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BREVARD, N.C.

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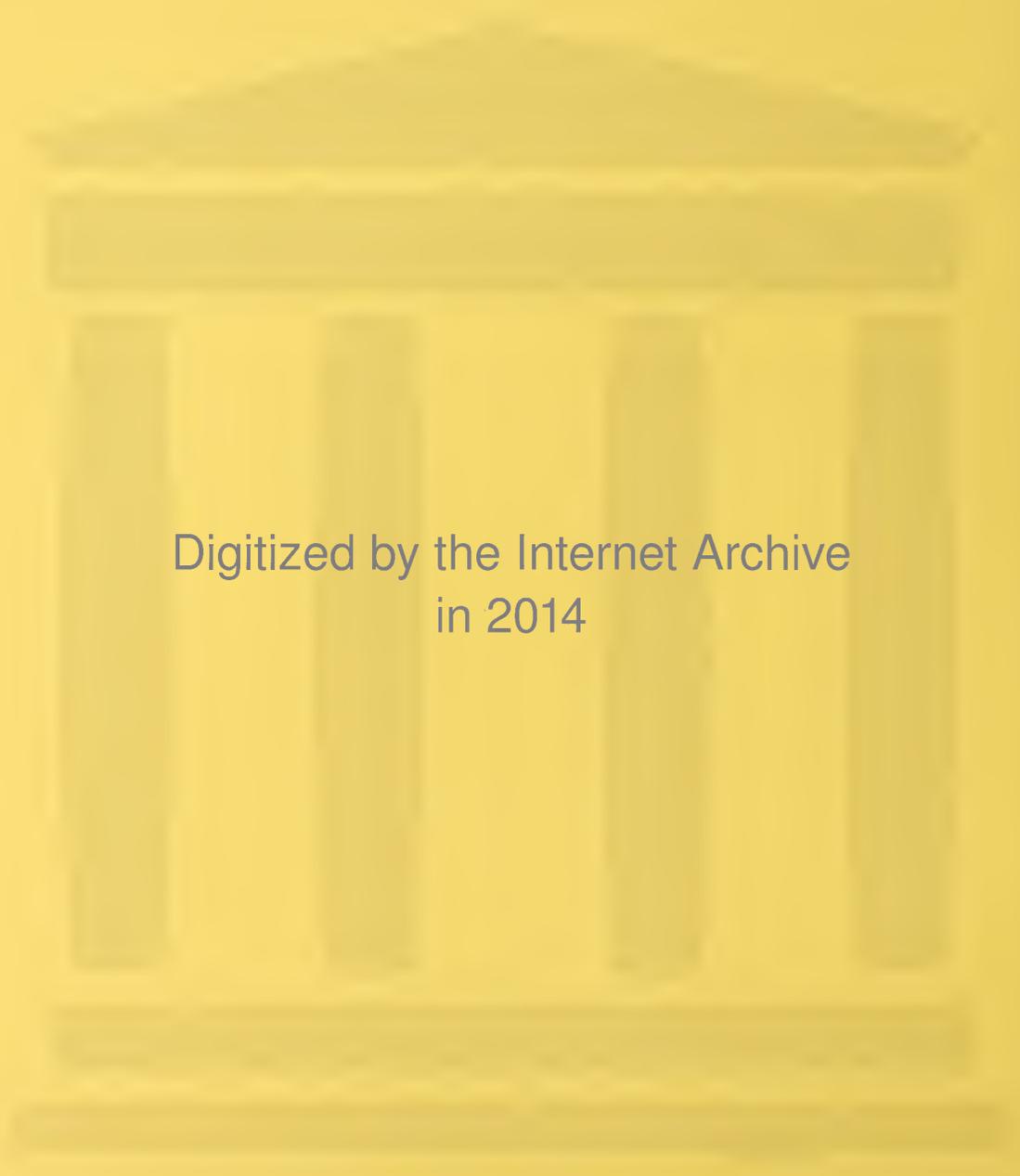
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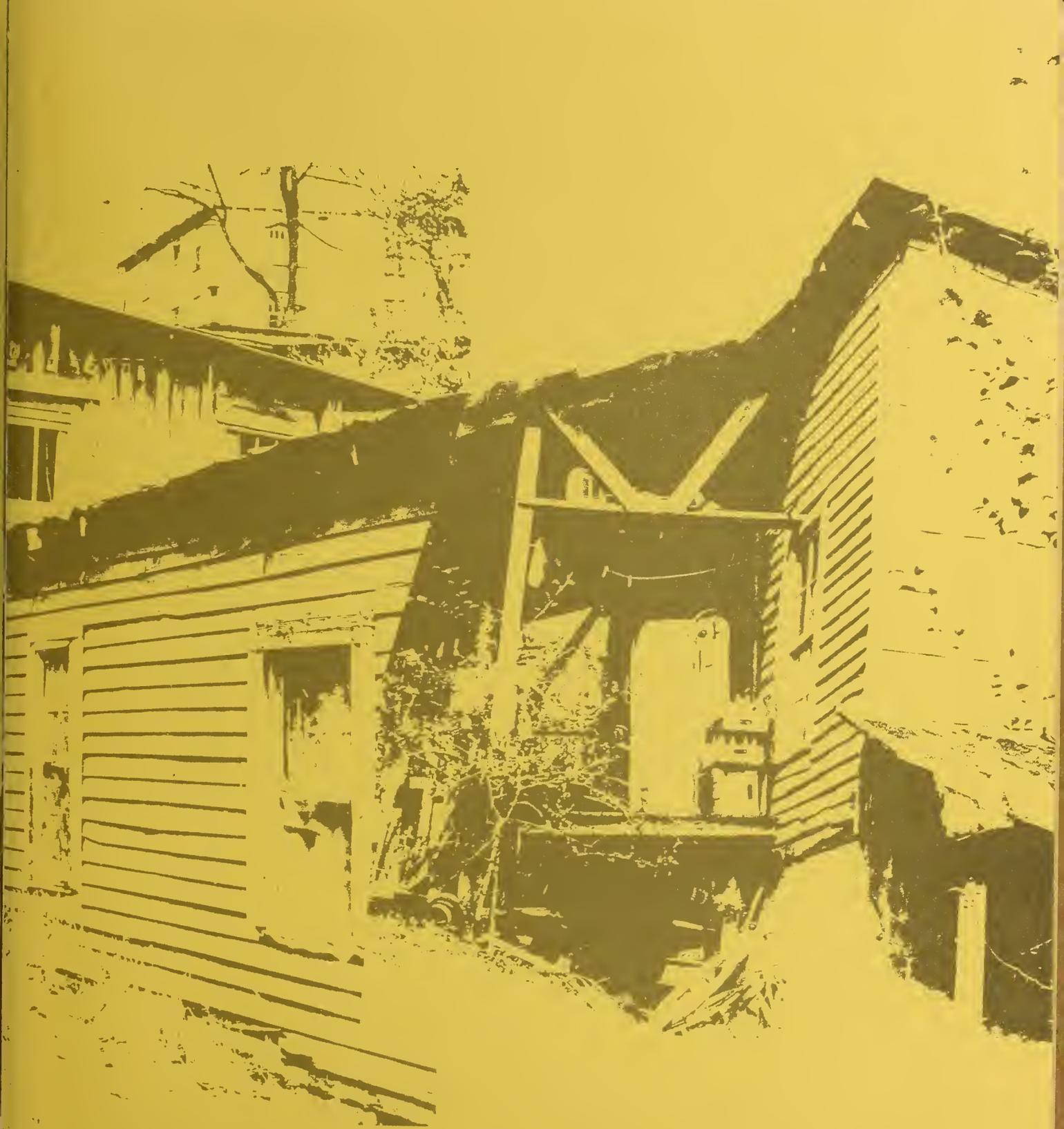
NEIGHBORHOOD ANALYSIS

BREVARD, N.C.



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NEIGHBORHOOD ANALYSIS

BREVARD, N.C.

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C H A P T E R 1

I N T R O D U C T I O N T O T H E P R O B L E M

The American city of today is the result of change--changing times, changing fashions, changing technologies, and changing approaches to living. But, like many other elements of our civilization, portions of our cities have been bypassed by change. This is evident when one takes the necessary time and trouble to see our cities of today not just as the Central Business District, and the street on which we live, or even the few blocks surrounding it that form our neighborhood, but to see our cities as entities. When one goes into those areas of the city that are often bypassed by the average city dweller going to and from work, he sees the areas that have been bypassed by progress--areas that are no longer within the framework of a modern city: dirt roads that have never been paved to handle the traffic created by modern automobiles; privies that have never been moved inside; shacks and converted homes which once did double-duty during more trying years that still remain; block after block of homes without adequate park, playground, and school facilities within a reasonable walking distance; water, sewer and storm drainage facilities that are either lacking or inadequate for the needs of today's city.

Why do these conditions exist? They exist because of the economic inability of some of our families to pay for adequate housing. They exist because our minority families are not always given the opportunity to secure decent, safe, and sanitary housing, even when they are economically able to do so. They exist because our cities do not have, and cannot raise, the necessary funds to provide the facilities and services necessary for a healthy, growing community.

The Neighborhood Analysis was undertaken by the Town of Brevard to ascertain the need for renewal activities as a means of renovating, rehabilitating, and cleaning up deteriorating and blighted areas in the town. In actuality, the Neighborhood

Analysis is a study of conditions in the town, an analysis of those conditions and a series of recommendations for municipal action. The study recommendations, as outlined in Chapter 4, include not only those which would lead toward renewal activity with federal assistance, but more significantly those which the town could undertake on its own initiative under existing authority and within its present legislative and administrative organization.

THE PROBLEM OF BLIGHT

Throughout this report, the reader will constantly be exposed to the word "blight." In order to understand the problem, it is appropriate at this time to explain what blight is and what its causes are. Once this is fully understood, a comprehensive attack on the problem would be more meaningful and realistic.

The most complex and one of the most expensive problems in most American cities is the decay and premature obsolescence found in many residential neighborhoods, commercial districts, and industrial areas. The detrimental conditions that characterize the problem are collectively known as "blight".

Blight is most commonly associated with structural deterioration or dilapidation as evidenced by the use of this characteristic as the main criteria for the measurement of problem areas. No other criteria is as universally recognized as structural conditions. This evidence of blight ranges from peeling paint and an unkept appearance which is common in deteriorating areas to the completely dilapidated condition of the slum. Structural dilapidation and its associated conditions are recognized as symptoms or by-products of blight but are not the direct causes. Carelessness in maintenance and housekeeping for which the owner and the renter must share responsibility, is too easy an answer and greatly oversimplifies the problem. Blighted areas do not just happen. They have developed, grown, and spread because of a variety of reasons which include:

Faulty Land Use Pattern

The use to which land is put greatly influences the urban environment. Any violation of sound city planning principles is likely to lead to the decline of the areas affected. The importance of compatible land use patterns, enforced through zoning, can be seen in city after city where residential areas are adversely affected by an intermixture of residential and incompatible nonresidential uses. Haphazard development practices may overload streets, create economic failure and abandonment of structures, cause unnecessary and costly utility extensions, and decrease property values.

Poorly Designed And Maintained Streets

This is an essential element in a land use pattern. Some subdivisions were built according to standards that were good for their time, but have since become obsolete. Poor design of streets can create traffic hazards and an inefficient circulation system. All too frequently, the city that does not adopt and adhere to good subdivision design standards finds new developments so laid out that they constitute a blighting influence from the beginning.

Improper Density

This is among the most serious contributors to lowered residential desirability. Excessive density, both in the form of population and structural coverage, may have been built into an area originally in speculative attempts to extract the greatest financial gain from a piece of property.

Poor Original Design Or Construction

This is one of the major contributors to deterioration. Brevard, like many other towns in North Carolina, has a number of houses built specifically for low-income occupants. Many of these structures were built with inadequate materials and labor and have since deteriorated rapidly.

Inadequate Services And Facilities

The many services and facilities provided by public or semi-public agencies are an important factor to the decline or the stability of any area. Protection services (police, fire, and health) and facilities (education, recreation, sewer, water, etc.) are important contributors to sound conditions.

Abuse Of Property

The direct cause of much deterioration of areas in which original construction was basically sound is abuse of property. Failure to maintain what exists is a major contributor to blight. The best streets, structures, and other facilities can deteriorate and spread their influence into healthy areas unless they are properly maintained.

Governmental Neglect Or Shortsightedness

Lack of proper planning for community growth and absence of land use controls, development regulations, construction standards, or health requirements will provide an environment for the development of blight. Standards which are not up to date and fall short of minimum requirements and are not properly administered do little to eliminate or prevent blight.

Public Apathy

A public which is not willing to act intelligently and meet its responsibilities becomes an agent of the forces of blight. An interested and informed public is a force against blight.

Social And Economic Factors

Social and economic factors which contribute to the blighting process include: low income levels, lack of education, and unemployment. People who are affected by such factors are often deprived of the opportunity of an adequate wage and cannot afford standard housing.

The above list is by no means all inclusive; however, it does include many of the major factors contributing to blight in Brevard. A combination of some or all of the above-mentioned causes coupled with structural deterioration is blight, and ultimately, if not curtailed, blight results in a "slum."

Blight may be defined as the presence of deterioration in buildings and deficiencies in the quality of the physical, social, and economic environment. Therefore, an effective action program encompassing both physical and social renewal treatment is needed if the corrective action taken is to have a permanent effect.

The "slum" is blight in its most advanced and critical stage of physical, social, and economic deterioration. It is a financial liability to the entire community, regardless of the community's size.

GOALS AND SCOPE

This study is aimed at motivating local action that will result in forestalling future and correcting present blighted conditions. The study will attempt to coordinate all the available resources in an orderly way, assigning priorities and spelling out the relationships of the various activities in order to help produce maximum results.

It is also the purpose of this study to inform and stimulate the body of influential businessmen, professionals, and citizen leaders whose opinions and actions have a profound effect upon policy and action for housing and community development.

A more specific intent of this study is to identify the various factors that cause the decline of any neighborhood and then through the tool of analysis, to observe whether any correlations exist among these factors of decline and the state of conditions. It is also the intended purpose to determine for each neighborhood the extent and severity of blight or decline based upon which a priority of corrective action can be established.

STUDY AREA DELINEATIONS

The Neighborhood Analysis Planning Area was divided into six study areas to obtain smaller units which could be studied more comprehensively. These study areas include five within the corporate limits and a sixth area which includes the one-mile fringe area. An attempt was made to delineate areas which have common problems and are similar in regard to physical and social characteristics. The map on page 12 outlines the study area.

CHAPTER 2

NEIGHBORHOOD CONDITIONS

The first major element of the Brevard Neighborhood Analysis to be considered is the condition of structures. It is the only item in the survey which directly relates to building rather than environmental deficiencies. Since the most important ingredient in qualifying an area for federally assisted renewal is the documentation of the degree and distribution of building deficiencies, condition of structures may be considered the most important element in this report. In evaluating the degree and extent of structural deterioration in Brevard, two sources of information were used: the 1950 and 1960 United States Housing Census and an exterior structural survey conducted by the Western North Carolina Regional Planning Commission in October, 1968.

Census Data

An evaluation of the extent of blight in Brevard faces the handicap of a severely limited amount of comparable information of any kind. The only source is the Federal Census of Housing which provides comparable data on a few housing characteristics. This source was used in order to establish any trends which may have taken place in the past.

Data on housing conditions as contained in the 1950 and 1960 United States Census of Housing included information on rentals, values, general condition of structures, overcrowding, etc. From this information, it is possible to determine to a limited degree, the extent of deterioration and deficiencies and to some extent the trends in housing quality taking place.

Using as criteria the dwelling units that are dilapidated, the percentage of dilapidated units has increased in Brevard between 1950 and 1960. This limited analysis is obviously not definite proof, but it is indicative that no significant action has been taken to remedy the housing situation. It is noteworthy that this increase in dilapidated dwelling units is not only a

percentage increase, but also an increase in actual numbers. The 1950 Census indicated 151 dilapidated units compared to the 1960 figure of 171, this represents a 13.2 percent increase. In addition, there was a total of 284 deteriorating dwelling units in Brevard according to the 1960 Census of Housing. This represents 19.1 percent of the town's housing supply. When dilapidated and deteriorating units are combined, the result is 455 substandard units or 30.6 percent of the town's housing supply. This is compared to 42.7 percent for Transylvania County and 42.9 percent for the state.

Despite possible drawbacks in the quality of the Census data, its information is invaluable in any comparative study of the condition of housing as well as in presenting trends in the condition of housing in the town.

WINDSHIELD SURVEY

Although the Census data is informative, it does not provide us with the information which would enable us to pinpoint the problem areas, and to prescribe for their cure. Therefore, the second method in assembling the necessary structural information was a windshield survey. For survey purposes, every structure in the Study Area was surveyed by the use of criteria pertaining to visible exterior structural conditions. The survey was conducted in October, 1968, by the Western North Carolina Regional Planning Commission staff. The survey was general in nature and was designed to provide recommendations for the improvement and upgrading of potentially blighted areas. It reflects exterior conditions of buildings only. Every structure within the town and the one-mile fringe area was classified into one of the four following categories:

- (A) Sound Structurally sound, with no defects other than those which are normally corrected during the course of normal maintenance.

- (B) Minor Defects Slight deterioration which would require more than normal and a moderate need for capital expenditure to restore the structure, i.e., painting.
- (C) Major Defects A combination of minor and structural defects resulting in a degeneration of the structure from its original form that would require a large capital expenditure for rehabilitation, i.e., replacement of a worn-out roof.
- (D) Critical Defects An accumulation of minor and major defects of such extent that rehabilitation in most cases is economically infeasible. Structures which fall in the critical category do not provide safe and adequate shelter; and in their present condition, endanger the health, safety, and well-being of the occupants.

The area-wide structural survey reveals conditions which support generally accepted ideas about the causes of blight and dilapidation. Inharmonious mixtures of land use, unpaved streets, narrowly platted lots, lack of community facilities, etc., all tend to influence the structures which exist in an area, and contribute to its decline.

TABLE I

HOUSING CONDITIONS BY STUDY AREA

Study Area	Sound	Minor Defects	Major Defects	Critical	Total
1	133	88	41	51	313
2	139	119	40	13	311
3	249	14	7	1	271
4	357	54	10	0	421
5	Central Business District		3	0	3
6	688	87	32	39	846
TOTAL	1,566	362	133	104	2,165

Source: Survey conducted by the Western North Carolina Regional Planning Commission, October, 1968

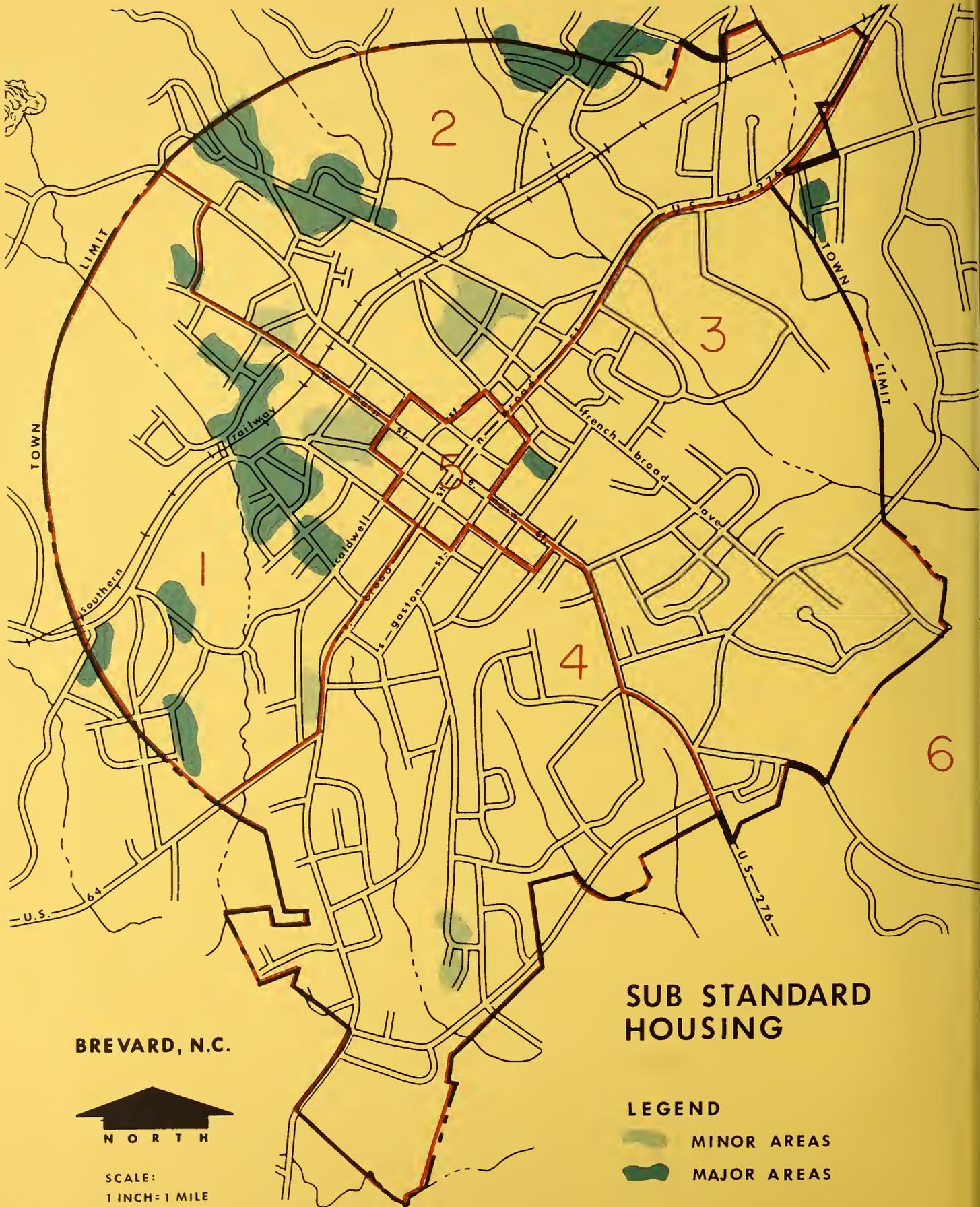
Note: Some structures were omitted from the structural survey in the one-mile extraterritorial planning area for reasons of inaccessibility.

DEGREE OF DETERIORATION

As the map on page 12 shows, the greatest deterioration of structures exists on the immediate east and west of the railroad tracks, particularly those blocks bordered by Caldwell Street, Tannery Creek, North Lane, and West Main Street. There are several other small concentrations; however, the area described is one of a critical nature. As may be expected, areas adjacent to the critical areas are beginning to show the detrimental effects of a close proximity to blight. These effects are in the form of a significant number of structures requiring minor and major repairs.

In terms of total structures within the corporate limits, 166 were found to be critical or in need of major repairs. This comprises over 12.5 percent of all structures surveyed within the town limits. Of equal importance, however, is the fact that an additional 275 structures or 20.8 percent are in need of minor

repairs. This latter figure indicates that unless steps are taken to deal with the newly developing deterioration within a large portion of the town's structures, Brevard will be faced with the need for more extensive renewal than is presently anticipated. Structural deterioration is a slow process and unless it is detected in its beginning stages, it will eventually develop into a situation which will require large capital expenditures to correct.



BREVARD, N.C.



SCALE:
1 INCH = 1 MILE

PREPARED BY:

N. C. DIVISION OF COMMUNITY PLANNING

SUB STANDARD HOUSING

LEGEND

-  MINOR AREAS
-  MAJOR AREAS

ENVIRONMENTAL CONDITIONS

The criteria and procedures set forth in the preceding section constitute the first of two parts in analyzing the nature and degree of blight and blighting factors. This section, the second phase of this process, will deal with environmental deficiencies which tend to cause blighting conditions. From the environmental survey, it was possible to enumerate clearly the basic causes of blight in the town. A knowledge of blighting factors is essential when it becomes time to make decisions concerning the treatment necessary to upgrade and improve a particular area of the community.

Criteria for determining deficiencies in the environment are not as well defined and systematized as those for determining structural conditions. Each community must be evaluated on local factors of the environment which are influential to that particular locale. Environmental deficiencies are usually determined by a comparison of existing conditions with standards that are considered to be minimum for a satisfactory environment. Comparisons are normally made with respect to street improvements, traffic congestions, compatibility of land uses, the percent of coverage by structures of the total land area, and the adequacy of neighborhood facilities, such as schools and recreational facilities.

Environmental conditions not only delineate blighted areas, but also indicate areas where such factors are present but have yet to attain the "visible blight" stage. Therefore, the higher the incidence of each factor, the higher the likelihood of blight--both present and anticipated.

A number of factors have contributed to the development of blighted conditions in Brevard. Poor subdivision practices are evident in several areas, particularly in Study Areas 1 and 2. These are reflected in the small narrow lots which are poorly drained and difficult to build on, in the rear yard structures and in the failure to provide sufficient open space, recreational

facilities, paved streets, and a number of other amenities which are necessary for a suitable residential environment.

Poor construction practices are apparent in the inadequate size and design of many buildings, and the use of inferior building materials and techniques in many instances. Once again this is reflected in study areas 1 and 2, as well as in the one-mile extraterritorial area.

The effect of mixing incompatible land uses can be seen in several scattered areas. Commercial and industrial uses can have a deleterious effect on residences when development is haphazard and unplanned. Once commercial and industrial establishments penetrate a residential block, the tendency is for homes to decline in value, and the deterioration of the neighborhood as a residential area begins.

Most of these conditions were established in Brevard before adequate codes and ordinances were formulated to guard against them. Subdivision Regulations are designed to insure that minimum standards are met when areas are initially developed. In adopting such regulations and codes, the minimum should not always be the rule. As times change, so do standards and a community which only adheres to minimums may find developments obsolete and substandard in a short time.

The purpose of a zoning ordinance is to ensure proper land use relationships, to provide ample space requirements, and to control the density of population and structures in an area. The various building and health codes are designed to guard against conditions detrimental to individual health and safety. However, just having codes and ordinances is no guarantee that their objectives will be realized. They must be intelligently and conscientiously enforced.

Many of the conditions that have been discussed thus far in this section could have been prevented through proper planning and governmental action. However, there are many causes of

blight which cannot be controlled by laws and regulations. These are the social conditions and attitudes which underlie many of the more visible physical causes of blight. An examination of the characteristics of the population residing in Brevard's most blighted areas is the next step in the neighborhood analysis.

SOCIAL BLIGHT

In an analyses of substandard housing, many factors may be associated with blight; however, those involving social conditions are among the most significant. Social factors contribute heavily to the blighting process and at the same time, are by-products. Substandard housing, impoverished economic conditions, and unsatisfactory environmental conditions all assist in breeding the blight that is reflected in statistical analyses of social aspects.

One of the basic objectives of the Brevard Neighborhood Analysis is to determine specific locations with concentrations of adverse social conditions. These may be called problem areas, i.e., areas in which people with problems are concentrated. For the purposes of this study, certain problems were chosen which were believed to be suitable indicators of the location of social problem areas. Social conditions will be discussed in terms of the following:

Venereal Disease
Tuberculosis
Infant Mortality
Public Assistance
Structural Fires

Venereal Disease

Blighted areas of a community generally contain more than their proportionate share of venereal disease. The causes of venereal disease are many: the lack of education, ignorance, and poor health conditions. These are the conditions generally found in substandard housing areas. A three year record of cases

reported during the period, 1966-1968, was obtained from the Transylvania County Health Department and recorded on the map on page 18.

Tuberculosis

Although it is difficult to establish a strong correlation between blight and tuberculosis, it has long been accepted that many tuberculosis cases are associated with housing which has poor ventilation, poor heating, and inadequate sunlight. Information obtained from the County Health Department indicates that tuberculosis cannot be related to the substandard housing in Brevard since only one case was reported.

Infant Mortality

Infant mortality, or death within the first year of life of a live-born infant, is an excellent indicator of the health status of a community. Inadequate housing, heating, diet, and sanitary facilities are factors contributing to infant mortality. While there may be unique circumstances surrounding any particular infant death, rates of infant mortality in different areas will generally reflect the character of their respective physical and social environments. The map on page 18 indicates the residence of the mother in infant mortality cases.

Public Assistance

Certain forms of economic dependencies are known to reduce a number of residents of the community to the peonage of slum tenancy. Found in every city and town, often in large numbers, are people who are economically underprivileged such as those who are on relief, physically handicapped, or disabled and members of the elderly community who have long passed the peak of earning power. The common denominator shared by all three is their financial dependency upon the public for support, without which these underprivileged few may have difficulty in staying above the bare subsistence level in this affluent society of ours.

Information on the active welfare case load as of February, 1969, for cases located within the Brevard Study Area was obtained from the Transylvania County Welfare Department. As can be seen, there is a direct relationship between public assistance cases and the substandard housing areas.

Structural Fires

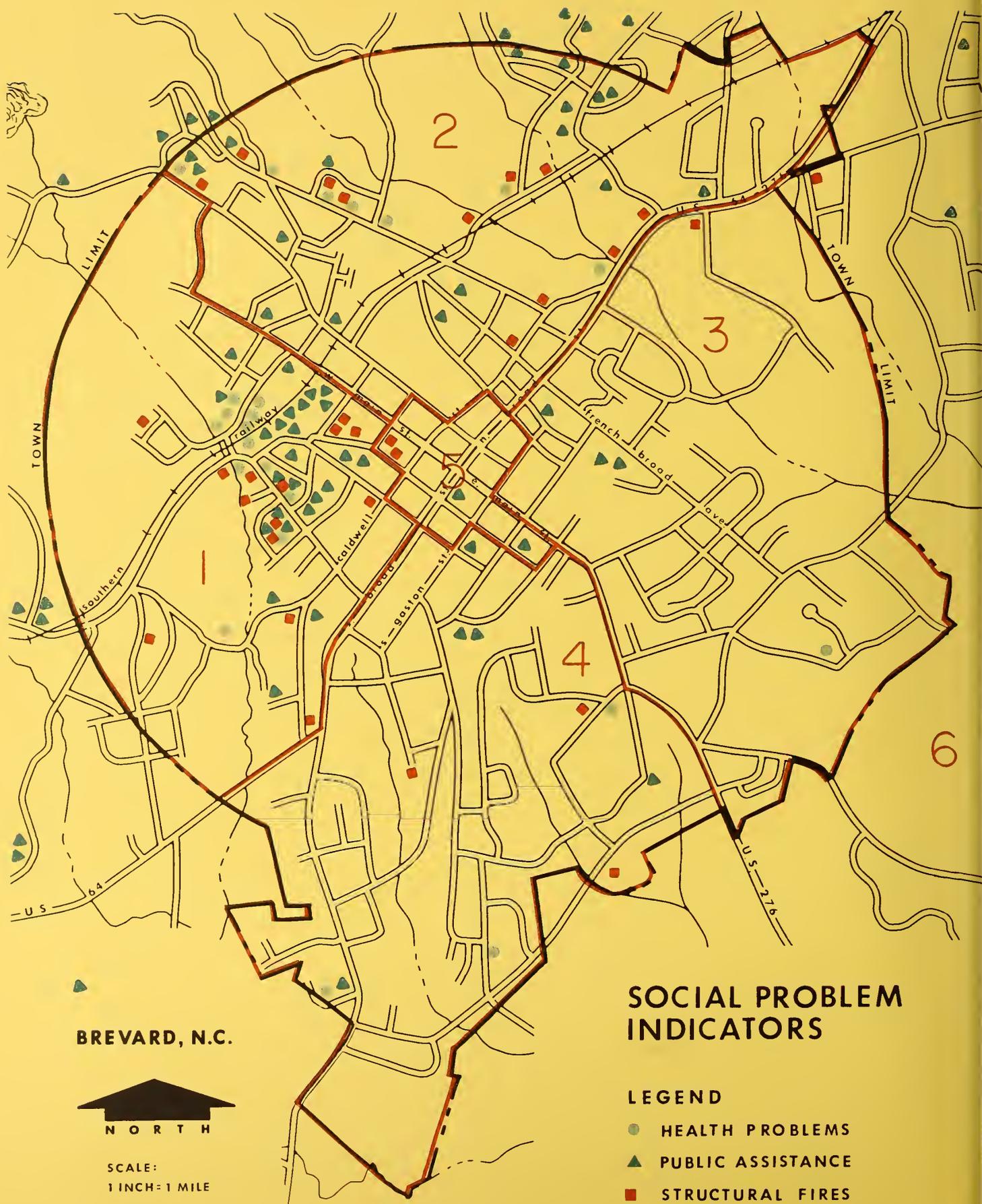
Although fires occur irrespective of social or economic status, they do tend to occur more frequently in neighborhoods which contain older wooden structures, high population and building densities, faulty electrical wiring, and unsafe heating devices.

Fire originating from a residential lot generally results from any one or the combination of the following causes: (1) carelessness of the occupants, (2) pranks of youngsters, or (3) malfunctioning of the obsolete household equipment and deterioration of the wiring of the older structures. The last factor may well be regarded as an indicator of physical blight whereas the other two, if incidence of which should become rampant, may be regarded as symptoms of social blight due to the nature of the residents' social modes of behavior.

From information received from the Brevard Fire Department, the location of major structural fires was platted on the map on page 18. From this information, it is obvious that the incidence of fire calls is directly related to the substandard housing areas.

CHARACTERISTICS OF FAMILIES AFFECTED BY SUBSTANDARD HOUSING

Blight or substandard housing is essentially a combination of physical, social, and economic deficiencies. It combines the most adverse physical environment with people who, in most cases, are the least able to resist or ameliorate it. Consequently, the "slum" becomes a maze of indistinguishable causes and symptoms. Blighted areas often serve as a refuge, temporary



BREVARD, N.C.



SCALE:
1 INCH = 1 MILE

SOCIAL PROBLEM INDICATORS

LEGEND

- HEALTH PROBLEMS
- ▲ PUBLIC ASSISTANCE
- STRUCTURAL FIRES

though it may be, for the socially unacceptable and maladjusted individual. However, the reasons for the blight areas' existence are much more complex.

There are several social and physical characteristics of blighted areas that set them apart from the more stable and well-adjusted sections of the community. Information concerning the characteristics of families affected by substandard housing is necessary in order to determine what is needed to improve such conditions and also in planning the future housing needs of those families. This information is also essential in providing a clear understanding of the problems and capabilities to meet these problems.

In compiling these characteristics, two sources of information were used. The exterior structural survey provided basic facts concerning housing conditions. The remaining information such as employment, income, sanitary facilities, race, sex, and age was obtained from a 25 percent sample survey of families living in substandard housing conducted by the Western North Carolina Regional Planning Commission in March, 1969.

Occupancy Characteristics

Home ownership is as strong or stronger for occupants of substandard housing as it is for standard housing. Sixty-five percent of the families living in sub-standard structures are home owners compared to the 1960 census figure of 49.4 percent for all structures in the Town of Brevard.

Contract rent is \$28.00, some \$15.00 lower than the Brevard average of \$43.00 reported in the 1960 census. Average rent for non-white families (\$25.00) is about \$5.00 lower than for white families (\$30.00).

Income

The income of the families resideing in substandard housing is significantly below that of the Town of Brevard. This factor,

along with lower educational levels, is the major cause for the continued existence of blighted housing. Demolition of structures and relocation of residents cannot completely solve the problem of blight without being complimented with equally effective programs of human and social renewal. The table below compares income statistics found in the 1960 census and the sample survey.

TABLE II
FAMILY INCOME STATISTICS

Family Income	% 1960 Census	March, 1969 % Sample Survey
0-\$1,999	14.7	38.1
\$2,000-\$2,999	8.0	23.8
\$3,000-\$4,999	28.9	23.8
\$5,000-\$6,999	16.0	14.3
\$7,000+	<u>32.4</u>	<u>-</u>
TOTAL	100.0	100.0

Many of these residents are unemployed or are dependent upon welfare. Often through no fault of his own, the slum dweller is not prepared socially, educationally, or physically to compete in a labor market of increasing complexity and rising standards of skill

Race

Unlike most cities, blighted area occupants in Brevard are not made up entirely of Negroes. The sample survey revealed that approximately 57 percent of the substandard housing in the town is occupied by Negroes and 43 percent by whites. It should be noted, however, that the Negro substandard housing areas are more

dilapidated than the white housing.

The following table represents the results of the remainder of the survey dealing specifically with housing conditions and facilities.

TABLE III
SUBSTANDARD HOUSING EQUIPMENT INVENTORY

ALL SUBSTANDARD STRUCTURES	166
<u>Water Supply</u>	
Hot and Cold Inside Dwelling	43%
Cold Water Only	57%
<u>Toilet Facilities</u>	
Flush Toilet Inside	86%
Outside Privy	14%
<u>Bathing Facilities</u>	
Bathtub or Shower	48%
No Bathtub or Shower	52%
<u>Number of Rooms</u>	
Average Number of Rooms	4.9
<u>Sewage Disposal</u>	
Public System	98%
Septic Tank or Cesspool	2%
<u>Value of Structure</u>	
Less than \$5,000	86%
\$5,000 - \$9,999	14%
\$10,000 - \$15,000	----
\$15,000 +	----

Source: Western North Carolina Regional Planning Commission 25% Sample Survey (42 structures out of a total 166 were surveyed). March, 1969

C H A P T E R 3

P R O G R A M F O R C O M M U N I T Y I M P R O V E M E N T

As the preceeding analysis has shown, the processes which work to originate and perpetuate blight are numerous and complicated. In order to successfully combat these conditions, Brevard must initiate a comprehensive and coordinated approach to the problem. It must attack not only the manifestations of blight but also its causes. Brevard's overall strategy in this "war against blight" should consider two basic approaches to the problem.

1. Protection of Basically Sound Areas
2. Elimination of All Existing Blighting Conditions

PROTECTION OF BASICALLY SOUND AREAS

The protection of the basically sound areas in Brevard is essential if the town's objective of a blight free community is to become a reality. Once adequate steps have been taken to prevent the spread of blight into stable areas, the problem of attacking existing blight can be initiated. If these steps are not taken, however, the familiar scene of blighted housing will always be visible in Brevard.

City Codes And Ordinances

Adequate codes and ordinances, vigorously enforced, are all important means of preventing the occurrence and spread of slums and blight--one of the most valuable achievements, in the long run, for the entire program. Without adequate codes and enforcement a community may be permitting shoddy construction below minimum levels of health and safety. By enforcing anti-qualified, restrictive regulations a community is increasing the cost of housing.

Two principal types of regulations, essential to every community, establish:

...standards for new construction, assuring structural strength, reasonable safety from fire, and proper plumbing, electrical and heating installations. These include a Building, Plumbing, Electrical and Fire Prevention Code. These codes normally apply to all new construction, including alterations and major repairs.

...standards for existing housing, which prescribe the minimum conditions under which a building, or parts of it, may be lawfully occupied as a dwelling. Housing regulations set standards for occupancy to prevent overcrowding, for basic sanitary facilities, for light and ventilation, for maintenance, and for heating where climatic conditions warrant. These standards should apply to all existing, as well as new dwellings and dwelling units. They may be enacted as a separate code or may be contained in other codes, ordinances, or regulations. The broad and general nature of many of these standards are more clearly defined and amplified in the construction codes.

The codes that are adopted and enforced will affect every family and every piece of improved property in the town. It is essential that the regulations developed be workable in the local situation and effective as minimum standards of health and safety.

Continuing and systematic enforcement of the town's Housing Code and associated building codes is an essential part of the program to combat blight. Wherever feasible, the town's continuing program should be supplemented and accelerated by use of federally aided Concentrated Code Enforcement projects which will be discussed later.

Development Planning And Regulation

This treatment is recommended primarily for Study Area 6. In this area, no critical blighting conditions exist or the effect of existing blight is negligible because of the scattered nature of the structures. The primary concern is to prevent

blight by planning for the orderly growth of vacant land and to eliminate and retard the nominal amount of existing blight as sound development encroaches upon, isolates, and displaces such conditions. The town has at its disposal the same tools as utilized in the code enforcement program previously mentioned.

Zoning

Zoning is the most important legal control for regulating and guiding the use of land. Zoning's purpose is to protect the public health, safety, and general welfare. This it does if properly administered through requiring appropriate land use patterns, desirable densities, ample open space, sufficient lot size, off-street parking and other land use controls. Any one of these factors, if inadequate, can contribute to blighting conditions.

Subdivision Regulations

Many existing problems exist because of the lack of adequate subdivision control in the past. Lack of continuity to the street system, creation of unusable parcels, small lots, narrow streets, hazardous streets, and unsafe intersections are but a few of the problems inherited from the past.

Land outside the city limits in the extraterritorial area is where the majority of future development will occur. This outlying land is the neighborhoods of the future, and its protection by subdivision controls is even more important than the densely developed sections where future subdivision activity is limited.

ELIMINATION OF ALL EXISTING BLIGHTING CONDITIONS

The most forceful actions available for combating blight are those made possible through federal aid under Title I of the Housing Act of 1949 as amended. Under Title I programs, it is possible to clear a slum area completely and rebuild it with new patterns of land use, streets, and utilities. It is also

possible to rehabilitate areas that are not completely dilapidated, clearing selectively those portions that either are not capable of rehabilitation, that contain adverse environmental influences, or that are necessary in order to provide needed open space or community facilities.

The existence of a relatively large percentage of sub-standard residences in specific areas of Brevard indicate that a need for some type of urban renewal treatment does exist. An urban renewal program is designed to:

1. Prevent the spread of blight into stable areas.
2. Rehabilitate areas that cannot be economically restored.
3. Clear and redevelop areas that cannot be saved.

These general types of urban renewal approaches are designed to accomplish these objectives. They are:

1. Conservation.
2. Rehabilitation.
3. Redevelopment.

Conservation

Conservation is the treatment recommended for areas where desirable environmental conditions exist and blighting factors are relatively non-existent. Typically, this treatment is proposed for stable, sound areas in which the only blight preventative action needed is to maintain and strengthen the existing situation. These areas should remain in good condition with strict code enforcement, sound zoning and subdivision controls, intelligent comprehensive planning and continued interest by property owners.

Rehabilitation

Rehabilitation is applicable to areas in which buildings are generally in structurally sound condition, but have deteriorated because of neglect of maintenance (including repairs and necessary periodic replacements such as roofing, siding, etc.) or in which there are conditions that are likely to cause such deterioration. Rehabilitation should only be proposed for areas which are economically feasible for restoration and should not be undertaken if the area exhibits such adverse environmental deficiencies such as severe land use conflicts which cannot be eliminated or corrected by the proposed program.

Rehabilitation project action would include spot clearance of structures rated critical, renovation and modernization of salvable sub-standard structures, intense code enforcement, provision of needed street, utility, education and recreation facilities, clearance and relocation of incompatible uses and other measures needed to correct blighted conditions. Successful rehabilitation project action will halt the spread of blight and prevent the inevitable necessity for more costly clearance and redevelopment projects.

Redevelopment

Redevelopment is proposed when the area does not provide safe and adequate shelter, and, in its present condition, endangers the health, safety, and well-being of the occupants. Buildings are generally in a seriously deteriorated condition, or the arrangement of buildings and general development of the area is such that the area does not and cannot provide satisfactory living conditions or opportunity for sound economic activity, whichever the case may be.

This type of action involves the acquisition of substandard land and structures, demolition of non-salvable structures

and incompatible uses, site clearance, reuse planning in accordance with the comprehensive plan and re-sale and redevelopment of land for its most appropriate use.

Concentrated Code Enforcement

In addition to the above-mentioned Title I urban renewal projects or treatments, the Housing Act of 1965 initiated a new federally-aided program entitled "Concentrated Code Enforcement." This program is designed to restore basically sound areas and prevent declining areas from becoming slums. The federal government will provide three-fourths of the cost of planning and carrying out a Concentrated Code Enforcement Program for communities with a population of 50,000 or less, according to the 1960 Census. Under the program, eligible costs for federal participation include expenditures for planning, administration, and construction of the following public improvements:

1. Streets, except expressways and other limited access streets.
2. Curbs, gutters, and public sidewalks.
3. Traffic lights and signs.
4. Fire and police communications systems (stationary only).
5. Street tree planting.
6. Street name signs.

In addition to the above public improvements, the federal government will assist the property owners in the following manner:

1. Eligible families, individuals, businesses, and non-profit organizations that are displaced because of the

code enforcement program will be compensated for the entire cost of relocation.

2. Eligible property owners will receive direct \$1,500 grants, and three percent loans for financing the repair work necessary to make their property conform to code requirements.

To qualify for the federally assisted Concentrated Code Enforcement Program, a proposed area must meet the following criteria:

1. It must be a predominantly residential area in character.
2. At least 20 percent of the buildings must be in violation of any one or combination of the building, plumbing, electrical, fire prevention, zoning, or minimum housing codes.

CHAPTER 4

PROBLEM AREA ANALYSIS

The preceding chapters have summarized the major findings of the Brevard Neighborhood Analysis and have pinpointed the major housing and social problem areas as Study Areas One and Two, and the one-mile extraterritorial area. It is the purpose of this chapter to discuss only these areas in detail and present feasible corrective measures.

STUDY AREA ONE

Study Area One contains without question the worst housing conditions found in the town. Most of the substandard and dilapidated structures are concentrated in the Oakdale Street and Mills Avenue areas. Of major concern is the relatively large number (88) of residential structures requiring minor repairs. This is a condition which is to be expected with a large number of structures classified as critical in the area. Proximity to structural deterioration and dilapidation decreases the homeowner's desire to maintain and improve his property.

TABLE IV
HOUSING CONDITIONS - STUDY AREA ONE

Condition	Number of Structures	Percent
Sound	133	42.4
Minor Defects	88	24.9
Major Defects	41	13.0
Critical	51	19.7
TOTAL	313	100.0

Source: Survey conducted by the Western North Carolina Regional Planning Commission. October, 1968

This area is also the Negro community of Brevard. Low incomes and low educational attainment in the area increases the problem and complicates the solution.

The deteriorating structural conditions found in Study Area One are caused by a number of factors which include:

- High percentage of substandard structures with an intensive concentration in several areas.
- Scattered clusters of overcrowded conditions.
- Lack of recreation facilities.
- Poorly platted, narrow lots throughout the area.
- Poor structural and site maintenance.
- Uncontrolled outside storage in the residential sections.
- The town's highest incidence of social conditions reflecting blight. Such conditions are located throughout the Study Area.
- Inadequate traffic pattern and a large number of streets which are too narrow, badly aligned, and unpaved.
- General obsolescence and ugliness throughout the Study Area.

RECOMMENDED RENEWAL TREATMENT: Study Area One:

There is hardly a block in Study Area One where structural deterioration is not visible in one stage or another.

The necessary corrective action in Study Area One involves all three degrees of renewal treatment - conservation, rehabilitation, and redevelopment.

In addition to physical renewal as prescribed above social

renewal must take place concurrently, or the total problem will never be eliminated. Job training and adult education programs should be instituted for residents in the town.

STUDY AREA TWO

Study Area Two may be called Brevard's number two major housing problem area. Structural conditions have not, however, reached the serious condition they have in Study Area One. The results of the exterior structural survey revealed 17.1 percent of the area's structures are either dilapidated or require major structural repairs. As in Study Area One there is a large number of structures which require minor repairs and unless these repairs are made more expensive corrective action will be necessary in the future. Structural deterioration is evident throughout the study area with no large or major concentrations of substandard housing.

TABLE V
HOUSING CONDITIONS - STUDY AREA TWO

Condition	Number of Structures	Percent
Sound	139	44.7
Minor Repairs	119	38.2
Major Repairs	40	12.9
Critical	13	4.2
TOTAL	311	100.0

Source: Survey conducted by the Western North Carolina Regional Planning Commission, October, 1968.

Blighting factors in Study Area Two are numerous and include the following:

- Several small pockets of substandard housing.

- Lack of adequate recreation facilities to serve the residential sections.
- Instances of mixed land use throughout the area.
- Structures constructed without the necessary minimum standards resulting in premature deterioration.
- Poor subdivision design--if any.
- Poor street conditions.
- Lack of maintenance and upkeep by property owners.
- General run-down appearance of much of the area.

RECOMMENDED RENEWAL TREATMENT: Study Area Two

Substandard structures are located throughout the area with the largest concentrations found in the Whitmire and Kilpatric Street areas. These two areas although they do not contain a large number of structures represent pockets of blight which must be eliminated. Intense code enforcement is needed throughout the area to retard substandard conditions and eliminate the buildings which are beyond repair.

It is recommended that the federally assisted program of concentrated Code Enforcement be applied to most of Area Two. Except for two small sections, conditions in Area Two are not severely blighted.

STUDY AREA SIX

Study Area Six comprises the one-mile extraterritorial Planning Area of Brevard. A diversity of housing types and conditions is found in Area Six. Housing is a mixture of new and old structures, low and high priced dwellings and sound and deteriorating conditions. There are no large concentrations of substandard housing; conditions reflect the rural character of the area and development for the most part is scattered and limited to the major access routes.

TABLE VI
HOUSING CONDITIONS - STUDY AREA SIX

Condition	Number of Structures	Percent
Sound	688	81.4
Minor Defects	87	10.2
Major Defects	32	3.8
Critical	39	4.6
TOTAL	846	100.0

Source: Survey conducted by the Western North Carolina Regional Planning Commission, October, 1968.

Blighted conditions in Study Area Six are due mainly to governmental neglect. The following factors have contributed to the blighting process, all of which could be prevented with proper governmental action:

- Poor structural and site maintenance in several areas.
- Uncontrolled outside storage at several residential locations including unsightly automobile junk yards and haphazard abandonment of automobiles.
- Scattered dilapidated and deteriorating housing.
- Poor subdivision standards in recently developed areas.
- Scattered instances of mobile homes mixed into single family residential areas.
- Lack of building and housing codes and enforcement.

RECOMMENDED TREATMENT: Study Area Six

The scattered pattern of dilapidated structures in Study

Area Six eliminates the possibility of Federally assisted urban renewal as a corrective measure. Instead it necessitates a comprehensive action program at the county or municipal level in the form of code enforcement. The adoption and enforcement of county building and housing codes is essential if substandard housing is to be eliminated in Study Area Six. Strict enforcement of the town's Zoning Ordinance and Subdivision Regulations is also important to ensure future development will take place on a sound basis.

GENERAL RECOMMENDATIONS

This report, a study of blight, has not been confined to structural blight, but has included human blight as well. Future town renewal efforts, geared to the conservation, rehabilitation, and redevelopment of existing substandard units will have to be designed to counteract both physical and social blight at the same time. These two lines of action working together will benefit each other. One without the other would be seriously deficient and doomed to failure.

This study has been written in a way so as to demonstrate that space in the physical sense has a connection with issues of human welfare, such as room for personal growth, economic opportunity and social participation.

Economic opportunities are basic. What happens to welfare problems depends to a great extent upon the growth rate of the national economy and local planning for new industry and for employment diversity. The needs for job training or retraining, adult education, and increases in social services for low-income people are clear. Furthermore, these efforts will have to be undertaken on a scale unprecedented in Brevard's past.

School, church, and neighborhood service programs involving young and old must be created and/or expanded. These programs must aim at helping people to help themselves advance economically. The skills required for urban living, the work habits and motivation necessary for employment will not come suddenly, but deliberate educational efforts in lieu of counsels of patience will speed the process. Nothing short of planned programs will succeed, for personal habits and cultural patterns will not change automatically even with improved housing and higher income.

By setting as the highest priorities, the fulfillment of individual potentialities, creation of fuller social and economic opportunities, and development of skills needed for

enlarged opportunities, we will hopefully be fostering human capital capable of freeing itself from undesirable environmental situations. This determination does not mean we need less quality housing, good roads, and better community facilities; rather, it means these things can be realized more effectively if we concentrate on assisting people to help themselves.

Housing redevelopment must not only rehouse families in equal or better quarters; it must also help to accomplish the solution of other problems, such as poverty, unemployment and inadequate education.

The public's image of urban renewal is generally that of the bulldozer clearing extremely blighted slum areas. This is, however, only one of many possible approaches to urban renewal. That Brevard has areas with varying degrees of blight, is verified by the Study Area Analyses. These varied problems require a comprehensive renewal program which attacks environmental blight from many different directions. An approach limited to a single clearance project or two will not successfully eliminate or prevent the extension of blight and slums.

Housing

One factor contributing to the continuance of blighted areas involves the lack of available rental housing--particularly that which can be classified as "standard." An analysis of the sample survey revealed that 61.9 percent of the families interviewed earned under \$3,000 annually. This figure is indicative of the income level of those who now live in sub-standard housing. Rental units which this group can afford are almost non-existent except for the shacks in which they now reside. Housing within the price range of this income group is an urgent need.

Maintenance should be improved in order to prevent standard housing from becoming substandard. Painting and minor

repairs to windows, doors, porches, floors, etc., could help improve many units. Dilapidated housing should be condemned and removed when vacated. The city's code enforcement program can work favorably in this respect. Also, vacant dilapidated non-residential buildings should be removed from residential areas. Maintenance and removal should be coordinated with fix-up, clean-up campaigns and other similar projects.

Environment

Strict enforcement of the existing zoning ordinance, subdivision regulations, building and housing codes, provision of recreation areas (particularly in close proximity to the blighted housing), implementation of the thoroughfare plan and the associated diversion of heavy traffic, will improve the present environmental conditions.

Other needed environmental improvements include those involving minor streets, sidewalks, curbs, gutters, street lighting, landscaping, plants, signs, etc. These "features" are most noticeably inadequate in areas of substandard housing. Area beautification projects would certainly help improve these areas as would enforcement of housing, building and related codes.

These improvements could be done entirely at the local level or with assistance from federal agencies. One example of outside aid which could be utilized to improve environmental conditions is the Open Space Land Program. This program provides up to 50 percent in matching grants to public bodies for acquiring, developing, and preserving open space land for permanent public use, thereby helping to prevent residential sprawl and the spread of blight and providing recreation, conservation, and scenic areas.

Another example of federal aid available is financial assistance available for the development of parks, malls, walks, street lighting, landscaping, tree planting, and other aids to beautification. Eligibility is based on existence of a Beautification Plan.

A third example of aid (available from the Department of Housing and Urban Development) involves code enforcement. Under this program, cities and counties may obtain financial assistance (up to three-fourths of program cost) to plan and administer concentrated code enforcement programs in selected local areas. This program was explained in detail in Chapter 3. These programs are both remedial and preventive, such as restoring properties and their environments to decent and standard conditions and arresting future deterioration.

Urban Renewal Projects Are Needed

The concentrations in several areas of the substandard and deteriorating housing indicate the potential of federally aided urban renewal projects. The extensiveness and the intensiveness of the dilapidation by and large rule out the feasibility of local, privately financed rehabilitation of these blighted areas. The total lack of salvage value of the vast majority of these substandard residential structures, warrants, and justifies, their timely physical removal.

The boundary limits of these projects should not stop short at the delimited slum. The graying fringe areas immediately adjacent ought to be included as well for the purpose of a more comprehensive solution to encroaching blight.

Government Financed Housing For The Low Income Families Is Needed

Operating in concert with the local renewal efforts should be the Public Housing Program in Brevard. Should the recommended renewal programs become a reality, a considerable number of the low income residents will be displaced, momentarily or permanently. The timely creation of a better physical environment for the accommodation of the displaced, is therefore, a necessary concurrent step in carrying out the town's renewal program.

The task of physically providing a decent living environment for the large number of displaced slum dwellers is far more

complicated than it is generally realized. Federal Programs which provide home ownership such as the Turnkey III program should be fully explored.

In addition, the Brevard Housing Authority will start construction of 100 units of public housing sometime during the summer of 1970. Forty of these units will be designated for the elderly and the remaining 60 units will be for low income families. The units will be scattered in four different locations, however, they all will be located in Study Areas One and Two. The anticipated project cost is 1.5 million dollars

Social Programs Are Needed

It is recommended that a complement of facilities and programs aimed at upgrading the people as well as the environment to provided in the areas where slum residents are to be relocated. Simply to move a person from a shack to a standard dwelling unit is not enough. That person must be educated and taught that he too can contribute to society.

Brevard can become a community without areas of blight and substandard housing. A day is foreseen when none of its citizens, black or white, will find it necessary to live in deteriorating housing lacking the basic utilities such as hot and cold running water, sanitary facilities, or electricity.

The stimulation of a comprehensive program of action on a broad front to eliminate and prevent blight is the purpose of this report. The elimination of blight is a matter of vital concern and benefit not only to the people who occupy the substandard housing, but to the entire community.





