4, Program and Plan of Action, includes what is often called the "comprehensive planning" phase. Strategies and methods of achieving goals are determined and documented. Step 5, Implementation, applies the strategies and methods. Implementation may involve the obtaining of financing, the organization of public participation groups, construction, maintenance of existing buildings, or any number of other activities. Step 6, Evaluation, takes place in each of the other steps, as well as a final evaluation of the work as goals are achieved. Evaluations may indicate that parts of the procedure need to recycle. It may identify parts of the procedure which need to be revised, or eliminated.

Step 2, Description of the Existing Situation, is relatively detailed, providing a type of checklist to assist the planner and resident participants with this phase of the planning operation. Steps 1, 3, 4, 5, and 6, Selection of the Project District or Districts, Definition of Redevelopment Goals, Program and Plan of Action, Implementation, and Evaluation, are relatively general. These sections are concerned with the processes involved in these phases of the planning operation.
SELECTION OF THE PROJECT DISTRICT OR DISTRICTS

In order to focus planning efforts on the low income areas of a city, it is first necessary to identify these areas. The standard definition of a low income family is one which has an income of less than $3,900 per year. This figure is usually associated with a family of four, and is very often not dependable for identifying families with the most need. Many other factors must be considered in the identification of low income areas.

The number of substandard dwellings, deteriorating or delapidated, and the unemployment rate are normally also considered to be identifying factors for the problem areas of the city. However, in order to pinpoint the areas of most severe need, data must be collected on crime rates, educational levels, incidence of mental illness, communicable disease, stillbirths, and accidental deaths.¹

The collection of this data is a highly technical process. Once it has been compiled and correlated, areas most seriously in need of redevelopment will be indicated by the data. At this point community organizations should be made aware of the findings. A simplified report should be widely distributed, highlighting the data which would be otherwise unavailable, or difficult for organizations to collect. It should be widely publicized and made available to as many
groups or individuals as possible.

There would be three main advantages to distributing such a report. First, it would make many citizens aware of the magnitude of the problems of their city as a whole. If their particular area of interest is not eventually selected as a target for redevelopment efforts, they will have the data which will help them to understand why. Second, it will equip them with valuable statistics about their own area of the city. They will then have a starting point for their own local efforts. Third, it will inform them to the extent that they can be valuable, active participants in the selection of target areas. They can help set the priorities for the city as a whole.

EXAMPLE:

Houston and the Selection of Model Cities Neighborhoods:
In April 1967, the Houston Council on Human Relations published *A Report on Housing for Low Income Families*. The report contained information on the location of Houston's 50,000 substandard dwellings, tools used by other cities in coping with housing shortages, social costs, and federal programs available to assist in meeting the needs. Among other things, the report recommended that the Model Cities program be studied in detail. The mayor appointed members of the Citizens' Advisory Committee to a Task Force on Model Cities to investigate the program. The recommendation of
that committee was that Houston should apply for a Model Cities Planning Grant. The studies required for application would have to be financed by the city. The recommendation was accepted, and the application study was begun in January, 1968. The study contains much of the information recommended in this section of this paper. There was participation by 15 to 20 different community groups in the preparation of the study. The target areas were identified in the report (see Figure 2).

There has been criticism that the areas are not extensive enough, but the report states that the areas are the most densely populated and are the location of the largest concentration of problem situations. They are intended to be test areas for improvement programs which can be extended to the rest of the city's problem areas eventually.

There has also been criticism that there wasn't enough public participation in the formulation of the proposals. It is my understanding that efforts were made to encourage public participation. Perhaps, the criticism is the result of insufficient publicity about the study and the public participation which was included. More groups would, perhaps, have participated had they known they were needed. Some criticism could have been quelled had more copies of the resulting report been circulated (only 200 copies were printed). The report describes the selection process and gives the reasons
for the selections. It also contains many valuable statistics about all areas of Houston, and would have been an excellent resource for eager groups who need the background which it offers.

Once the districts to receive concentrated effort are identified, it is necessary to do in-depth studies on the existing situations in each district. If the staff is available, these studies can be done simultaneously. If staff is not available, again district priorities must be determined with the help of public participation.
DESCRIPTION OF EXISTING SITUATION

The purpose of describing the existing situation of a district slated for redevelopment is to establish not only the existing condition of the district, but also the existing needs.

A residential district is an ecological system, a complicated network of interdependencies between human activities and the framework in which those activities are carried out. Any method which organizes the gathering of data on the existing situation must accommodate the cross-references and duplications which result from the interdependencies within the ecological system.

This planning guide emphasizes the need for environments which respond to the behavior patterns of the residents. For this reason this guide recommends that the data required to describe the existing situation be organized along a "framework - human activity" continuum (see Figure 3). Each topic to be examined has elements of both, in varying degrees. The topics are: History, Topography, Public Services, Transportation, Commerce, Industry, Public Institutions, Recreation, Employment, and Residence.

Under each topic the format will be as follows: In the left-hand column will appear data collection suggestions which are commonly used in planning procedures. In the righthand
column data collection suggestions which emphasize resident behavior patterns, the effects of the environment on residents, and the social needs of the residents will be noted. Illustrations of these types of data collection will be noted, "EXAMPLE:", and will extend across the full page.

It should be pointed out that not all data collection suggestions will be applicable to any one residential district redevelopment project. Also, the gathering of additional information, not noted herein, will undoubtedly be necessary.
DESCRIPTION OF THE EXISTING SITUATION: DATA COLLECTION

HISTORY

| History of the district and surrounding area | In many cities, the low income residential areas are frequently located in the oldest sections of town. Residents should be made aware of any historic landmarks in their district. Is there the possibility that these landmarks can be revitalized to become focal points for new commercial development which might offer economic opportunities to the residents of the district? |
| - Political aspects | |
| - Economic aspects | |
| - Social aspects | |
| - Physical manifestations of the above | |

EXAMPLES:

The successful resurrection of Old Market Square and Allen's Landing in Houston has provided a focus for nighttime entertainment for Houstonians and their guests. The remodeling of the old buildings in what was previously a very run-down section of the central business district has benefitted the city and the land owners as well.

The Houston Model Cities Office, working with the Houston Historical Society, has itemized the historic landmarks and
buildings within the Model Cities' Neighborhood. They intend to revitalize those sites which show the most promise for additional commercial activity in the neighborhoods.
TOPOGRAPHY

Documentation of topographical features
- Topographical maps
- Aerial photos

Physical location of the district in the city
- Identify apparent physical boundaries
  - topographic
  - man-made

Do the boundaries which are apparent to the planner coincide with the residents' impressions of the boundaries of their district? This type of data can be useful to avoid the disruption of social units in redevelopment.

EXAMPLE:

A study done in Houston asked subjects to identify their district or "territory" in blocks. Thirty-five samples were taken (see Figure 4). This study, by Janice Goldstein, noted changes in perception of "neighborhood size" according to car owners versus non-car owners, age, ethnicity, and homeowners versus renters.

Kevin Lynch's study, The Image of the City, discusses the public's impression of boundaries, not necessarily of their own district, but boundaries of various districts of their city. Lynch and Goldstein both point out that features which are apparent boundaries to planners are often not considered
Table 1
Size of Neighborhood in Blocks by
All Sampling Spots in Survey

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<th>Blocks</th>
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Area Names:  Fifth Ward  Northside  Heights First  Fifth  Bottoms  Second  Fourth
Sampling Spots
Table 1 continued

Size of Neighborhood in Blocks by All Sampling Spots in Survey

<table>
<thead>
<tr>
<th>Blocks</th>
<th>S.S. No: 26 27 28 29 30 31 32 33 34 35</th>
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<td>19-21</td>
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</table>

Area Name: Third Ward
Sampling Spots
Table 2
Perception of Boundaries by Car Ownership *

<table>
<thead>
<tr>
<th>Size of Neighborhood By Blocks</th>
<th>Car Owners</th>
<th>Non-Car Owners</th>
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<tbody>
<tr>
<td>One Block</td>
<td>4.1 %</td>
<td>6.8 %</td>
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<tr>
<td>Two</td>
<td>10.2</td>
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<td>9.8</td>
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<td>Seven</td>
<td>6.2</td>
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<td>10.4</td>
<td>6.8</td>
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<tr>
<td>Nine</td>
<td>2</td>
<td>0</td>
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<td>8.8</td>
</tr>
<tr>
<td>Ten Plus</td>
<td>29.1</td>
<td>20.5</td>
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</table>

* Sample based on one-half of total sampling spots.
as boundaries by residents. Both found that freeways are often not considered boundaries. In the Goldstein study, such landmarks as parks and cemeteries were totally ignored as boundaries.7

Natural features adjacent to and within the district
- Topography
- Vegetation
- Maintained? By whom?
- Available for public use?

An assessment should be made of the value which the residents place on natural features such as open or wooded areas. Do the residents use these areas for recreation? (see RECREATION for additional considerations.)

EXAMPLE:

In The Urban Villagers, Herbert Gans notes that the West Enders of Boston were oblivious to the near-by Charles River and park. They seldom used it, not only because of the necessity of crossing busy Storrow Drive, (pedestrian ways were provided), but also because they were not interested in going there; it was out of their territory.

Man-made features visible from the district
- Buildings
- Bridges
- Monuments

Do the residents use these features to orient themselves? Do these man-made features contribute to the residents' image of their part of the city? In what way?
EXAMPLE:

In *The Image of the City*, Lynch recommends studies of the impressions which existing physical features have on the public. The value of such studies would be to allow an analysis of the "visual strengths and weaknesses of the whole area, and to identify the critical points, sequences, or patterns which are worth further attention."
PUBLIC SERVICES

Documentation of utilities
- Electricity
- Gas
- Water supply
- Sewage: sanitary and storm

Are the residents satisfied with utility service? Are their complaints heard at "City Hall"?
What utilities are lacking?

Locate public service buildings
- Fire stations
- Police stations
- Post offices
- Libraries
- Other (see RECREATION for parks and indoor facilities. See PUBLIC INSTITUTIONS for health care and educational facilities)

Are the residents satisfied with the public services offered? Are they satisfied with police protection?
What are the crime rates in the district? Are any crime prevention programs offered?
Are the social restrictions in the district insufficient to be a factor in crime prevention?

Siting of public buildings
- How are sites selected?
- Land values
- What is being planned?
Description of public buildings

- Design
- Condition

Utilization

- Occupied?
- Grounds used after hours?
- Buildings available for public meetings?

How do the residents use the public facilities? What facilities are lacking? Are they aware of any programs offered? What programs would they like to have offered?
TRANSPORTATION

Document
- Public transit routes
- Street location and condition
- Origin and destination patterns

District circulation system as a whole
- Modes of transportation for goods and products (rail, air, truck, water)
- Modes of transportation for passengers (rail, auto, public transit)
- Is system balanced to provide for all modes?
- Adequate access and egress from district to cross-town arteries?
- Express differing kinds of traffic (through, local, transit, truck)?
- Adequate capacity?

EXAMPLE:

It is often assumed that working members of low income families need to live near the CBD because their work is there. This assumption is not a dependable one. In a study done in Houston in 1967, 25 residents of the Swiney Area were interviewed.
Of the 25, one did not work, 4 worked downtown, and 20 worked elsewhere in the city. Of the four who worked downtown, one walked, one rode a bicycle, and the other two rode the bus. Thirteen of these respondents owned a car. Of the twenty who worked elsewhere in the city, 8 rode the bus and the rest either drove their own car or rode with someone else in a car. This type of information indicates that the residents live in the district for reasons other than being near their work, and that they are very dependent on an adequate public transportation system.

Transportation terminals
- Adequate parking for automobiles?
- Shelters and stations for transit vehicles?
- Properly located and designed for their function?

Transportation interchanges
- Auto to pedestrian
- Auto to city-wide transit
- Transit to pedestrian
The passageways

- Safety

  - Adequate area provided for pedestrian movement, sidewalk congregation, junctures of pedestrian streams?

  - Conflicts between different modes of transportation?

  - Separation of pedestrian and vehicular traffic? Vertical separation? Psychological separation

  - Adequate lighting, traffic signals' location and legibility, guardrails, curbs, medians?

- Amenities: sidewalks, crossing lanes, lighting, landscaping, congregation areas. Maintained by whom?

- Street furniture: fire and police call boxes and poles, utility and lighting poles, hydrants, litter baskets, postal boxes, newspaper dispensers.

  - Adequate placement?

  - Maintained by whom?

  - Security problems?

In low income areas where many people walk or ride bicycles to work, shops, and schools, the need for adequate sidewalks and bicycle paths is acute.
Existing plans for future passageways or transit systems

Are residents aware of plans which will affect their district? Can they voice their opinion and be heard?

EXAMPLE:

Recently, a resident of a Mexican-American neighborhood near downtown Houston, told this writer that he and his neighbors were very upset by the fact that the new LaPorte Freeway extension is to cut a swath through their neighborhood, and displace many stable, but poor families, many of whom own their own homes. He felt victimized, and was bitterly resentful about the insensitivity of the "Planning Machine".
COMMERCEDocument

- Commercial land use
- Codes and zoning ordinances and their effect on physical form

Commercial facilities
- Types
- What is their relation to adjacent residential?
- Accessibility
- Expected growth? In what direction?
- Appearance and condition
- Vacancies?

EXAMPLE:

In Houston Housing: Comparative Study, surveys were made at Allen Parkway Village, one of Houston's public housing locations. One respondent stated that she rode the bus, half an hour each way, downtown to do her grocery shopping because the nearest food store was too run-down and the prices were too high. Food stores in lower income areas are often accused of upping their prices because their customers are hard pressed to find transportation to competing stores.
- Ownership (in or out of the district) and value

Proprietors should be interviewed to determine: security problems, utility problems, problems with delivery areas, garbage pick-up? Do they wish to encourage the social activity possibly connected with their establishment? Are they interested in participating in district improvement projects?

- Competitive commercial activity

Community organizations should be made aware of development which will effect their efforts within their own district. They may wish to initiate commercial developments in their district. If they are not aware of competing developments, the efforts of both parties may fail.
INDUSTRY

Document

- Industrial land use

- Codes and zoning ordinances and their effect on physical form

Industrial facilities

- Types

- Suitability of their location in relation to:
  - Adjacent land uses?
  - Transportation facilities?
  - Special requirements (water, railroad)?
  - Expected growth? In what direction?
  - Ownership (in or out of the district) and value?

- Appearance and condition
  - Protection of environs from effects of noise, water and air pollution?
  - Creating dumping grounds for junk?

Do residents work in the industries located within their district?

What are the residents' opinions of the presence of the industrial establishments in or near their district?
EXAMPLE:

In a recent private conversation which this writer had with a resident of a low income residential district near Houston's central business district, the opinion was expressed that the industrial development adjacent to his neighborhood was a threat to it. Many of the residents own their homes, but there are no zoning ordinances nor deed restrictions to protect them.
PUBLIC INSTITUTIONS

Document
- Institutional land use
- Institutional land value
- Codes and zoning ordinances and their effect on physical form

Institutions: Types and locations
- Hospitals and health centers
- Day care centers
- Social welfare organizations
- Churches or synagogues
- Schools

Accessibility
Appearance
Vacancies
Utilization

What is the nature and magnitude of health problems in the district?
What is the attitude of the residents to health care? Do they take advantage of existing facilities? How do they get to them?
What does it cost?

Are residents aware of other institutions in their district? What programs are offered? Are they publicized? What services are lacking? Are residents interested in helping to provide these services?

Educational level of the residents?
What school do children attend?
How do they get there? What opinion do parents have of education?
Do parents encourage children to stay in school? How many dropouts in the district? Why did they drop out? If it was for financial reasons, would they go back if assistance were available?
RECREATION

Public recreational facilities (indoor and outdoor)

- Location

- Accessibility

- Equipment

- Condition? Maintained by whom?

- Utilization

Natural, undeveloped areas (see TOPOGRAPHY)

Entertainment (see RESIDENCE, Life Styles of Residents)

What are the behavior patterns in the recreational facilities?

Does the physical environment respond to the existing patterns positively? What is the distance which parents will allow children of different ages to go to play without supervision? Would several small parks scattered throughout the district be valued more than one large park?
EMPLOYMENT

Income
- By household
- Number of persons dependent

Employment of residents
- Type
- Location
- Transportation to work

Unemployment percentage

What are the attitudes of the residents toward their jobs? How large a problem is transportation to work? Do day care centers exist? Are working mothers aware of these centers? Are more needed?

What are the attitudes of the residents toward welfare? Are the unemployed aware of organizations which can assist them with training for and securing a job?

EXAMPLE:

Several organizations in Houston offer help for the unemployed. In addition to the Texas Employment Commission, the Harris County Commissioners Court is administering the Concentrated Employment Project with aid from the Federal Government. In their target area, unemployment is as high as 8.3% as compared to 3.6% for all Houston. The project plans to cover costs for salaries and training of 1,900 persons from the
target area. Another organization, the National Alliance of Businessmen, has secured pledges from 550 Houston firms to locate 4,605 workers by March 1, 1970.
Christopher Alexander defines residential cells as "many small residential areas (diameter 200' to 2000'), each one a different subculture". Residential cells may be thought of as what a child would call the area which houses "all the kids in my neighborhood".

What is the residents' conception of the boundaries of his residential cell? Are the residents satisfied or dissatisfied with the privacy, quietness, friendliness, reputation, neighbors, cleanliness, condition of the streets, dwellings, outdoor play areas, amount of traffic, water system, sewage disposal, fire protection, police protection, ease of getting to other places, pollution conditions, and number of children and elderly in their residential cell?
Existing Dwellings

Types
- Number of single family detached
- Number of duplexes
- 3 or 4 units in structure
- 5 to 9 units in structure
- 10 or more units in structure

Condition of dwellings
- Number of sound
- Number of deteriorating
- Number of dilapidated
- Adequate utilities? Hot water? Indoor plumbing?
- Age of dwellings
- Adequate drainage in yards?
- Curbs and gutters?
- Vacancies

Why, when and from where did the family move there? How is the dwelling used? Number of rooms? Arrangement? How are the rooms or areas used? Where do friends congregate when they visit? Use of the remainder of the property (yard, porch, front walk)? What things are stored where? How and what food is prepared? Where and when are meals eaten? Where do residents read, sleep, watch TV, wash clothes? Does dwelling promote or curtail activities? What does resident like least and most about his dwelling? What temporary improvements are needed? Are the residents interested in making these improvements if assisted?
Ownership and property value

- Rent: amount and percentage of income. Does landlord maintain adequately?
- Own: payments and percentage of income

Would residents prefer to own or rent? Are they eligible for financial assistance for home ownership or rent supplements? What can they afford to contribute? Money and/or labor?

Residents

Demography

- Total population
- Racial composition and distribution
- Population age and sex

Representation in the political system

- U.S. government. By whom?
- State government. By whom?
- County government. By whom?
- City government. By whom?
- Educational system. By whom?
- Hospital, water districts, and other tax supported bodies. By whom?

Are the residents aware of the processes by which they can exercise their rights as citizens? Do they feel they can have any influence on the political system? What percentage of eligible voters are registered? Are they interested in organizing to educate themselves on political matters and exert a block influence? Are residents aware of government assistance
programs available to them? Are these programs adequate?

EXAMPLE:

In a poll recently conducted in the Sunnyside, and South Park areas of Houston, it was found that most of the Sunnyside area residents polled knew nothing of the local and national poverty program agencies. "The residents did not know of the Harris County Community Action Association (HHCAA) or of the Office of Economic Opportunity." Of the 4,967 persons polled, 2,508 put their names on the membership list. These people will be organized to control their own antipoverty projects. 14

Life styles and values of residents

What are the aspirations of the residents? What problems prevent them from attaining their goals?

How do they spend a typical day?

What do they do for entertainment? By age groups, indoors and outdoors?

What community improvement organizations exist to help the residents reach their goals? Are they aware of these programs? If not, why not? What additional programs are needed?

(Refer to previous sections on EMPLOYMENT, COMMERCE, and RECREATION. Refer also to Residential Cells and Dwellings within this section.)
To what degree are the residents organized? Are they interested in organized improvement? Is there a social unity in the residential cells? Do neighbors visit? Can they depend on their neighbors for help in an emergency?\textsuperscript{15}

Once the data is collected on the existing situation of the district, including the existing needs, this data should be documented and published. It should be made available to all the organizations working within the district to assist them with their programs. The planner then moves on to the third step of the procedure: the Definition of Goals of Redevelopment.

It is important to note that the description of the existing situation represents only one point in time. As time passes, this description must be reevaluated. The subsequent steps of the planning procedure depend on an accurate assessment of a growing and changing situation.
DEFINITION OF GOALS OF REDEVELOPMENT

The goals of a planning process are those purposes toward which efforts are directed. In the case of a redevelopment project, the definition of goals involves the description of existing needs, plus the identification of future needs. The up-to-date description of the existing situation gives us only a picture of the present needs. Predictions regarding growth and change must be made, and constantly reevaluated.

Definition of goals also involves the positioning of the goals relative to one another, that is, the setting of priorities, and an analysis of the available resources. Priorities must be set because all things cannot be accomplished at once. The setting of priorities is a delicate operation. They must be scaled to the resources available, and the problem at hand. "We must concentrate on the things we can do, and not on what we cannot" — Coderch

In the past, resources for redevelopment meant dollars available for materials and the hiring of trained personnel. This definition of available resources is still valid, but no longer complete. The growing self-awareness of low income communities has opened up a vast, new resource supply of workers and decision makers which was not available before. Self-help, "grass roots" organizations are springing up in many low income districts. They are a valuable resource in
redevelopment and should be encouraged to take the major role in the setting of goal priorities for the redevelopment of their district.

The process of goal definition may be viewed in the following manner (see Figure 5):

**Description of existing needs:** Planner supervises the collection of data with the assistance of resident participants (see Part II, Description of Existing Situation).

**Prediction of future needs:** Planner and resident participants predict future needs. The planner concentrates on needs which will develop from outside influences. Resident participants concentrate on needs which will develop from influences within the district.

**Definition of needs:** Existing needs and future needs are identified in the preceding steps. Planners and resident participants must examine these needs and attempt to distinguish between short range needs and long range needs.

**Analysis of available resources:** Planner enumerates available federal, state, county, and city assistance programs and personnel. Resident participants enumerate district organizations and capabilities.

**Listing of Major goals:** Weighing the needs and the available
DEFINITION OF GOALS OF REDEVELOPMENT

Description of existing needs

Prediction of future needs

Definition of needs

Analysis of available resources

Listing of major goals

Setting of priorities for major goals

Goal #1

Detailed definition

Goal #2

Detailed definition

Goal #3

Detailed definition

Goal #n

Detailed definition

Evaluation

Figure 5
resources, the planner and the resident participants enumerate the major goals.

**Setting of priorities for major goals:** Resident participants set priorities. The planner advises.

**Detailed definition of goals:** Once the major goals and their priorities are agreed upon, planners and resident participants must define them in as great detail as possible, quantitatively and qualitatively. Stages of accomplishment for long range goals may be defined, leaving later stages to be accomplished as new resources become available. Various alternative means of achieving a single goal should be evaluated. If more than one means of achieving a goal is desirable, priorities should be determined. Perhaps two means of achieving one goal would have equal priority. As in the setting of priorities for major goals, resident participants should set priorities on various means of achieving a single goal; the planner should advise.

**Evaluation:** The major goals and their detailed definitions should be reviewed periodically. The problem at hand and the amount of available resources change. These changes may influence the goals and their priorities. Both planners and resident participants should be involved in goal evaluation and revision.
When goals have been defined, generally and in detail; and priorities have been set, the next step is the formulation of the Program and Plan of Action for redevelopment.
PROGRAM AND PLAN OF ACTION

The purpose of developing a program and plan of action is to determine the critical paths to accomplishing goals in the order of their priority; what specifically is to be done, and how can it be accomplished.

We have information about the existing situation. It is constantly changing with time. We have information about the available resources: money for materials, research, and the hiring of specialists, labor and management personnel, the experience of specialists, resident participation and volunteer services. The resources available are also changing with time; money is spent, new funds are found, resident participation varies, volunteer labor may be seasonal. Although existing situations and available resources vary independently with time, they can be considered identifiable variables.

We have defined the goals, major and specific, and the order of their priority. We can now identify that which must be accomplished, by subtracting the existing situation from the goal. We now know the distance we have to go. We can estimate the time required by an assessment of our vehicle, the resources allocated to the effort; and by an assessment of the condition of the paths available, the existing political channels and the existing socio-economic behavior patterns.
If the estimated time of arrival at the goal is not acceptable (see Figure 6), we either (1) change the distance we wish to go, redefine the goal; (2) get a different vehicle, reallocate resources; (3) change the condition of the path, initiate changes in the political and socio-economic systems; or (4) change paths, select a different route. If the goal cannot be accomplished through political channels in an acceptable amount of time, perhaps it can be reached by taking advantage of existing economic patterns.

Once we have established the distance, the desired time required, and the capabilities of the methods, we can determine the rate at which we must proceed toward each goal.

The analogy of a trip to be taken in a certain vehicle in a certain amount of time only applies to the persuasion of one goal. The program and planning action phase of redevelopment as a whole is more similar to the logistics problem of many vehicles, going in different directions, arriving at different times, going at different rates, and all powered by a common source, the available resources. Acceleration in one direction means deceleration in another. The priorities of arrival determine the resources to be allocated to each vehicle.

The priority of each trip has been set in the detailed definitions of the goals. The program for redevelopment identifies the nature of each trip, each need which must be met.
PROGRAM AND PLAN OF ACTION

A. Describe existing situation

B. Define goal

C. Estimate total available resources

D. Determine needs (B-A)

E. Allocate or reallocate resources

F. Assess condition of available paths

G. Assess or reassess path to be taken

H. Estimate time required to reach goal

I. Evaluate time required

J. Determine rate of accomplishment

Figure 6
It evaluates the resources required by each trip.

The plan of action deals with the allocation of resources to each trip, based upon its priority and the total resources available. The planning action, the logistics, must overlay the individual critical paths of all goals, and in order of their priorities, determine the sequence and magnitude of the efforts to be expended.

Much of the work involved in developing a detailed program and formulating a plan of action is highly technical. Data gathering, researching political policies and economic conditions, and analyzing possible paths to goals, are functions best performed by the planner. He should adhere to the goal priorities set by the residents in formulating the plan of action. When circumstances, such as political, economic or social restraints, seem to indicate that a certain goal has met an impasse, the planner should let the residents re-evaluate the goals, and reorganize priorities if necessary.

The next section deals with the implementation of the program and planning action. It should again be pointed out that the steps in this guide, although presented linearly, do not always occur in this manner. During the implementation period, goals may be found to be inadequate or overly ambitious. They will have to be redefined, priorities will have to be adjusted accordingly, and resources reallocated.
IMPLEMENTATION

The implementation phase must concentrate on "what is possible?" In the preceding section it was stated that when a certain plan of action seems to have met an impasse, it will be necessary to reevaluate the goals, and reallocate resources to that goal, achieve it by different means, or abandon it. The residents should make the final decisions on the resetting of priorities. However, in the situation of a highly technical decision, the planner may be best equipped to choose, not just advise. In these situations he should encourage the confidence of the residents in his ability to make technical decisions in their best interest.

During this phase, it will be necessary to reevaluate the available resources. As noted earlier in the section on Definition of Goals of Redevelopment, an estimate of available resources should be made. This estimate must be updated in the Program and Plan of Action phase. In the Implementation phase detailed enumerations of the available resources should be made. Federal, state, county, and city government assistance programs should be investigated and their requirements and capabilities analyzed. Private sources; commercial, institutional, and individual; should be tapped for funds, advice, materials, and technical assistance. Academic institutions should be called upon to assist with life style studies and technical problems -- on a
volunteer basis, if possible. Civic-minded organizations, within and outside the district, should be recruited to provide whatever their capabilities offer -- from legal assistance to plants for landscaping and advice on their care. Resident organizations should be encouraged to publicize the efforts of redevelopment with the hope of increasing the amount of resident participation as much as possible.

The planner will have the arduous job of matching resources with tasks. He will have to schedule efforts according to the list of priorities approved by the residents. He may have to coordinate the work of large construction projects and self-help district physical improvement projects. He may possibly find himself mediating labor disputes between union and non-union labor. He will have to be the communication link between factions within the district and without.

There are other important considerations of a general nature which are involved in successful implementation. All of the efforts up to the implementation phase raise the hopes of the residents of the district. Momentum and local interest are at a peak. Planners and district leaders must try to maintain the interest and momentum of the resident participants. One action which should be considered is the speedy implementation of small scale projects during the earlier stages of the planning process. Early visible evidence will help to maintain momentum and interest on the part of the residents
as well as the planner.

Another factor which must be considered is that during the implementation process, there must be continued reevaluation of goals, existing situation, trends in growth and change, scheduled planning actions, and implementation techniques. Unexpected successes of parts of the redevelopment process may draw people to the district in numbers greater than expected. This influx will change the existing situation at each point in time, and create the need for reevaluation of goals, programs and actions. Failures or set backs may call for reallocation of resources to meet the resulting changes in priorities.

Whenever possible the residents should be involved in the implementation process. People tend to preserve with care those things which are the result of their own efforts. Residents involved in implementation may learn a trade which will support them.

"Give a man a fish, and feed him for a day.
Teach a man to fish, and feed him for the rest of his life.

-- Lao-Tze

The next step of this planning guide is Evaluation. As has been pointed out several times, evaluation is a continuing process. In addition, a final evaluation of the planning procedures developed with the use of this guide is recommended.
EVALUATION

In each previous section we have noted the necessity of constantly evaluating and reevaluating the existing situation and its trends, the goals, the programs and plans of action, and the implementation procedures. This process is a continuing, cyclical one. Another type of evaluation is the review and appraisal of completed projects and procedures.

Evaluation is necessary in order to avoid making the same mistakes twice. It is necessary in order to avoid impossible, low quality, or disfunctional situations. In situations where resources are scarce, adequate evaluation can avoid inefficient duplications of efforts. In a more positive respect, proper evaluation can identify good methods or products, and recommend their repeated use. Even good methods and products can be improved through proper evaluation.

By what standards should planners evaluate their procedures and products? By a set of aesthetic standards? By the efficiency of the process? By staying in the budget? By the opinion of their professional peers? By the satisfaction of the client? By the satisfaction of the users? By minimized social costs? Each of these standards can be used appropriately -- and inappropriately. Alone, any one of these
standards is too limited.

The appropriate standard of measure of any project is relative to its scale. A successful project is a positive addition for all who experience it: the client who pays for it and frequently manages it, the user who works or lives in it, and the society who lives with it in their midst.

The basic reason for building anything is to make people more effective. Their personal motivations and their relationships with others have far more to do with their level of performance than either physical comfort or visual design quality. Therefore, the true measure of a building is merit performance as a social setting.17

To agree that merit performance as a social setting is the top priority of evaluation, is not to say that physical comfort or visual design quality are not important. Rather, it is to say that we must have physical comfort, visual design quality, and much, much more.

The appropriate standard of measure of a planning process or a part of that process is: Does this process produce (or does this part of the process contribute to the production of) merit performance social settings efficiently and with minimum social costs?
NOTES ON PART II


4. This information is adapted in part from Checklist for Cities, prepared by the Committee on Urban Design, American Institute of Architects, 1735 New York Ave, N.W., Washington D.C., 1968.


15. For suggested techniques of life style studies and their physical implications see:
   Alexander, Christopher, et al., Houses Generated by Patterns, Center for Environmental Structure, Berkeley, California, 1969.


CONCLUSION

In the first part of this paper, Background, we developed the argument that there is a need for socially responsive environments. We noted that many experienced planners agree that there is a need, and that tools exist for meeting that need.

To create truly responsive environments, quantitative and qualitative social information is required. Until recently, planners and other design professionals incorporated portions of this information in, primarily, an intuitive manner. Today we realize that we must gain access to more analytical methods, ones which are easily communicated, and which can process larger volumes of information.

Perhaps the most basic question we must ask ourselves is: "Is it worth it?" The expanded efforts required to gather and process the necessary social input require additional financial, governmental, and personal commitments. If we can create appropriate environments without this extra effort, then the answer is clearly, "No!". But, past examples of projects which fail socially seem to shout that the extra effort must be made.

Today there are global, national, and personal commitments to provide better physical environments for the underprivileged classes. Efforts will be made to meet those commitments.
If the additional effort is exerted to make these environments socially responsive, the initial efforts will not be wasted.

The issue of the incorporation of social information is, in reality, not one of "whether or not?", but one of "to what degree, and when?" We cannot wait to act until we "know all".

In the past planners used their intuition to supply the social information. It was a valid approach when they were planning for users with backgrounds similar to theirs, and they often were. Today, planners, regardless of their background, must have social information supplied for them. They cannot rely on their intuition. The new vocation of the planner's intuition is to answer questions such as: "What degree of detail of the social information is useful? Can we afford to wait for the print out, or must we act now? How valid are these surveys now? Tomorrow?"

Also in Part I, we discussed the need for planning procedures which provide for the incorporation of social information, and that this need is most acute when projects involve low income segments of our society. Planning procedures in general and the context of this planning guide in particular were discussed briefly.

The purpose of Part II, Planning Guide, is to create a guide for the development of detailed procedures for specific
projects. The guide is divided into six sections which indicate the general order of the planning process of redevelopment. However, the point is made that the planning phases often overlap. When applied to specific projects, some facets of the project may be in different phases than others. The need for adequate evaluation is noted throughout all phases, as well as a final evaluation phase when the project is completed.

The first section of the guide, The Selection of the Project District or Districts, suggests an approach to district selection and general data to be collected. In the second section, Description of the Existing Situation, the suggestions for the incorporation of sociological information are relatively specific. Specific efforts to be made in the last four phases of the procedure; Definition of Goals of Redevelopment, Program and Plan of Action, Implementation, and Evaluation; depend upon the specific inputs of the first two phases of a particular project. Since the specifics of the first two parts cannot be supplied until the planning guide is tested by the development of a procedure for a particular project, the suggestions made in the last four phases are general in nature, emphasizing process and resident participation.

Resident participation is the key to successful planning of socially responsive redevelopment projects. In the absence of the degree of organization required for resident
participation, the planner must first make the effort to encourage the organization of the residents. If these efforts fail, the planner must become an advocate for the residents. In either case the planner must accept a socially responsive role.
APPENDIX: RECOMMENDATIONS
RECOMMENDATIONS

In a sense, this entire study is a recommendation. However, this appendix will present a few more succinct recommendations which are not directly a part of the planning process, but which would facilitate its efforts.

DATA POOL

In Houston, and perhaps in most cities, the collection of data which is useful to planners and community improvement organizations is carried on by a myriad of different organizations, educational institutions, individuals, and agencies. In the process of this study, this author has observed numerous effort duplications which were a needless waste of resources. These effort duplications resulted because data which has already been collected is not readily available to others who need it.

The problem is that different groups, often working in the same area or district, are not aware of each others' presence, much less the nature of each others' efforts. They do not know that the information has already been gathered, and therefore, repeat the effort on their own. There are residents in Houston who have been interviewed two and three times and asked the same questions. The time and money spent on the repeat interviews is wasted.

With these problems in mind, this author recommends a data
pool, a library of sorts, which would collect copies of the hundreds of maps, surveys, and studies which exist but are presently difficult to locate.

Perhaps a city's public library could be responsible for the setting up of this data pool, if their budget would allow. They would be the best equipped to collect and catalogue. Space for the documents and an enormous copying machine would be required. The documents should not be removed, as is customary with reference material.

DIRECTORY OF CIVIC ORGANIZATIONS

The second recommendation is somewhat related to the first in regard to the problem that many groups are not aware of each others efforts. This author recommends that a directory be published listing all the city's civic groups, community improvement organizations, and welfare organizations. In addition to the name, there should be a brief description of their aims and in what part, if not all, of the city they are concentrating their efforts. It should note mailing address, telephone number, and/or name of a person involved to contact. There should also be a map, locating the headquarters, and a cross reference which groups the organizations by area and/or aims. It should be widely circulated, if possible, free of charge.
CONSULTANTS IN BEHAVIORAL SCIENCE FIELDS

Throughout this study the word "planner" has been used in a very broad sense. It has included social welfare planners and policy makers who might have sociological backgrounds. For a moment let us exclude these people from the category. The remainder, physical planners, politicians, and architects, have an awareness of techniques of gathering sociological information, but not a proficiency. In order to accomplish that of which we are capable, we must each concentrate on what we do best. At the same time we must work together, speak each others' language, recognize our limitations, and be aware of the skills of others. We do not need to know how to do something in order to get it done; we only need to know what it is, and who can do it.

There are various techniques of gathering sociological information; to mention a few: observation, interview, questionnaires, activity logs, and literature searches. All of these have many forms, certain applications, and varying degrees of difficulty of evaluation. Planners must enlist the aid of specialists who know the advantages and disadvantages of various techniques. We must consult with them, and identify what it is we need to know. Then we should let them find out. Planning agencies or firms should enlist the services of behavioral scientists and sociologists in the same way they readily hire legal counsel and traffic experts.
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