

AN AVALANCHE HITS RICHMOND

A study of the impact of war production  
upon The City of Richmond, California, and an  
outline of measures necessary to provide the  
facilities for normal postwar community service.

A Report  
by  
J. A. McVittie, City Manager  
City of Richmond, California

July, 1944

CITY OF RICHMOND

California

August 15, 1944

Colonel Alexander R. Heron, Director  
State Reconstruction and  
Reemployment Commission  
631 J Street  
Sacramento, California

Dear Colonel Heron:

I am submitting herewith a report entitled An Avalanche Hits Richmond.


In a statement made on January 28th to the Congressional Committee on Public Buildings and Grounds, of which Congressman Fritz G. Lanham was Chairman, Governor Warren said:

"Certain communities in California and elsewhere which must serve a suddenly increased permanent population, diverted to such areas as part of the war program, cannot provide adequate public facilities and services during the years immediately following the war from their own resources alone. It, therefore, seems as logical to consider a part of the cost of such facilities as a national responsibility, as is the acknowledged responsibility for rehabilitation of injured Veterans."

An Avalanche Hits Richmond is an attempt to show the effects of the war's impact upon one such war-expanded city, to itemize the public improvements needed to enable the city to furnish adequate municipal service to its postwar citizens, and to indicate the responsibility of the Federal Government to the city in financing such improvements.

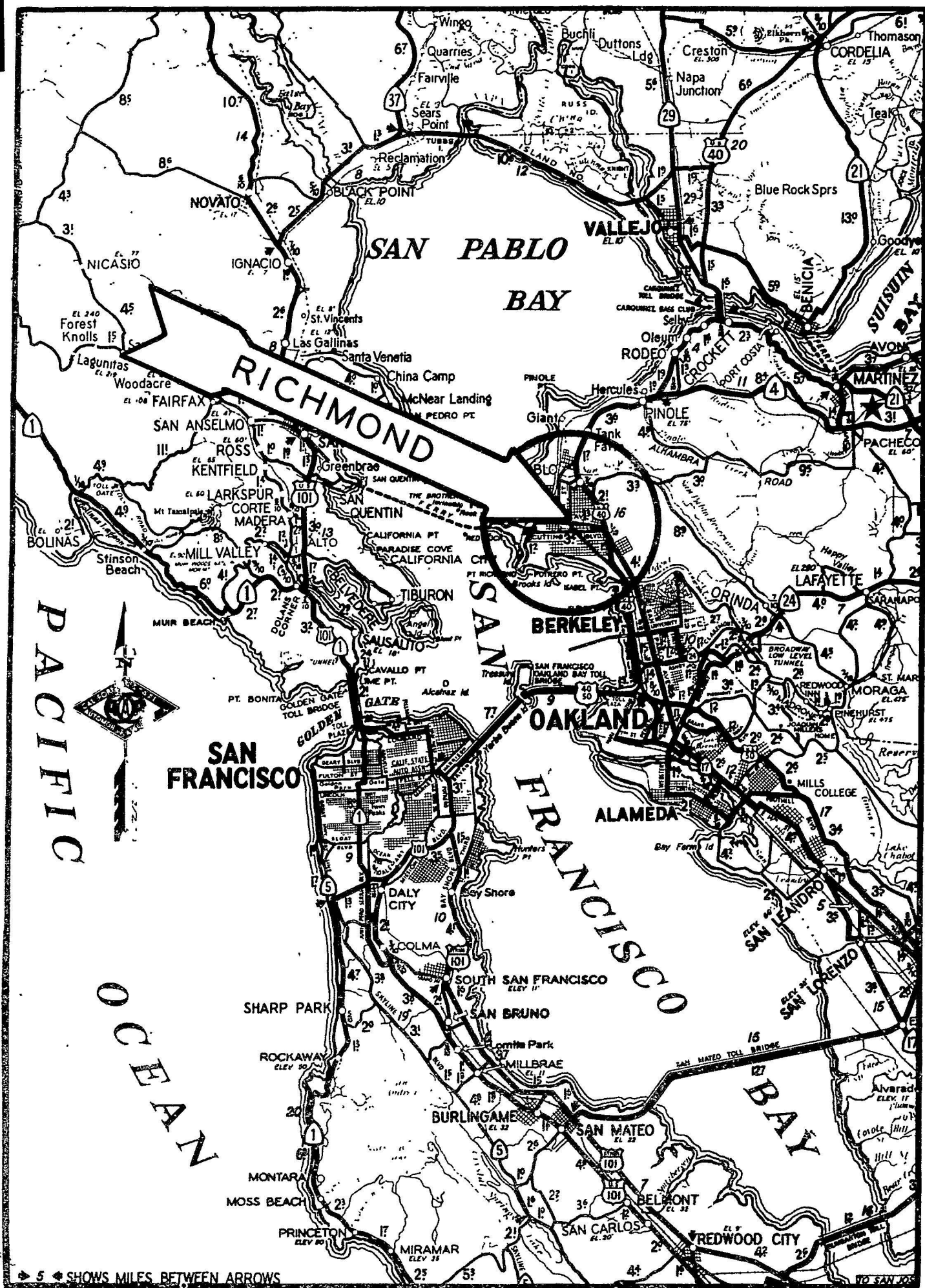
We appreciate the interest your Commission has shown in the problems of our city, and we know that we can count on your continuing cooperation in the solution of these problems.

Very truly yours,



J. A. McVITTIE  
City Manager





## ACKNOWLEDGEMENTS

This report is a cooperative undertaking. It was sponsored by the City Manager of Richmond with the cooperation of the State Reconstruction and Reemployment Commission, and the League of California Cities. City and county officials, civic leaders, members of the Richmond Chamber of Commerce, the Richmond City Planning Commission, representatives of the Richmond Shipyards, representatives of other State and Federal agencies, and many others contributed to the completion of the report. Mr. Paul Carrico, Liaison Officer, Federal Security Agency, assembled the data on needed municipal improvements, and with the cooperation of interested agencies formulated the alternative programs for the removal of war housing. Dr. Malcolm M. Davisson, Tax Consultant, League of California Cities, and Mr. Thomas C. Shelling, Research Assistant, Bureau of Business and Economic Research, University of California, made the financial analysis. Mr. Walter T. Helms, Superintendent of the Richmond Schools, prepared the section on schools with the assistance of Mr. Irving W. Smith, of the staff of the State Reconstruction and Reemployment Commission. Mr. Roy C. Votaw, Field Representative of the California Youth Authority, prepared the section on Youth Services and Juvenile Delinquency. Mr. Ross Miller of the staff of the State Reconstruction and Reemployment Commission assisted the City Manager in the preparation of the report. Grateful acknowledgement is made of all this cooperative assistance.

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## AN AVALANCHE HITS RICHMOND

### An Introduction

by

Mayor Robert D. Lee  
City of Richmond

In 1940 progress was normal in the City of Richmond, population 23,000. In 1941, the first avalanche of shipyard construction struck the city. By 1942, disruption in municipal affairs became commonplace. The city, however, struggled on under its new army of sweating construction workers, although all community facilities and services were sorely taxed.

But the real avalanche -- of Liberty ship and Victory ship construction, of nearly 100,000 shipyard workers in a city of less than 100,000 persons, -- was just gathering speed. By 1943, its full force crashed upon Richmond and overwhelmed it. No small city with its limited civic resources could withstand such a savage, roaring impact of urgently concentrated, highly specialized, all-out response to the Nation's critical war needs.

From 1940 to 1944 the population of Richmond shot up from 23,000 to over 100,000 -- an increase of over 300 percent. The number of houses and dwelling units mushroomed from 7,000 to nearly 40,000 -- an increase of over 400 percent. And the number of employed industrial workers in Richmond exploded from 4,000 to 100,000 -- an increase of 2,400 percent.

Now, indeed, Richmond was overwhelmed, buried, hopelessly unable to fight its way back to any semblance of self-sufficiency.

The Federal Government recognized some of its responsibilities and helped Richmond to a certain extent. It gave aid by throwing roofs over workers' heads, and eventually -- at long last -- by assisting in the provision of a bare minimum of certain community facilities; such as water mains, sewers, fire stations, recreation fields, and schools, and by supplying funds for the

maintenance and operation of some of these facilities in order that the disrupted city might resume certain minimum essential community services.

These events have dramatized Richmond as a problem city. Other war-stricken cities have had their problems too. But in many of these the impact had started earlier and had gained momentum gradually. Their additions to community facilities were begun while building materials were still available and their facilities were well on the way to completion before acute shortages -- first, of construction materials, and later both materials and labor -- caused restrictions to be placed upon their use in Richmond for virtually anything but "command" construction.

Some other cities, for example, succeeded in obtaining enough new schools to give and continue to give a full day's instruction to every child. In Richmond, however, the most urgent needs developed after drastic restrictions had already been imposed. Richmond could obtain only sufficient new schools to accommodate half its bulging elementary and junior high loads. By 1943 all of these children had had to be divided into two half-day shifts, -- one group attending school in the morning, the other attending in the afternoon. At the worst peak of school congestion some of these half-time groups had to be subdivided again, and were able to attend school for only a third -- or even a quarter of the normal school day.

How devastatingly these and other similar deprivations increased the impact of war upon community life and upon family life in Richmond is not a happy story. Only the barest outlines can be sketched here.

This study does not attempt to explore the economic base or the economic prospects of the City of Richmond but assumes that the City's population will not drop below 50,000 and outlines proposed public improvements, which are based upon the needs of a City with a population of not less than 50,000. This does



not mean that the city officials are pessimistic about the future of the City, but only that they are being conservative in their recommendations for public improvements. To the extent that the City's postwar population exceeds 50,000, the demands on the City for capital outlay for improvements will be even greater. Many civic leaders believe the city's postwar population will exceed 75,000.

The attitude of the officials of the City of Richmond may best be described as realistic and confident. They hope that industrialists will have the same courage and drive in the production for Peace that they have exhibited in production for War. They believe that while the industrial growth of the West and the development of heavy industry in the San Francisco Bay Area may receive some temporary set-back at the end of the war, such industrial development can surely be counted upon to continue; they note the presence of the Kaiser interests in Richmond and their favored position in acquiring facilities in Richmond; they see that the expansion of the Standard Oil Company's plant and the related General Chemical plant, although presently devoted to wartime production, are both pointed in the direction of peace-time production. They realize that to be able to grasp its opportunities, Richmond must be able to offer facilities and services to meet the demands of its postwar population. This can be done if the rehabilitation program proposed in this study is made a reality.

This cooperative study attempts to call attention to some of the consequences of thus swamping the City of Richmond under Federal war activities completely beyond its own control; to show how plans and preparations can be, and must be, made for its rehabilitation in the transition period from War to Peace; to point out the responsibility of the Federal government to assist Richmond in this rehabilitation program; and to indicate how, by foresight and by continued planning, Richmond can expedite its return to normal, self-sustaining civic and community life in the years ahead.

Part I.

HIGHLIGHTS

Highlights

1. From 1940 to 1944:

The population of Richmond increased from 23,000 to over 100,000;

The number of housing units increased from 7,000 to nearly 40,000;

The number of employed industrial workers increased from 4,000 to over 100,000.

2. In 1940, Richmond had no shipyards; by the end of 1942, it had four shipyards plus a prefabrication plant.

City of Richmond

3. Capital outlay of the City in 1943-44 was \$262,000 --over three times the 1939-40 total of \$80,000.

4. Current operating expenditures of the City for the fiscal year of 1943-44 were over \$1,500,000 --just a little more than double the \$730,000 expended for the year 1939-40.

5. During this same period the total assessed valuation increased from about \$33,000,000 to \$47,000,000 --only about 40 per cent.

6. Federal purchases of land have removed \$1,000,000 in assessed valuation from the tax rolls during the past four years.

7. From 1940-41 to 1943-44 the property tax rate increased from \$1.963 to \$2.205. In 1940-41, property taxes produced 79% of the City's current receipts. In 1943-44, the property tax supplied 47% of the total receipts; or, if Lanham Act Funds be excluded, only 59%.

8. Richmond is scraping the bottom of the revenue barrel. However, by using to the limit those miscellaneous sources of revenue which other cities are just now beginning to utilize, the City of Richmond is in sound financial condition.



9. It is estimated that the City can make available during the postwar period the following amounts for capital improvements:  
  
Approximately \$300,000 per year if the 1943-44 tax rate of \$2.205 is used.  
  
Approximately \$180,000 per year if the 1940-41 tax rate of \$1.963 is used.
10. The City of Richmond needs:  
  
Critical improvement projects, which should be started as soon as materials and manpower can be obtained, and which amount to \$1,309,359.  
  
Urgent improvement projects, which can wait until the war is over, and which amount to \$841,437.  
  
Other Needed improvement projects, which are essential to provide adequate postwar facilities, and which amount to \$4,645,015.
11. If the City provided \$240,000 per year toward the cost of these projects (the average of the two amounts suggested in 9. above), it would take over five years to finance merely the Critical projects on a pay-as-you-go basis without outside help.
12. On the same basis, it would take over three more years to finance the Urgent projects, and another twenty years to provide for the Needed projects.
13. Richmond will need all of these projects (Critical, Urgent, and Needed) within the next five years.
14. The City of Richmond has outstanding bonded indebtedness of \$985,000. Ninety percent of this is for development of the deep water harbor, without which it would have been impossible to establish the shipyards in Richmond.
15. City officials believe the Federal Government has a definite responsibility to assist Richmond in financing this physical rehabilitation program.

Richmond Schools

16. The taxpayers and the property which support the city government also have the additional burden of school taxes.
17. Between 1940 and 1944 the number of elementary school children increased from less than 3,000 to more than 13,000; the junior high load from less than 1,800 to more than 5,400; and the senior high load from 1,600 to 2,400.
18. During that time the number of elementary classrooms increased by less than one-half; and the combined junior and senior high classrooms increased by only 5 per cent.
19. School tax rates for 1943-44 were at the legal maximum.
20. Compared with the assessed valuations of 1939-40, those for 1943-44 had increased only 43 per cent in the elementary school district, and only 52 per cent in the high school district.
21. From greater than average California ability to support public schools, Richmond had sunk to approximately half the average; and from a sound financial position in 1940 the school districts have been forced to a precarious hand-to-mouth existence.
22. Critical improvement projects, required now, would cost about \$356,000. Urgent projects, required immediately after the war, would cost approximately \$1,578,000. Needed projects to provide adequate facilities for normal peace-time schools in a city of 50,000 would cost an additional \$220,000.
23. It will be impossible for the two Richmond school districts to finance these improvements.
24. The Federal Government must fulfill its obligation to the children of the 100,000 new people it has brought to these districts.

PART II

RICHMOND: PREWAR, WAR AND POSTWAR

A Summary of the Case

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It Happened in Richmond

In 1940 a large portion of the area which the Richmond shipyards now occupy was tidelands and marshlands. Then, drawn by the almost unequalled combination of a deep water port and available space, the Federal government and the Kaiser interests chose Richmond as an ideal place in which to build the ships to win the war. On January 14, 1941, the construction of Shipyard No. 1 was started. On April 14, 1941, the first keel was laid. Four months later the first ship slid down the ways. Yards 2, 3 and 4, and the prefabrication plant all followed in quick succession, sprawling out over nearly 900 acres, much of it man-made. In less than three years over 500 ships have been launched from these yards, sometimes at the rate of over one per day. More than one-fifth of the Liberty ships required to meet the war's demands were built in Richmond.

To house the thousands of men and women who came with their families from all parts of the State and the Nation to man these mammoth ship-producing plants, the Federal government constructed 24,000 public housing units at a cost of nearly \$50,000,000. Six thousand additional homes were privately built. The population of Richmond quadrupled to over 100,000, with tens of thousands more just outside the city limits.

And all this came to Richmond, in 1940 a city of 23,000 population. It came to a city whose civic and commercial facilities had been provided for a population of 15,000 to 25,000. For example, the Richmond city hall was built in 1916 when the population was about 16,000; a public library was built in 1910 for a city of 15,000, and enlarged in 1923, when the population was 17,000.

The facilities of the community were completely overwhelmed by the huge influx of newcomers. Normally the growth of a city is gradual and the increased

population can be absorbed into the community and additional facilities can be provided as required. In this case, however, even the barest minimum requirements were slow in coming. 100,000 people were required, in some cases, to use the facilities provided for less than 25,000.

The Federal government built temporary war housing without providing concurrently the necessary schools, commercial facilities and recreational facilities, and without assuring adequate police and fire protection. Schools were doubled up on a two-shift basis, then to three shifts, and finally, in extreme cases, to four shifts of students utilizing the same rooms successively. This was literally a dark period for the schools. The first shift of elementary school children were going to school while the street lights were still burning, and the last shift remained in school until late in the evening.

Tens of thousands of all types of people, and from all parts of the United States, were thrown into Richmond where, because of the impossibility of obtaining adequate community services, even normal social controls could not be maintained. The result was congestion and utter confusion. Richmond was literally bursting at the seams. Each time a seam was repaired by bringing one facility up to bare minimum requirements, a break occurred elsewhere. The former self-sufficient city of Richmond could not hope to meet the demands of over 75,000 new people and 100,000 new workers.

The difficulty of providing even minimum wartime services during this period is well illustrated by the following:

The Federal Works Agency provided funds for the employment of seventy-five additional policemen during the period of June 1 to August 1, 1943. Because of high wages being paid in war industries, the city was successful in hiring only eight additional policemen.

At one time the City Fire Department had only four ladders over 24 feet long -- two 35 feet and two 50 feet in length. The 24 foot ladders carried with each fire truck would not reach the roofs of most of the two-story buildings in the city including thousands of the public housing units.

#### Postwar Prospects

This report does not attempt to forecast the future population of Richmond. For the purpose of determining the public improvements that will be needed by the city, it is assumed that the population will not drop below 50,000 in the readjustment period following the war. It should be made clear that this is not a prediction that it will fall to 50,000, but merely a basis for determining the minimum public improvements that will be needed even with this minimum population. To the extent that the population is larger the need for facilities and services will be correspondingly greater.

A major determinant of the size of postwar Richmond will be the volume of employment in the shipyards. For this reason, it is important that city officials know as soon as possible what this volume of employment may be expected to be. Before a new city hall can be planned, decisions must be made as to its size. A building suitable for a town of 50,000 population would be inadequate for a town of 75,000 or 100,000. This indicates the importance to the city of an early statement of Federal policy with respect to continuation or disposal of the shipyards.

Another important factor in determining the future of Richmond is the policy of the Federal government in removing the tens of thousands of temporary war housing units. The City cannot expect the resumption of private residential

building if these units are allowed to compete with, or to remain as a threat to private residential development.

If these public housing units are allowed to remain after the war need for them is passed, they will not only be a threat to future home building, but will undermine the values of existing private homes in Richmond. Therefore, it is imperative that the temporary war housing be removed at the earliest possible moment. Alternative programs for removal of this war housing are set up in Part III of this report.

It is important to point out that while the shipyards employ by far the largest part of the wartime workers in Richmond, there are many other important normal peacetime industries. A recent tabulation by the Richmond Chamber of Commerce shows eighty-two separate widely diversified manufacturing plants, other than the shipyards. Employment in these plants may be expected to continue after the war, although in some cases, at somewhat reduced rates. This report showed the 1943 employment in the plants employing more than 100 workers, to be:

Standard Oil Co. of California - - - - -	3,258
Ford Motor Company - - - - -	1,575
Filice and Porrelli Canning Co. - - - - -	600
American Radiator & Standard Sanitary Corp. - - - - -	595
(Pacific Enamel Works)	
California Steel Products Co. - - - - -	500
Rheem Manufacturing Co. - - - - -	460
Pullman Company - - - - -	336
Chemurgic Corporation - - - - -	320
California Spray-Chemical Corporation - - - - -	272
American Radiator and Standard Sanitary Corp. - - - - -	225
(Pacific Pottery Works)	
Certain-Teed Products Corporation - - - - -	190
Enterprise Engine and Foundry Company - - - - -	180
California Cap Company - - - - -	160
Inland Steel-Container Company - - - - -	110
Total - - - - -	8,781

Other factors favor sound development in Richmond after the war. The city has an excellent deep-water port and, when the Federally-owned property is returned to private ownership, there will be available splendid industrial sites served by deep water and by both the Santa Fe and Southern Pacific Railroads, as well as ample residential building areas. If these lands can be made available for private development, promptly and at favorable prices and terms the future of Richmond should be bright.

#### Richmond and the Bay Region

An important factor to be considered in connection with Richmond's future is interrelationship of the City of Richmond with the rest of the San Francisco Bay Region. For example, at the time that the peak of manufacturing employment in the City reached about 100,000, the total population of the City was still less than 100,000. That is, more people were working in manufacturing alone in the City than the total population. This meant, of course, that by far the greater part of those working in Richmond lived in surrounding localities -- some of them actually as far away as 40 or 50 miles. The fact that people can live in many other places in the Bay Area and work in Richmond, or conversely, can live in Richmond and work in other parts of the Bay Area, shows clearly that the population of Richmond will not necessarily be in direct proportion to the volume of manufacturing employment after the war.

This relationship to other parts of the Bay Area is evidenced in other ways. The City Government is, of course, confined to the City limits. But thousands who live outside Richmond utilize the commercial, recreational, educational and other community facilities within the City. The Richmond Elementary School District includes not only the City of Richmond, but also El Cerrito and the Kensington area. The Richmond High School District includes not only the



Richmond Elementary School District but also San Pablo, Pinole-Hercules and Sheldon Elementary School Districts.

In the problem of sewage disposal, Richmond has cooperated with other cities in the East Bay in their efforts to solve this problem by participating in the survey of sewage disposal for the East Bay Area.

No community can function satisfactorily or expect normal development without adequate local public transportation. This important service within Richmond is tied directly into both East Bay and trans-Bay transportation. Most of this transportation is furnished by the Key System, although other lines contribute to this service. In order to help move workers to and from the shipyards, the Shipyard Railway has been put into operation utilizing old discarded "L" cars from New York City and running from the shipyards through South Richmond, Berkeley and into Oakland. This war-emergency service has relieved some of the pressure on overloaded bus lines but cannot be expected to continue as a postwar service.

If there is to be a thriving postwar Richmond, there must be ample local public transportation not only within the City, but from it to other East Bay cities and across the Bay. Richmond cannot expect to keep pace with its neighbors if such service is not available to its citizens. With the cooperation of the State Railroad Commission, the Key System, and other interested agencies and groups, it should be possible to assure that Richmond will be provided with satisfactory service, as soon as the shortage of manpower and equipment is relieved.

A Bill of Particulars

A. By the City of Richmond

Table I lists municipal improvements needed for the rehabilitation of the physical facilities of the City of Richmond. Their estimated total cost is \$6,795,811. If these improvements are provided the City will have adequate facilities for a postwar population of 50,000. If they are not provided, Richmond will remain a "war-casualty city" impotent to meet the requirements of this population. If the population is more than the assumed 50,000, the needs will be even greater. The proposed projects represent actual needs and not "dream projects". Part IV of this report considers these projects individually and outlines the justification for them.

Estimates of cost on many of the projects are only preliminary. No estimates were available on some of the projects and these are not considered in the totals.

The needed projects are divided into three classes:<sup>(1)</sup>

Class A - <u>Critical Projects</u>	-	amounting to	\$1,309,359
Class B - <u>Urgent Projects</u>	-	amounting to	841,437
Class C - <u>Other Needed Projects</u>	-	amounting to	<u>4,645,015</u>
- Total			\$6,795,811

Figure 1, page 19, indicates the location of major projects.

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(1) These three classes are defined as follows:

Class A: Critical projects which because of imperative needs, must be started as soon as materials and manpower are available;

Class B: Urgent projects which can wait until after the war is over but are necessary to provide reasonable service for a City of a minimum population of 50,000;

Class C: Other needed projects which must be provided to supply adequate facilities for a normal peacetime City of a minimum population of 50,000.

PROPOSED PUBLIC IMPROVEMENT PROJECTS

	Class A	Estimated Cost Class B	Class C
<u>Sanitary Sewers: Total \$83,585</u>			
5 New Manholes	\$ 870		
Bissell Ave. Sower, 700 ft. of 18 in.	4,000		
74 New Manholes		12,200	
Change 546 Lampholes		19,900	
Eliminate 80 Flush Tanks		800	
Pumping Plant at A St. & Nevin Ave.		15,000	
Sewage Disposal Plant			No estimate
San Pablo Ave. Sewer, 100 ft. of 6 in.			815
33d Street Sewer			30,000
Totals	\$ 4,870	\$47,900	\$30,815
<u>Storm Sewers: Total \$936,500</u>			
San Pablo Ave., Barrett to Bissell	\$30,000(1)		
San Pablo Ave. at Roosevelt		\$11,000	
Nine Box Culverts		20,500	
Drainage System for Downtown Area			845,000
Improving Drainage Ditches - 5 miles			30,000
Totals	\$30,000	\$31,500	\$875,000
<u>Streets and Highways - New Construction -</u>			
Total - \$3,144,199			
Garrard Blvd. and Pennsylvania Ave.	\$120,000(2)		
23d Street	17,000		
10th Street, Ohio Ave. to Dock Ave.	147,330(3)		
Gaynor Ave., 13th to 23d Sts.	50,669		
Panhandle Blvd., East Shore to Pullman Ave		90,000	
East Shore Freeway Extension		No estimate(4)	
Castro Industrial Access		150,000(3)	
Standard Ave. Extension			800,000
Paving \$250,000			
Overpass 400,000			
Land, etc. 150,000			
Point San Pablo Road			169,200
Pullman Ave., Cutting to Panhandle Blvds			150,000
Cutting Blvd. Overpass			550,000(3)
Kearny Street Overpass			450,000
Grade Separation-14th St. & Santa Fe RR			450,000
Totals	\$334,999	\$240,000	\$2,569,200

(1) Could be financed out of 1/4 cent gas tax funds for state highways.

(2) A portion of this project costing \$62,000 has been approved, and will be financed with Federal funds.

(3) Should be financed with Federal funds.

(4) State project.

TABLE I (Continued)

	Estimated Cost		
	Class A	Class B	Class C
<u>Streets and Highways - Reconstruction</u>			
Total - \$183,027			
Garrard Blvd., MacDonald to Cutting Blvd.	\$20,000		
McBryde Ave., San Pablo to 23d St.	21,490		
41st St., Wall to Cutting	6,500		
Wall Ave., 41st to 37th Sts.	6,500		
Barrett Ave.		135,037	
Totals	\$47,990	\$135,037	
<u>Street and Highways - Maintenance and Repairs - Total \$770,000</u>			
Maritime Commission Damaged Streets	\$70,000 (3)		
FPHA and Other Maritime Commission Sts.	200,000 (3)		
Other Streets	500,000		
Total	\$770,000		
<u>Municipal Buildings - Total \$1,050,000</u>			
City Hall			\$ 300,000
Auditorium - Recreation Center			500,000
Library			250,000
Total			\$1,050,000
<u>Fire Protection - Total \$102,000</u>			
750 GPM Pumper for No. 2	\$10,000		
New Alarm Building	90,000		
Drill Tower		\$2,000	
New Alarm Equipment			No estimate
Totals	\$100,000	\$2,000	
<u>Police Protection - Total \$325,000</u>			
New Headquarters Building		\$325,000 (5)	
Total		\$325,000	
<u>Recreation - Total \$86,500</u>			
Richmond Annex	\$ 5,000		
North Richmond	16,500		
Richmond Annex			10,000
Maritime Commission Housing Area			5,000
Point Richmond			10,000
Northeast Richmond			25,000
East Richmond			10,000
42nd St. and Huber Ave.			5,000
Totals	\$21,500		\$65,000

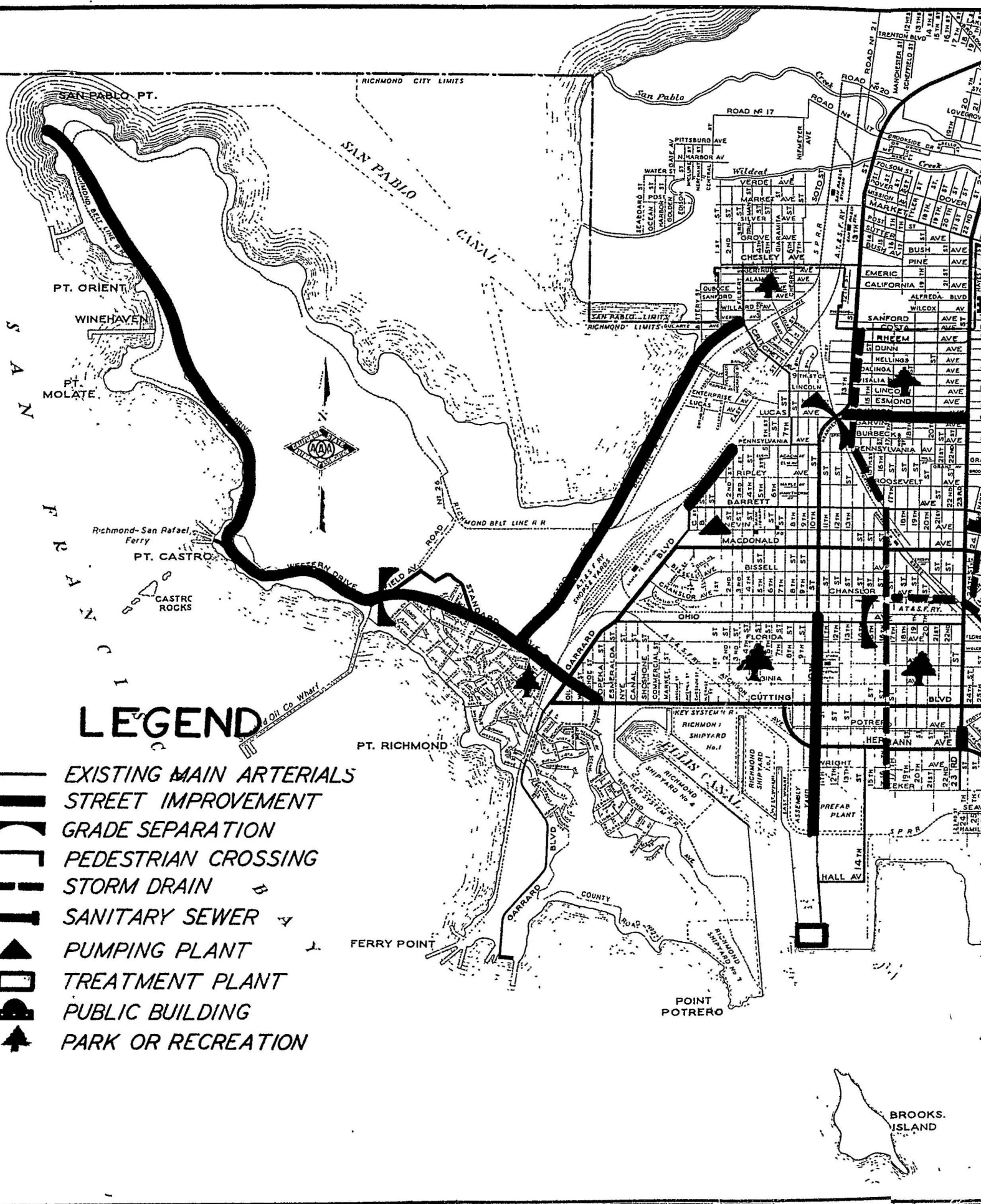
(5) This may be reduced approximately \$280,000 if the old City Hall can be remodeled for police headquarters and jail.

Note: This reduction, if made, will probably be more than balanced by the cost of the projects on which no estimates are available.

TABLE I (Continued)

	<u>Estimated Cost</u>		
	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>
<u>Parks - Total \$55,000</u>			
East Shore Park Recreation Bldg.			\$ 50,000
Alvarado Park Improvements			No estimate
Nicholl Park - Recreation Hall			5,000
Total			\$ 55,000
<u>Hospital - Total \$60,000</u>			
New Emergency Hospital		\$ 60,000(6)	
Total		\$ 60,000	
<u>Total Estimated Costs of Proposed Projects</u>	\$1,309,359	\$841,437	\$4,645,015
<u>GRAND TOTAL</u>		<u>\$6,795,811</u>	

(6) This may be reduced approximately \$30,000 if the new emergency hospital can be combined with an existing hospital. The County has indicated it would pay up to \$30,000 toward construction.

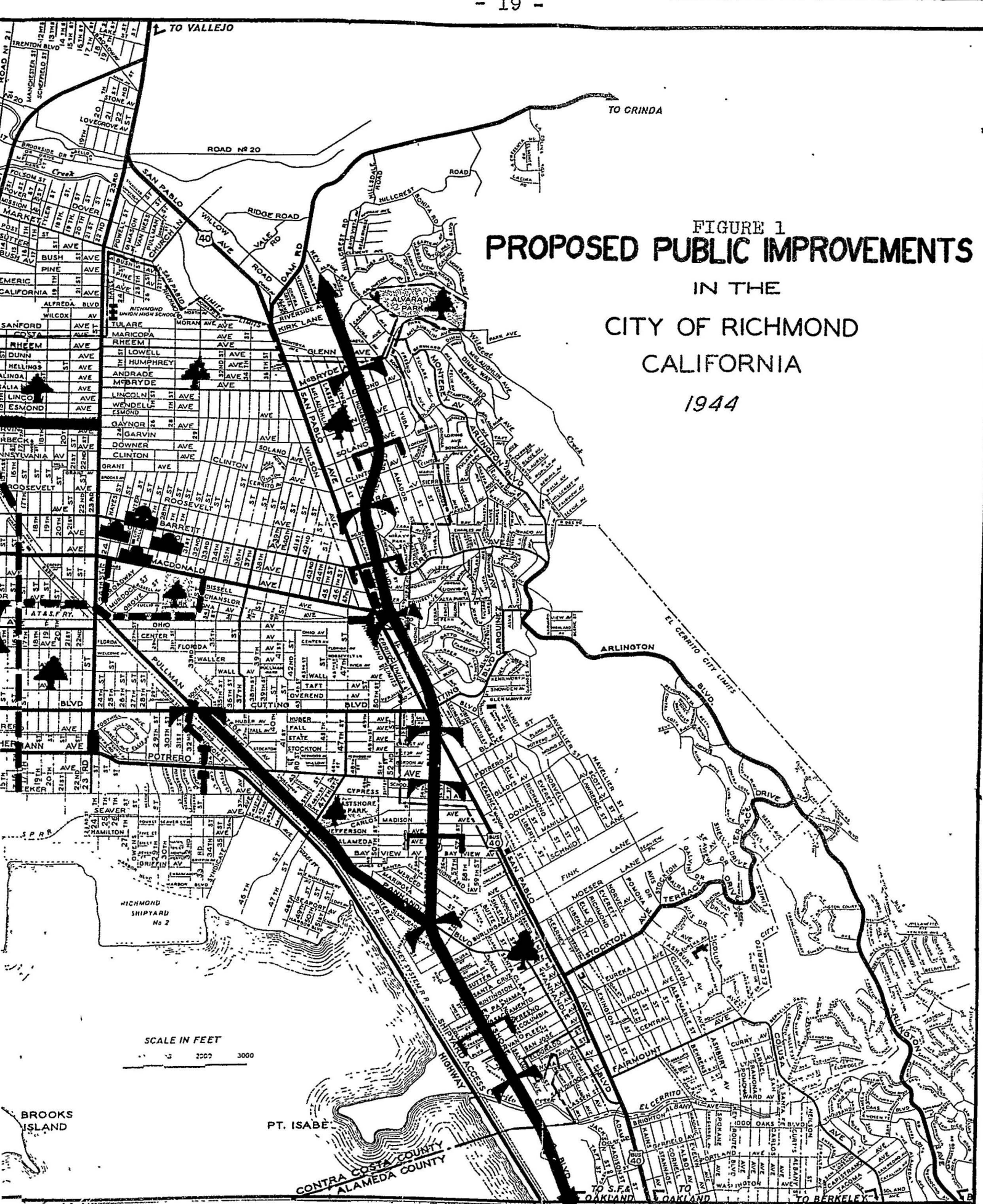


# LEGEND

- EXISTING MAIN ARTERIALS
- STREET IMPROVEMENT
- GRADE SEPARATION
- PEDESTRIAN CROSSING
- STORM DRAIN
- SANITARY SEWER
- PUMPING PLANT
- TREATMENT PLANT
- PUBLIC BUILDING
- PARK OR RECREATION



FIGURE 1  
**PROPOSED PUBLIC IMPROVEMENTS**  
IN THE  
CITY OF RICHMOND  
CALIFORNIA  
1944



B. By the Richmond Schools

Table II lists school improvements needed to provide facilities for the postwar school population of the Richmond elementary and secondary school districts. Their estimated total cost is \$2,154,000. These, too, are divided into three groups as defined above:

Class A - <u>Critical Projects</u> -	amounting to	\$ 356,000
Class B - <u>Urgent Projects</u> -	amounting to	1,578,000
Class C - <u>Other Needed Projects</u>	amounting to	220,000

Part V, Section I of this report considers the impact on the Richmond Elementary and Secondary Schools when, from 1940 to 1944:

Elementary enrollment increased from	2,987	to	13,112
Junior high enrollment increased from	1,778	to	5,447
Senior high enrollment increased from	1,652	to	2,474

and when, during the same period, average enrollment per classroom increased:

In the elementary schools from	23	to	67
In the junior high schools from	24	to	75
In the senior high schools from	27	to	39

It also discusses, project by project, the improvements that are required to provide needed school facilities both now and in the postwar adjustment period, and considers the financial plight of the districts because of this deluge of children from all parts of the Nation.

The Federal Government is financing construction of some additional school rooms but not enough to meet even minimum normal requirements. Several of the proposed improvements are needed desperately now. Some of the results of not having them are pointed out in Part V, Section II, Youth Services and Juvenile Delinquency.



TABLE II

SUMMARY OF NEEDED SCHOOL CAPITAL IMPROVEMENTS  
Richmond Elementary School District and Richmond Union High School District

	<u>Class A</u>	<u>Class B</u>	<u>Class C</u>
1. IMPROVEMENT OF TEMPORARY BUILDINGS			
Class A Projects:			
Playground Surfacing . . . . .	\$ 15,000		
Class B Projects:			
Stuccoing of New Buildings . . . . .		\$ 120,000	
Central Heating Systems . . . . .		30,000	
Clock & Communication Systems . . . . .		3,000	
Earthquake Protection of old Bldgs. . . . .		350,000	
Subtotal . . . . .	\$ 15,000	\$ 503,000	
2. NEW ELEMENTARY SCHOOL CONSTRUCTION			
Class A Projects:			
18-rm. Lincoln School (Bissell & 8th)	\$125,000		
Class B Projects:			
6-rm. Harding School Addition . . . . .		\$ 35,000	
6-rm. School in Richmond Annex . . . . .		45,000	
6-rm. School & Community Center in North Richmond . . . . .		100,000	
6-rm. School & Community Center at Coalinga Ave. & 18th Street . . . . .		100,000	
Lincoln-Roosevelt Playground . . . . .		80,000	
Class C Projects:			
6-rm. Castro School in El Cerrito . . . . .			\$ 45,000
Subtotal . . . . .	\$125,000	\$ 360,000	\$ 45,000
3. NEW SECONDARY SCHOOL CONSTRUCTION			
Class A Projects:			
12-rm. Richmond Union High Addition . . . . .	\$ 75,000		
Roosevelt Jr. High Furnishings and Completion . . . . .	100,000		
Harry Ells Jr. High Furnishings . . . . .	41,000		
Class B Projects:			
Harry Ells Jr. High Completion . . . . .		\$ 315,000	
12-rm. El Cerrito Jr.-Sr. High Add. . . . .		75,000	
30-rm. San Pablo Junior High . . . . .		325,000	
Class C Projects:			
El Cerrito Jr.-Sr. High Civic and School Auditorium . . . . .			\$175,000
Subtotal . . . . .	\$216,000	\$ 715,000	\$175,000
TOTALS in each Class . . . . .	\$356,000	\$1,578,000	\$220,000
GRAND TOTAL of Classes A, B, & C . . . . .			\$2,154,000

Footing the Bill

It is relatively simple to tabulate the public improvements needed by a community. Providing funds to finance these projects is a more difficult task.

A. City of Richmond

The analysis of Richmond's financial position and prospects, presented in Part VI, indicates that the City may be able to make available for capital improvements during the postwar readjustment period, approximately the following amounts per year:

\$180,000 with the 1940-41 property tax rate of 1.963¢  
\$300,000 with the 1943-44 property tax rate of 2.205¢

Using as a basis of computation the average of these two amounts, \$240,000 per year, it would take Richmond over five years to finance on a pay-as-you-go basis, just the critical Class A projects, and over three years more to finance the Class B projects; in other words, on this basis, it would be about nine years before the City could provide, unaided, even the urgent projects represented by these two classes. It would require nearly twenty years more for the City to finance the Class C projects on this basis.

It must be remembered that the status of the City of Richmond is not comparable to that of cities operating with average tax rates, many of them less than half the rate in Richmond. Nor is it comparable to that of cities which can raise additional funds by using supplementary sources of revenue which Richmond is already utilizing to the limit in order to maintain its sound financial condition.

It should be pointed out here that the estimated \$500,000 auditor's balance as of October 31, 1944, is exactly equal to the estimated cost of street maintenance which is needed before the rainy season starts this fall. The City will not, of course, be able to use these funds for this purpose because it must maintain a satisfactory balance in order to meet the type of successive

emergencies that have faced it continually since 1940. Some of these funds will be needed to make capital outlays for equipment for the various city departments. Outlay for equipment has not been considered in this report.

It would probably be difficult or impossible to finance a large part of this program by bond issues, for the following reasons:

1. The City of Richmond already has outstanding \$985,500 in bonds, which is several times the bonded indebtedness of most California cities of comparable prewar population;

2. Ninety percent of this indebtedness is for developing the harbor which made possible the location of the shipyards in Richmond;

3. The City has been on a pay-as-you-go basis since 1927; and

4. City officials and citizens believe they should not be asked to finance the full cost of these improvements, but that there is a definite responsibility on the part of the Federal government to help finance them.

It is particularly significant that practically all of Richmond's outstanding bonds are for the development of the deep water harbor without which it would have been impossible to establish the shipyards in Richmond. The City has issued nearly \$2,500,000 in bonds for the development of its harbor. It has paid off over \$1,500,000 and has \$882,000 still outstanding. But for this aggressive action by Richmond, it would have been necessary for the Federal government to make and finance the harbor improvements in order to use Richmond as a shipbuilding center.

The taxpayers and the property which support the city government also have the additional burden of school taxes, county taxes, and special district taxes. In 1943-44, these added up to a total tax rate for Richmond taxpayers of \$5.118, instead of merely the \$2.205 city rate. On June 30, 1944, the Elementary School District bonded indebtedness was \$134,000 and that of the High School

District was \$587,000. Richmond's share of these was approximately \$108,000 and \$397,000 respectively. On the same date, the County had an outstanding bonded indebtedness of \$279,800, of which Richmond's part was approximately \$75,000. Richmond also has a share in the bonded indebtedness of the East Bay Municipal Utility District.

In view of the load of indebtedness which Richmond is already carrying and because of the nature of the wartime expansion based on Federal activities, city officials do not believe that the citizens of Richmond should be burdened with debt to finance the major portion of the improvements which are necessary to provide adequate facilities for the expanded population resulting from the location of the shipyards in Richmond.

It is obvious from a comparison of the cost of improvements needed with the funds that the city can provide that Richmond will not be able to finance this rehabilitation program with city funds. The county government may assist to the extent of \$30,000 on the new emergency hospital. The State of California has allocated \$10,000,000 to cities and counties, on a matching basis, for plan preparation and land acquisition. Richmond's allocation is about \$35,000. The City is providing \$101,300 to go with this to acquire land and prepare plans during the 1944-45 fiscal year. The California Division of Highways will build and finance the East Shore Freeway Extension, the cost of which is not included in the estimated cost of projects. The San Pablo Avenue storm sewer, estimated to cost \$30,000, could be financed with 1/4 cent gas tax funds for state highways. These sums make only a small dent in the total needs.

City officials believe that the Federal Government has a definite responsibility to assist this war-swollen city in financing this program. It was because of Richmond's favorable location, its excellent harbor, and the other facilities which it had to offer, that the Federal Government chose Richmond

for the vital war production job of shipbuilding. The city is proud of the job that has been done. It is not the purpose of this report to grumble or complain about the resulting confusion, congestion, headaches, and heartaches. But the City believes that there is a direct parallel between the responsibility of the Federal Government for the rehabilitation of the young man who has entered the Armed Services at the call of his Country and who comes out of the conflict with a service-connected disability, and the responsibility of the Federal Government to a city which has been called into the service of its Country and as a result is left with "service-connected" needs for rehabilitation which are far beyond its own capacity to finance.

#### B. Richmond Schools

The demands on the Richmond schools have so far exceeded their capacity to finance the needed improvements, that there is no possibility that the districts can finance them without help. Both the elementary and the high school districts are up to their legal tax limits and are unable to meet even current operating expenses. The school districts are not legally permitted to initiate supplementary sources of income to meet pressing demands, as the City has been forced to do.

The percentage increase since 1940 in junior high enrollment has been six times greater, and the senior high enrollment four times greater, than the percentage increase in the assessed valuation in the high school district. The percentage increase in elementary enrollment has been eight times greater than the percentage increase in assessed valuation. As a result the Richmond schools have been forced from a sound financial position to a precarious hand-to-mouth basis.

The Federal government must fulfill its obligation to the children of the 100,000 new people it has brought into the districts, not only by contributing to current operating expenditures, but by continuing assistance in the needed

construction program until the permanent school facilities necessary to meet the requirements of the postwar population of the districts have been provided.

### Next Steps

Those who have participated in the preparation of this report realize that it is not a final product, but merely a beginning. It presents a bill of particulars for the rehabilitation of the physical facilities of the City of Richmond, and points out the responsibility of the Federal government to contribute to the cost of these improvements. It does not attempt to provide complete details of the specific projects proposed.

Further study of each project and of the interrelationship of various projects will, in many instances, be necessary before final decisions can be made. The development of a sound improvement program for any community is a continuing process of analyzing, evaluating, scheduling, planning, financing, and building. For example, decisions must be made as to sites and sizes and sequences. What size will the new city hall be? Where will the police headquarters building be located? Can the old city hall be utilized as a police headquarters? How can sewage disposal problems best be solved? All these and many other questions must be answered.

A planned program of public works provides a means by which the people of the community may obtain a comprehensive view of needed capital improvements, may evaluate their real merits and may schedule construction in order of need. Such a program will ease the difficulty of transition from war to peace for Richmond. Before the proposed projects can be organized into a sound community development program, the following steps must be taken:

1. Surveys, investigations and agreements must be completed;
2. Rights of way and sites must be acquired. The City is providing money in the current budget for this purpose;

3. Detailed working plans must be made for high priority projects. Funds have also been provided for this purpose;
4. Continued study is necessary on projects not yet supported by adequate data so that if they are justified, they may be placed in definite project form. Some projects of major importance require further study to determine their place in the construction program.
5. Analysis of proposed projects must be continued with respect to relative need, desirability and feasibility, the relationship of the projects to one another, and to other contemplated public and private improvements;
6. Studies by the Planning Commission should be completed before important decisions are made regarding some of the major projects;
7. As decisions are made, the projects must be organized into a more definite construction program;
8. As Federal policy is revealed, the City will need to re-examine periodically the feasibility of constructing the needed projects.

The City must be informed in advance of construction affecting Richmond, which is proposed by both the State and Federal governments. Because the City's future is to such a considerable extent dependent on the policies and action of the Federal government, Richmond cannot formulate a definite program until these policies are known. Federal activities have literally swamped the City during the last four years. Now Richmond must have the answers to the following questions:

1. What will the Federal government do with the shipyards? How long will large-scale employment be maintained? Will there be continuing Federally financed employment in the shipyards after the war? On what scale? Will they be for sale or lease for private use?
2. What will the Federal government do with the thousands of temporary war housing units in Richmond? Will they be removed in accordance with the Lanham Act? Will they be removed in the order proposed in this report? If not, then in what order? When?
3. What will the Federal policy be on disposal of land? Will the residential areas purchased and leased be returned promptly to private control for needed private residential development? What will the Government do with the industrial land it controls?

Can an individual or firm buy a single city block for residential development, or acquire ten or twenty acres on which to place a new plant? When? How quickly can possession be obtained? At what price and on what terms?

4. Will the Federal government provide funds to assist in the financing of public works needed in Richmond to reestablish normal community facilities for its postwar population? To what extent, and when?

Many of these questions, and others, must be answered before the City of Richmond can make the decisions and take the action that must precede the formulation of a postwar rehabilitation program. In the meantime, Richmond is proceeding as best it can to develop a program which will ease the difficulty of transition from a "war-boom" city to a normal peacetime community.



PART III

REMOVAL OF WAR HOUSING

Alternative Programs

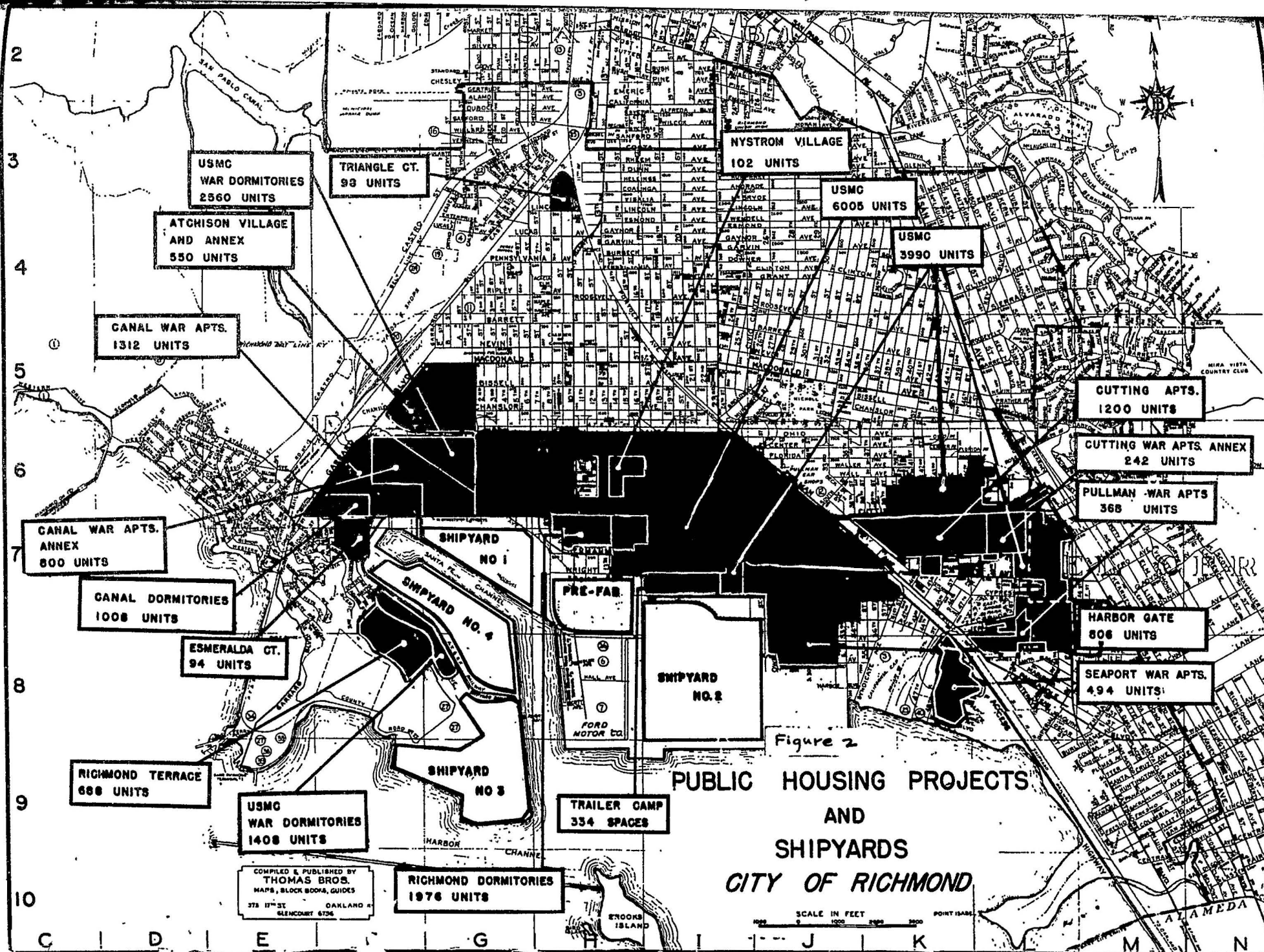
### WAR HOUSING

Since 1940, over 30,000 new living quarters have been provided in Richmond for the army of war workers. Six thousand of these were provided by private builders, an undetermined number by conversion of existing building, and 24,000 by Federal agencies--Maritime Commission, Federal Public Housing Authority, and Farm Security Administration. Of the public housing, in round numbers, there are 650 permanent family units; 15,000 temporary family units; 1,000 demountable family units; 7,000 temporary dormitory units; and a camp for 350 automobile trailer units.

It is vital to the future of Richmond that the presence of vacant and unwanted temporary housing units shall not create a "Ghost Town" atmosphere for workers, industries or business. Prior to completion of war production and the consequent exodus of many war workers there must be a logical program for the removal of temporary war housing. Disposal should be orderly and according to plans previously agreed upon after careful consideration. These plans must be ready to be put into effect at the earliest possible moment that conditions warrant, as Richmond's population recedes from its war peak. It is logical and essential that the contraction should be in the temporary public housing.

It is important, too, that the land on which these projects stand shall be made available as soon as possible for permanent private industrial and residential development.

Figure 2 shows the location of the various housing projects and of the shipyards and the relationship of these areas to the rest of the City of Richmond.



The Farm Labor Housing Committee of the State Reconstruction and Reemployment Commission has for months been studying the possibilities of utilizing demountable war housing for reconstruction in rural areas for the housing of farm labor, and in some instances, farmers themselves. Officials of the National Housing Agency and the Federal Public Housing Authority, have cooperated wholeheartedly with this highly representative statewide committee. Much interest has been aroused in the rural areas. Legislation, both Federal and State, is being considered which will make possible the utilization of this housing for these purposes. The necessary arrangements should be expedited in every way possible.

This Part of the report attempts to show how to trim the sails to suit the wind. The order in which projects should be demolished has been determined cooperatively by local and Federal officials most closely associated with their use, and by the principal industrial user. The proposed programs are, of course, subject to change to meet changing conditions.

SECTION I. sets up alternative programs for the removal of temporary housing:

- A. Based on the utility of the housing;
- B. Based on violation of building codes and zoning and on maximum utilization of land.

SECTION II. points out the need for vacating and removing inadequate, unsafe private buildings.

SECTION I

ALTERNATIVE PROGRAMS FOR THE REMOVAL OF TEMPORARY HOUSING

A. Proposed Program for Removal of Public Housing Projects Based on their Utility. Sequence is based upon quality of buildings, design and livability, distance from employment and shopping services, cost of municipal services.

1. It is assumed that the trailer parks in San Pablo and El Cerrito probably would be discontinued before any of the housing of Richmond is demolished or removed.

2. As soon as the three demountable projects can be spared, these units should be made available for rural housing, as follows:

First, Harbor Gate (Cal. 4175) 806 units, because it is on the most desirable land and is farther than the other projects from general services;

Second, Atchison Annex (Cal. 4174), 100 units.

Third, Esmeralda Court (Cal. 4172), 94 units, last because it is the most desirable and has very low turnover.

3. As soon as vacancies and prospects for continued vacancy occur, the following projects should be demolished or removed:

First, Canal Apartments (Cal. 4176), 1312 units, because of fire hazard and highly crowded buildings;

Second, Richmond Terrace Apartments (Cal. 4178), 688 units, because of fire hazard, bad design, and generally bad living conditions, including use of hot plates for cooking;

Third, Canal Addition (Cal. 4412), 800 units, because it is similar to Canal Apartments though slightly better in arrangement. Heat control is in the corner apartment and the family living there.

controls the heat for the entire unit:

Fourth, United States Maritime Commission (USMC) Project No. 1, entire project, 6006 units, because of generally bad living conditions, and complete lack of insulation. The spacing of these units is such that the members of a family live not only too close to each other, but also too close to the adjacent units. Lack of privacy is a serious factor here and not just an aesthetic notion.

Fifth, USMC No. 2, 3990 units, because it has the same faults as USMC No. 1, except that spacing and livability are better. Insulation is lacking, and noise is therefore very bad;

Sixth, Cutting War Apartments (Cal. 4414), 1200 units, should be retained until all of the above have been removed. Structure, design, and general conditions are better, though the outside appearance is not too good;

Seventh, Seavort (Cal. 4762), 494 units, and Pullman (Cal. 4763) 368 units, War Apartments, may be retained longer because they have more adequate structure, community living facilities and spacing.

Note: In Sixth and Seventh above, the projects designated Cal. 4414, 4262, and 4763 are built on leased land. Pressure by the owners who will desire to regain possession of their land for permanent use may become so great that their demolition may be dictated by other than consideration of the utility of housing in the various projects,

4. Dormitories should be treated separately from other housing, because they are affected by entirely different factors of location, livability, and maintenance costs. The order of removal should be:

First, Terrace Dorms (USMC) on Shipyard Access Road, because of their isolation. This will be accentuated by removal of Cal. 4178. Nearness to the noise of shipyards makes them least desirable.

Second, Canal Dorms (Cal. 4177), (Cafeteria would be too large after removal of Cal. 4176 and 4412.)

Third, USMC Canal Dorms, because their location is less desirable than the "FSA Dorms." They are the newest of the dormitories but do not have adequate community facilities.

Fourth, Richmond FSA Dorms (Cal. 4173) last, because the recent remodeling has made them the most desirable. The new sports center and other facilities make this relatively attractive now.

Note: One element which may modify this order of removal is the possible desirability of keeping some dormitory facilities available for the crews of ships being repaired at the yards. This decision should be made in the light of the total number of dormitory units needed, the location, and the community facilities available.

5. It may be desirable to keep the Trailer Court (Cal. 4411T) as a permanent facility in Richmond. It is located in a fairly desirable spot for this type of housing. The ring of abominable trailer courts around Richmond's City limits should be eliminated and yet a desirable site should be held available for the type of family that will insist upon living in trailers. Trailers are not allowed elsewhere in the city.

B. Proposed Program for Removal of Public Housing Projects Based on Non-compliance with Regulations and Best Land Use. Sequence is based upon building code and zoning violations.

1. Public Housing on Industrial Property:

First, because the land occupied is adjacent to Santa Fe yards and Santa Fe channel; Cal. 4177 -- Canal Dorms: 784 single & 224 double, Cal. 4176 -- Canal War Apts; 1312 units, Cal. 4412 -- Canal War Apts Annex: 800 units, USMC -- War Dorms: 2560 units (Dormitory #2).

Second, because the land occupied is suitable for warehousing use and is adjacent to Shipyard #4 and along the shipyard access road; USMC -- Richmond Terrace Dorms: 1408 units. The area is now zoned for Residential #1 but could be rezoned as industrial.

Third, because the land is adjacent to expanding or new industry. The Shipyards, Stauffer Chemical, California Cap and other industries are on both sides; Cal. 4175 -- Harbor Gate: 806 units.

Fourth, because the area is definitely industrial and valuable for that purpose; Cal. 4762 -- Seavort War Apartments: 494 units.

Fifth, because the area should be cleared for industrial expansion, parking, and service area for industries; Cal. 4411 -- Richmond Trailer Park. (Unless this is kept for permanent use.) USMC -- No. 2: That part bounded by 23rd and 25th Streets, Potrero and Meeker Avenues. USMC -- No. 1: That part bounded by 12th and 19th Streets, Potrero and Wright Avenues.



Sixth, because housing would retard expansion near Ellis Canal and toward Ford Plant as well as Shipyard #1;  
Cal. 4173 -- Richmond Dorms: 1976 units.

Seventh, because location is ideal for smaller industries serving harbor industries. Cutting Boulevard and Industrial Highway make it attractive. USMC -- No. 1: All south of Cutting Boulevard, except that which is bounded by 23rd, 31st, Cutting and Potrero.

Eighth, because all of those lots facing Ohio Avenue, north and south sides, from 19th Street west to Garrard Boulevard, are industrial. USMC -- No. 1; USMC -- War Dormitories.

2. Public Housing Commercial Property.

First, because all lots facing north side of Cutting and east side of Garrard Boulevards are zoned for commercial use. Includes:

Cal. 4176 -- Canal War Apartments

Cal. 4177 -- Canal Dorms

Cal. 4412 -- Canal War Apartments Annex

USMC No. 1

3. Public Housing in No. 2 Fire Zone:

First, those units facing 10th Street because this is a No. 2 fire zone requiring one-hour firesafing of outside and inside walls by plastering and fire-resistant roof construction.

USMC No. 1 -- Both sides except for Nystrom Park.

4. Public Housing in Residential Zone No. 1 (allows multiple units):

Consideration is given here to the fact that the land to be vacated would be desirable for permanent residential use.

First, all of Maritime Commission Project No. 1 (excluding lots facing north side of Cutting and lots facing Ohio Avenue from 19th Street west to 1st Street) bounded by Cutting and Ohio, Pullman and 1st Street. These units have seriously inadequate foundations.

Second, MC No. 1 from 23d to 30th between Cutting and Potrero. These units have inadequate foundations. They are supported only by redwood mudsills.

Third, all of MC No. 2.

Fourth, all of Cutting War Apts. - Cal. 4414.

Fifth, all of Pullman - Cal. 4763

Sixth, all of Esmeralda Court - Cal. 4172.

## SECTION II

### CONDEMNATION OF PRIVATE, COMMERCIAL AND RESIDENTIAL BUILDINGS PERMITTED FOR TEMPORARY OCCUPANCY DURING THE WAR

A. Based upon availability of vacancies in other parts of town:

As vacancies occur in housing projects and especially in private units, the Building Department of the city will be asked to make a systematic inspection to determine which buildings ought to be vacated. There are not very many commercial buildings which have been converted to residential use because of the need in Richmond for commercial buildings for the expanded business activity of the city.

B. Based upon building code and zoning violations, and health hazards.

The power to evict already exists and will be used if necessary. The standards of the California State Housing Act are contained in the city's building code. Sanitary inspectors should join in the inspection proposed in A above.

It is estimated that the number of houses now in violation of city standards will total 300. Some of these are west of First Street near the Santa Fe tracts. Over three-fourths of these houses, however, are in North Richmond in an area bounded on the east by Santa Fe tracts; north, by Chesley Avenue; west, by York Street; south, by Lucas Avenue. Many of these will need to be replaced.

PART IV

MUNICIPAL FACILITIES AND SERVICES

An Outline of Needed Public Improvements

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MUNICIPAL FACILITIES AND SERVICES

The municipal facilities and services of the City of Richmond, designed to provide for 15,000 to 25,000 people, were utterly inadequate to meet the demands of 100,000 people. Some improvements, mostly of a temporary nature, have been made. Some of these improvements have been financed by the Federal Government. This part of the report considers, project by project, the public improvements which Richmond will need if its population during the postwar rehabilitation period drops as low as 50,000 persons. To the extent that the population is larger, the need for public improvements will be correspondingly greater. The needed improvements have been divided into three groups:

Class A: Critical projects which, because of imperative needs, must be started as soon as materials and manpower are available.

Class B: Urgent projects which can wait until after the war is over but are necessary to provide reasonable service for a City of a minimum population of 50,000.

Class C: Other needed projects which must be provided to supply adequate facilities for a normal peacetime City of a minimum population of 50,000.

The estimated costs of proposed projects are:

Class A projects:	\$1,309,359
Class B projects:	841,437
Class C projects:	4,645,015
Total	\$6,795,811

These projects are summarized in Table III, and are discussed individually below. The relation of their cost to the capacity of the City to finance them is considered in Part II, Page 22. Needed school improvements are outlined in Part V, Section I.

Details of most of the proposed projects must still be worked out. The City is providing \$76,300 for land purchase, and \$25,000 for plan preparations in its 1944-45 budget. When added to the \$35,000 allocated to Richmond for these purposes by the State of California, the City will have available during this fiscal year approximately \$136,000 to get the high priority projects ready for construction.

TABLE III

Summary of Proposed Public Improvement Projects

City of Richmond

	<u>Class A</u> <u>Projects</u>	<u>Class B</u> <u>Projects</u>	<u>Class C</u> <u>Projects</u>	<u>Totals</u>
Sanitary Sewers	\$ 4,870	\$ 47,900	\$ 30,815	\$ 83,585
Storm Sewers	30,000	31,500	875,000	936,500
Streets and Highways:				
New Construction	334,999	240,000	2,569,200	3,144,199
Reconstruction	47,990	135,037		183,027
Maintenance & Repair	770,000			770,000
Municipal Buildings			1,050,000	1,050,000
Fire Protection	100,000	2,000	No Estimate	102,000
Police Protection		325,000 <sup>(1)</sup>		325,000
Recreation	21,500		65,000	86,500
Parks			55,000	55,000
Hospital		60,000 <sup>(2)</sup>		60,000
	<u>\$1,309,359</u>	<u>\$841,437</u>	<u>\$4,645,015</u>	<u>\$6,795,811</u>

(1) This may be reduced approximately \$280,000 if the old City Hall can be remodeled for police headquarters and jail.

(2) This may be reduced approximately \$30,000 if the new emergency hospital can be combined with an existing hospital.

Note: These reductions, if made, will probably be more than balanced by the cost of the projects on which no estimates are available.

SECTION I.

WATER SUPPLY AND DISTRIBUTION

Water is supplied to Richmond by the East Bay Municipal Utility District, of which Richmond is a part. The District is responsible for the installation and maintenance of water mains, and the water user is responsible for service connections. All water is metered and is charged for on a volume basis. In addition, there is included in the county tax rate 20¢ per \$100 of assessed valuation for the retirement of obligations incurred by the District in the development of the water supply system. The present supply is adequate for the prospective increase in population for many years to come. The water is filtered and chlorinated, and is of excellent quality. The new 36-inch supply line in the southern part of the City will assure major distribution facilities to meet all anticipated demands. The estimated cost of this improvement is \$500,000, of which \$250,000 is paid by the District and \$250,000 from Lanham Act funds.

SECTION II

SANITARY SEWERS

Two major sanitary sewer projects, serving war housing and shipyard areas have been completed recently:

1. The \$312,000 10th Street trunk sewer, and
2. The \$160,000 Meeker Avenue outfall sewer.

These improvements, correcting two critical deficiencies resulting directly from Federal construction, were financed with Lanham Act funds. The following improvements are needed to correct current deficiencies.

A. New Construction

1. Shipyard Sewers

Sewer outlets from the shipyards discharge into the launching basins at the end of the ways where dispersion is inadequate. Workers complain about insanitary conditions, and various proposals have been made that would assure more adequate disposal of the sewage. The City, the State Department of Health, and the U. S. Public Health Service all have responsibilities to see that this health hazard is removed. The City has requested the Kaiser Company to correct the insanitary conditions.

2. Bissoll Avenue Sewer

Estimated cost \$4,000, Class A. 700 feet of existing main 12-inch sewer and one manhole will have to be replaced on Bissell Avenue between San Pablo Avenue and 47th Street. This main sewer drains the Mira Vista and East Richmond Boulevard residential section. Size should be increased to 18-inch because it is the beginning of a bottleneck in disposal flow. The City Engineer made two repairs during 1942 and 1943, replacing 60 to 70 feet each time. Sewer is collapsing, though there is almost no traffic on this unimproved section. The present conditions cause the manhole in San Pablo Avenue to overflow. Should be constructed before 1944-45 rainy season.

3. Pumping Plant

Estimated cost \$15,000, Class B. The existing pumping plant at A Street and Nevin will have to be replaced. The pumps are too small for increased loads and the original design not suited to present needs.

4. San Pablo Avenue Sanitary Sewer

Estimated cost \$815, Class C. 100 feet of 6-inch sewer and two manholes are needed on San Pablo in a principal lateral between Solano and Garvin Avenues.



5. 33d Street Sewer

Estimated cost \$30,000, Class C. A new 16-inch sewer is needed from Pullman Avenue and South Streets to Lecker Avenue to eliminate overload on the Pullman Avenue sewer from South Street to 47th Street.

6. Sewage Treatment and Disposal Plant

Estimated cost not determined, Class C. This is an essential postwar project which should be fully supported by the State and Federal Governments. The East Bay Municipal Utility District supplies water to most of the East Bay cities, including Richmond. Many of these cities believe it is feasible to utilize the District organization for financing and constructing major sewer collection facilities and treatment plants for the entire East Bay. This idea is receiving rather general support. A change in the legal setup of the District is to be voted on by Alameda County cities at the November election. Contra Costa County Cities, including Richmond, will have to take separate action if they are to be included in the cooperative enterprise. The disposal for Richmond and much of the area to the north and east could be handled cooperatively with one plant.

B. Replacement and Repairs

The largest sewer repair item is replacement of chimney type vertical lamp-holes. These lampholes are useless in rodding and inefficient in flushing operations. Many have been replaced by manholes and 45-degree angle lampholes. The 45-degree angle permits the use of cleaning rods up to 300 feet in length, and permits satisfactory flushing. At angle joints in sewer lines, manholes must be constructed. Some of this should be done now to increase efficiency. A field check by the City Engineer's staff during the week of May 10-16, 1944, reveals that the following improvements must be made:

1. Five Manholes

Estimated cost \$870, Class A. Existing lampholes must be replaced, since existing lampholes are at bad angles in sewer lines. Should be done in 1944.

2. Seventy-Four New Manholes

Estimated cost \$12,200, Class B. These will be constructed on lines where there is 600 to 700 feet of sanitary sewer without a manhole. A few will have to be constructed as a part of a regular maintenance.

3. Five Hundred Forty-Six 45-Degree Angle Lampholes

Estimated cost \$19,900, Class B. Will replace vertical lampholes.

4. Elimination of 80 Flush Tanks

Estimated cost \$800, Class B. All flush tanks in the sanitary system should be eliminated. They are obsolete, prevent rodding, and require too much attention and maintenance to keep them working.

SECTION III

STORM SEWERS

1. San Pablo Avenue from Barrett Avenue to Bissell Avenue:

Estimated cost \$30,000, Class A. Needs a storm drain now. City officials believe that the State Division of Highways should build the project, not later than the fall of 1945, but preferably this year. State Highway #14 (San Pablo) floods during very heavy rains and it is necessary to divert traffic about 20 blocks. The project could be financed out of  $\frac{1}{4}$  cent gasoline tax funds for state highways. A

storm drain should be built up Barrett Avenue about three blocks. This would be off State Highway from San Pablo to Dimm Avenues. Financing by assessment would be difficult because of the small district affected. May be necessary to get the County, El Cerrito and Richmond to participate since all three would benefit.

2. San Pablo Avenue at Roosevelt Avenue:

Estimated cost \$11,000, Class B. There is now a small storm drain across San Pablo Avenue but it is totally inadequate. Here also, the State Highway is flooded during heavy rains, and construction should be by the State Division of Highways, financed out of 1/4 cent gasoline tax funds for State Highways.

3. Storm Sewer System for Downtown Area:

Estimated cost \$845,000, Class C. Because all natural drainage creeks have been closed and no storm drain system installed, many of the streets flood in heavy rains. Surcharging of sanitary sewers results, causing them to be overloaded during the entire rainy season. Damage to property in the future will be a real menace. Because of the building up of residential areas, this run-off has increased and will be further increased when new large commercial establishments are built in the downtown area.

The only areas in the city with storm drains are:

- (1) Point Richmond has a small but adequate system;
- (2) Richmond Annex has an adequate drain, except that it floods where the water crosses East Shore Highway. The outlets from East Shore Highway to the south should be enlarged;
- (3) a 48-inch storm drain was recently installed on Canal Street to take the run-off from housing projects (4176, 4177, 4412) and south-westerly portion of the city.

This storm sewer system is definitely a postwar project, though considerable trouble is experienced at 23d Street and MacDonald Avenue, where there are frequently-recurring street floods. When this area floods it stops traffic at Broadway, 23d Street and Pullman Avenue and affects railroad traffic. Approximately 20 other areas are subject to lesser but nevertheless damaging floods. Very little of this condition can be attributed to Federal construction in the immediate area, though that construction, particularly the housing projects, would benefit substantially from the proposed new system.

4. The Area West of 10th Street:

If the downtown drainage system is built, this area will be relieved enough to obviate the necessity for a storm drain system until such time as the property develops, at which time a storm drain into the Inner Harbor would be necessary.

5. Nine Box Culverts:

Estimated cost \$20,500, Class B. These will have to be installed at the following locations to replace inadequate pipe culverts:

Chanslor, near 45th Street - 1 at \$2,000  
Bissell Avenue near 45th Street - 1 at \$2,000  
Nevin Avenue near 45th Street - 1 at \$2,000  
Wilson Avenue south of Roosevelt - 1 at \$2,000  
McLaughlin, between Sierra & Roosevelt - 1 at \$2,000  
Ventura and Key, south of Clinton - 1 at \$2,000  
Carlston Avenue between Nevin & Prather - 1 at \$2,000  
Intersection, Zara & Amador - 200' of 36" pipe at  
a cost of \$3,500  
Potrero Avenue at 47th Street - 1 at \$3,000

There are also others of lesser importance.

6. Improving Drainage Ditches:

Estimated cost \$30,000, Class C. Some ditches were cleaned by the WPA and the City has been cleaning some. Eight or ten main drainage ditches, totaling approximately 5 miles in length, need cleaning, widening and deepening.

SECTION IV

STREETS AND HIGHWAYS

Richmond has the following streets to maintain, exclusive of Maritime Commission and FPHA housing project streets:

55 miles of city-paved oil-and water-bound macadam.  
54 miles of tract (real estate) oil-and water-bound macadam.  
47 miles of city-owned streets paved with asphalt-  
concrete or other high-grade paving.  
64 miles of unpaved streets  
220 miles total

Traffic has increased as much as 10 times the 1940 volume on many of the streets, despite gas rationing, which is less severe in a shipyard area than elsewhere. Increases of from 40 cars per day to 500 cars are not uncommon.

All new streets, curbs, and sidewalks in public housing and shipyard areas have been built with Federal funds. All streets are of very temporary, minimum construction and many lack curbs and gutters, and some even sidewalks. All these streets are already breaking up and must be reconstructed and resurfaced for satisfactory permanent use.

Needed improvements on Richmond Streets are outlined below:

A. New Construction

1. Garrard Boulevard and Pennsylvania Avenue

Estimated Cost \$120,000, Class A. The city is buying the right of way on Garrard Boulevard from Barrett to Pennsylvania Avenue, to give access to Kearny Street and to 13th Street, which is now an 80-foot street. The city requested Lanham Act funds to construct improvements as follows:

Garrard from MacDonald to Pennsylvania, estimated cost \$70,000; Pennsylvania from Garrard to 10th, estimated cost \$50,000. The State Division of Highways and Public Roads Administration have indicated that it would be necessary to improve Garrard from Barrett to MacDonald and Pennsylvania Avenue from Garrard to 10th Street. Plans have been drawn by the State and PRA for these improvements. The Area Production Urgency Committee has approved a portion of this project between Barrett Avenue and Pennsylvania Avenue and this will be financed with Federal funds at an estimated cost of \$62,000. This is one of the most important outlets to the north to speed traffic from shipyards and the industrial area. It would reduce traffic flowing along MacDonald, Nevin, and Barrett into 10th Street, overloading these heavily traveled arterial streets. It would give the Naval Fuel Depot, Blake Bros. Quarry, Standard Oil, and other industries needed access to the north.

2. 23rd Street:

Estimated cost \$17,000, Class A. 23rd Street is a main access to the Industrial Highway. Substantial improvement, including widening, should be made on this street from Industrial Highway (Hermann Avenue) to Potrero Avenue. Between Potrero and Hermann the street has only an 18-foot center paving, which is extremely temporary. No plans have been prepared.

3. 10th Street:

Estimated Cost \$147,330, Class A. This project would extend from the Oakland branch of the Santa Fe to the transfer tracks at the intersection of Dock Avenue. At the present time the pavement from the Oakland branch of the Santa Fe to Cutting Boulevard is 53-feet wide between curbs, but the center 22-feet is cheap oil macadam; from Cutting Boulevard to the transfer tracks the pavement is 30 foot wide on the westerly side of the street. Plans are to widen the portion south of Cutting to 62-foot and repave the entire length. This street is the main access to the Ford Plant, a cannery, oil plant, the Prefabrication Plant, the Parr-Richmond Terminal and City of Richmond docks in Inner Harbor. Area Production Urgency Committee has refused approval of this project. Both the State and PRA approve this project as an access road. Regional PRA approved application for this construction and sent it to Washington on September 1, 1943.

4. Gaynor Avenue:

Estimated Cost \$50,669, Class A. This avenue from 13th Street to 23rd Street should be widened from 30-feet to 45-feet and resurfaced. The City Council has designated this as one of the principal east-west arterials since it is the main access from a newly built residential area into 13th Street. The city has not made any plans for this construction and could not undertake it with its own funds. The present limited width causes many accidents.

5. Cutting Boulevard Overhead:

Estimated Cost \$550,000, Class A. Originally recommended to the Division of Highways to eliminate the dangerous grade crossing at Pullman



Avenue. This project is urgently recommended by the Maritime Commission and the State Railroad Commission has recommended immediate construction to the Area Production Urgency Committee. Plans by the State Division of Highways are 90 percent complete.

6. Panhandle Boulevard:

Estimated Cost \$90,000, Class B. This boulevard needs repaving from East Shore Highway to Pullman Avenue. Present pavement is cheap oil macadam and the boulevard carries rather heavy traffic to East Shore Boulevard and ultimately to San Pablo Avenue.

7. East Shore Freeway Extension:

Estimated Cost not determined, Class B. A freeway is now being planned by the Division of State Highways through Richmond using East Shore Boulevard and crossing over San Pablo and the Oakland branch of the Santa Fe and onto Key Boulevard, thence northward to the city limits. It is proposed that there will be overpasses at Panhandle Blvd., Central, Potrero, MacDonald and Sierra Avenues and an underpass at McEryde Avenue. Pedestrian structures will be provided at Sacramento, Jefferson Barrett and Solano Avenues. Preliminary plans and field work are now under way by the Division. This project will be financed by State and Federal Funds.

8. Castro Industrial Access:

Estimated cost \$150,000, Class B. At the present time Standard Oil Company has about 300 tank trucks coming into its refinery each day. These trucks spend an average of two hours getting into, loading and getting out of Richmond. Very often this period is lengthened by train switching

at the Standard Avenue crossing of the Santa Fe tracks. Santa Fe switches during off-peak shipyard hours and the trucks are penalized. Traffic and time checks are being made to determine the number and length of time trucks are stopped at the tracks. This would aid in determining the justification for the proposed Castro Street Industrial Access, which would serve Point Molate Naval Fuel Depot, General Chemical, Blake Bros. Quarry, Parr-Richmond Wharf  $\frac{1}{4}$ , Pacific Molasses, Philippine Refining, and the fish reduction plants at Point San Pablo and some smaller industries as well as Standard. Will carry a very large volume of heavy truck traffic.

Street construction would involve the widening of Castro from Standard Avenue northeast to Vernon Avenue. Castro would have to be filled from the Felt Lino Railroad crossing to Vernon, 6600 feet. For this filling and widening, with 4-inch rock and oil the cost has been estimated at \$104,000. However, to take care of the entire length with reinforcement of the two outlets to 13th Street (Critchett Avenue, Filbert Street and Chesley Avenue, which is County Road  $\frac{1}{2}$  23), and the straightening of two right angle turns the total cost will probably be \$175,000. This project is to be presented to Public Roads Administration as an application for Access Highway funds.

9. Standard Avenue Extension:

Estimated Cost \$800,000, Class C. The city has been trying for 10 years to get the State Department of Highways to close the gap in

State Highway 69 from Panhandle Boulevard and East Shore Highway to the Richmond-San Rafael Ferry and Point San Quentin in Marin County. This portion has never been officially taken as a State highway. City Council passed a resolution on May 8, 1944, again requesting the State to include this in the State Highway system (Resolution No. 33331). Construction would involve 1.55 miles of street, four lanes wide, at a cost of \$250,000 for paving, \$400,000 for an overhead structure at Scofield Avenue and the railroad tracks, and \$150,000 for right of way. The route would be from Cutting between Washoe and Topeka Avenues to the intersection of Garrard and Standard Avenues, along Standard Avenue to the intersection of Clarence Street and Standard Avenue, thence westerly over Antonio Avenue more or less directly to the Ferry Terminal at Point Castro. The route would pass southwest of the Standard Administration and Laboratory Buildings and then cross the Refinery Pipes, Scofield Avenue and the railroad, thence down to water level to the Ferry Terminal at Point Castro. The present route is both inadequate and dangerous since it goes through the Blake Brothers' Rock Plant and through the Refinery property. This construction is especially necessary because it is the most direct route from the East Bay to Redwood Highway in Marin County.

10. Point San Pablo Road:

Estimated Cost \$169,200, Class C. (The Navy may want a higher priority). The present road from Scofield Avenue to Point San Pablo is very inadequate. At one time in 1943, it was necessary for the City of Richmond to scarify the hillside grades so that trucks to and from the Naval Fuel Depot and other industrial trucks could use the road.

A new low-level road would be of great value in serving Naval Fuel Depot at Winhaven, the Standard Oil Company facilities at Point Orient, Pacific Molasses, Philippine Refinery, and the Fish Reduction Plants and Richmond Terminal No. 4 at San Pablo. Portions of the present road would be returned to private ownership. 1939 estimates - from Richmond-San Rafael ferry terminal to industrial section of Naval Fuel Depot, 6,250' at \$76,700. From Naval Fuel Depot to easterly industrial development (Shalin property) at end of Point San Pablo Road, \$92,500. Total both sections, \$169,200.

11. Pullman Avenue:

Estimated Cost \$150,000, Class C. Pullman Avenue from Cutting Boulevard to Panhandle Boulevard should be widened. In an earlier request (submitted to FWA before the construction of the new Industrial Highway), the city asked aid for 5,450' at a cost of \$90,000. With engineering, \$7,000, and right-of-way, 30' on east side at \$53,000, including an electrical sub-station, the total postwar cost would probably be \$150,000 for a 68' highway. Present street is 38' and 40'. The State Division of Highways has completed all the preliminary field work. The widening of Pullman would divert a considerable amount of traffic from San Pablo Avenue.

12. Kearny Street Overhead:

Estimated Cost \$450,000, Class C. One of the most dangerous grade crossings in the city is that at Kearny Street between 10th and 13th Streets, the main central north-south arterial. Construction of this overhead would be highly desirable as an early postwar undertaking but the city cannot finance this project. No plans have been prepared.

13. 14th Street Grade Separation:

Estimated Cost \$450,000, Class C. At the present time there is no opening for traffic over the Santa Fe track between 10th and 23rd Street. This makes access from the downtown to the industrial area quite difficult and a new grade separation should be constructed. 14th Street would be an ideal crossing point, but a great amount of water collects at the intersection of 14th Street and the railroad right-of-way. It would be impossible to put in a grade separation here without a very large pumping unit. This obstacle could be overcome if a proper storm drain system were constructed for the entire downtown Richmond area. No plans have been prepared.

B. Major Reconstruction

All of the following streets need major reconstruction and repair in the order in which they are discussed. The new WPB order 41 LE eases the restrictions upon street repair and reconstruction, but in the San Francisco Bay Area this has not meant too much because of the rulings of the Area Production Urgency Committee.

1. Garrard Boulevard from MacDonald Avenue to Cutting Boulevard:

Estimated cost \$20,000, Class A. Needs reconstruction and resurfacing, including removal of broken pavement and application of  $2\frac{1}{2}$  inches of asphalt-concrete paving.

2. LeBryde Avenue:

Estimated Cost \$21,490, Class A. The center should be removed from LeBryde Avenue between San Pablo Avenue and 23rd Street and the entire street resurfaced. Pavement is cracked and work should be done in order to save it during next rainy season. No plans have been prepared. This project would include replacing wood culverts with part-circle metal culverts.

3. 41st Street From Wall Avenue to Cutting Boulevard:

Estimated Cost \$6,500, Class A. This street needs some reconstruction and repaving. No plans have been prepared.

4. Wall Avenue from 41st Street to 37th Street:

Estimated Cost \$6,500, Class A. This street needs new surface. It is a good access street from housing area to Pullman Avenue.

5. Barrett Avenue from Garrard to San Pablo Avenue:

Estimated Cost \$135,037, Class B. General reconstruction and repaving. This street is only two blocks north of the main downtown street, MacDonald Avenue. Reconstruction and repair would relieve a good deal of the present congestion on MacDonald. This street also serves the residential hill section of Richmond and El Cerrito because it is a main east-west arterial. Estimated cost included \$31,000 for replacing wood culverts.

C. Repairs and Maintenance

1. Maritime Commission Badly Damaged Streets:

Estimated Cost \$70,000, Class A. In the No. 1 Maritime Commission Housing Project (6006 units) streets were to be repaired at a cost of \$70,000. Tentative approval was once given for this reconstruction but no action has ever been taken. The Maritime Commission should reconstruct these streets immediately.

2. Other Maritime Commission and FPHA-Richmond Housing Authority Streets:

Estimated Cost \$200,000, Class A. These streets need immediate and continuing repair.

3. Other City Street Maintenance:

Estimated cost \$500,000, Class A. Richmond has 200 miles of streets to maintain, exclusive of Maritime Commission and FPHA housing project streets. The City Engineer estimates that over \$500,000 worth of sealing and resurfacing should be done this summer and fall to prevent great water damage to these streets during the 1944-45 rainy season. This estimate does not include FPHA and Maritime Commission street maintenance.

SECTION V

MUNICIPAL BUILDINGS

The City Planning Commission is developing plans for a Civic Center at the site of the present City Hall. Some city owned land is available and more will be purchased.

1. City Hall:

Estimated cost \$300,000, Class C. The city needs a new city hall and the city planning commission is making tentative plans for one. The present structure is old and unsuited to give efficient municipal services.

2. Civic-Auditorium Recreation Center:

Estimated cost \$500,000, Class C. The need for a civic auditorium and center has been well established. There are a number of small auditoriums in housing projects, but these are all temporary and are primarily for residents of the projects. There is no structure in Richmond where large-scale civic, or musical, dramatic and other cultural activities can be carried on.



In order that the civic auditorium may be most useful, it is suggested that it should be of a theater type, combined with a gymnasium, which could be in the same building, with both shower and equipment rooms. The gymnasium should be so designed that basketball and other indoor games could be sponsored for public exhibitions. The auditorium and recreation center should by all means have sufficient rooms for clubs and cultural groups, for an art center and museum, and for several craft rooms. Unless all of these activities and functions are combined in one building, the use of the building would be limited and its revenue producing capacities also greatly reduced. No plans have yet been drawn nor any accurate estimates made. Despite this, however, this project should be designated as a Class C - early postwar project.

3. Public Library:

Estimated cost, \$250,000, Class C. The present public library was built with Carnegie funds in 1910, for a city of 15,000 people, and was enlarged by the city in 1923 when the population was 17,000, at a cost of \$40,000. It is located at 4th and Kevin Streets and is inaccessible for service to 70 percent of the present population. The normal book capacity is less than 40,000 volumes. When the city population was only 23,000 in 1940, the library was even then crowded far beyond its capacity. Its reading room, seating 50 people, had as many as 100 seeking seats at one time during the pre-war period. Service is currently much handicapped by lack of space for processing and shelving the increased collection of 77,000 volumes.

Present service includes four one-room branch libraries. No decision has been made as to disposition of the old building. The City Librarian thinks that it would be rather costly to maintain as a branch library.

The new library building probably should be located in the civic center. It has been proposed that this building also be used as an art gallery, club room, and center for community groups. However, this would depend on the nature of the proposed civic auditorium-recreation center.

#### SECTION VI

#### FIRE PROTECTION

The Fire Department has a total of 101 members and a fire fighting force of 82. A hose company, a service ladder company, and 8 pumper companies, with approximately four men on duty in each company, are in service in 7 stations. One fire station (No. 7) at South 12th Street and Cutting Boulevard, housing three pumper companies was built by the U.S. Maritime Commission. To man the three companies at No. 7 station, 32 members are paid by the Federal Government through Lanham Act maintenance and operation funds.

An addition to fire house No. 4 is now under construction to provide quarters for the service ladder company now stationed at the Central firehouse. In place of the existing ladder company at the central station a 65-foot aerial ladder truck will be installed. A 500 GPM (gallon-per-minute) pumper furnished by the FWA is now in storage and will be put in service when the No. 4 addition is completed.

Organized fire brigades and fire watchers are maintained in the shipyards. OCD skid-mounted pumper units, hose wagon bodies, and a small amount of minor equipment are in service in shipyards No. 1 and No. 2. There is a hose wagon at shipyard No. 3. Additional fire protection is given by a U.S. Coast Guard fire barge, carrying eight 500 GPM OCD pumper units, three turrets, hose foam generators, and minor equipment located at the west bank of the Ellis channel near shipyards No. 3. This barge is manned by 6 guardsmen at all times.

A. Reconstruction and Remodeling of Temporary Buildings

No major remodeling will be necessary since all stations are of permanent construction. The headquarters station (No. 2) will need minor remodeling when the alarm headquarters is built. At the present time the headquarters is overcrowded because one room is in use as a civilian defense control center, another for Japanese contraband goods. The headquarters station would be adequate if all three of these units were removed.

B. New Stations and Other Capital Improvements.

1. Fire Alarm System Building:

Estimated cost with equipment \$90,000, Class A. The present board located in the headquarters station (No. 2) is antiquated and overloaded so much that it cannot take the added housing projects alarm system. Furthermore, this switchboard is located in the high value district and should be located elsewhere. There are two or three possible sites.

The new building should be a one-story, 30' x 60' structure, divided into four rooms (transmitting, battery, office, and utility). It should be of reinforced concrete. No plans have been made.

2. Drill Tower:

Estimated cost \$2,000, Class B. This building would be a very desirable one and of considerable advantage to the fire department. No plans have been drawn, but it is believed that it would cost approximately \$2,000.

3. New Fire Alarm Equipment:

Estimated cost not determined. Class C. The present system includes 85 street boxes connected in 7 circuits which extend throughout most of

the built-up area. Public housing areas and recently developed residential sections depend entirely for fire alarm notifications upon less reliable, and in many cases, unobtainable, telephones. Plans have been drawn and approval given for the installation of 33 alarm boxes in FPFA Project Cal. 4414, Maritime Commission Project No. 2 (3990 units), and Maritime Commission dormitories (2,560 units, called Point Potrero dormitories). Five boxes will be installed in Project Cal. 4762 (Seaport War Apartments, 494 temporary family units) and three boxes in Project Cal. 4763 (Pullman Project, 368 temporary family units). These will cost about \$20,000.

The entire area east of the Southern Pacific tracks and north of MacDonald Avenue to the city limits and east to the city limits now has only 9 alarm boxes. Approximately 30 new boxes are needed. No estimates of cost are available.

C. Age and Retirement Date of Equipment:

The distribution of companies and men is shown on the following table.

Station No.	Mobile Equipment	Personnel Per Shift
1	600 GPM	4 Men
2	600 GPM	4 Men
2	Service truck, 280' ladder	3 Men
3	600 GPM	4 Men
4	500 GPM	4 Men
5	Combination hos' wagon	3 Men
6	750 GPM	3 Men
7	3 - 500 GPM	17 Men
	1 - 1917 GPM in reserve	

One 65-foot aerial and one FWA 500 GPM not in the list above will be put into service when the No. 4 addition is completed. All equipment is fairly new, with the exception of engine No. 6, a 750 GPM Seagrave built in 1922. Title of the Maritime Commission and FWA equipment is still retained by these agencies.

D. New Equipment: For replacement and for expansion.

The National Board of Fire Underwriters has advised Richmond to purchase a 750 GPM pumper for Station No. 2 and to transfer one of the 600 GPM pumpers from Station No. 2 to Station No. 5. The City will purchase this equipment in 1944. The cost, including complete equipment, will be \$10,000.

E. Manpower and Veterans' Reemployment:

Eight men from the Richmond Fire Department are in the armed services. They have reemployment rights, and the fire chief expects them to return. The city is considering an increase in the Fire Department to five men per shift in each company except No. 5 and No. 6. This would require 17 additional men to bring the present companies to capacity.

SECTION VII

POLICE PROTECTION

A. New Stations and Other Capital Improvements

1. New Headquarters Building:

Estimated cost \$325,000, Class B. The present headquarters building was constructed in 1910 for accommodating 15 to 20 officers. It is grossly inadequate in size and arrangement, because the force now has 110 employees, of whom 5 are civilians. The old headquarters building located at Park and Richmond Avenues in Point Richmond could be used as a sub-station. At the present time, it is too far removed from the center of population.

The location of the new building has not been definitely decided, but it may be in the Civic Center. The possibility of using the present City Hall has been considered. Remodeling would cost approximately \$45,000.

If a new headquarters building is constructed, it should combine in one building both the police headquarters and the City Jail. The Richmond jail was built in 1910 with six cells in the original building, accommodating eight people. Additions, made in 1942, provided two large cells and one large tank. The present capacity is for 29 persons, but the jail has frequently accommodated 84. The new jail should be large enough for 75 to 100 people.

B. Age and Retirement Date of Equipment

There are twenty-one city-owned cars, all equipped with two-way FM (frequency modulation) radios. The central FM transmitter is only 3 years old and is located in a new fireproof transmitter building.

Eight privately-owned cars are now in use by policemen on the force. Only two (that of the Chief and the Traffic Division head) are radio-equipped. Both of these radios are owned by the city.

C. Manpower and Veterans' Reemployment.

Only one member of the police force is in the armed services. The Chief expects that he will return to the Department. Others are expected to go, and will have reemployment rights. The city had 36 employees in the Police Department at the time of Pearl Harbor and now has 110.

SECTION VIII

RECREATION

The Richmond - El Cerrito - San Pablo - Kensington district had a population of 136,000 on May 1, 1944, compared with an April, 1940 population of 39,177. In the tabulation given below, only those facilities in the City of Richmond are included:

Recreation Facilities in Richmond - 1940 and 1944

April 1940		May 1, 1944	
Population	23,642	Population over 100,000	
Recreation Budget		Recreation Budget - 1944-45	
City Funds	\$21,716	Federal Funds	\$187,400
		City Funds	42,550
<u>Number of Housing Units</u>			
Federal Public Family Units	None	Federal Housing	
Federal Public Dormitory Units	None	Federal Public Family Units	16,750
Private Family Units	7,348	Federal Public Dormitory Units	7,144
		Federal Trailer Units	335
		Private Family Units	12,958(1)
Total	7,348	Total	36,819(1)

School Facilities Available for Recreation

11 Auditoriums	11 Auditoriums
3 Gymnasiums	3 Gymnasiums
12 Playgrounds	14 Playgrounds
1 Baseball Field	1 Baseball Field
12 basketball Courts	12 Basketball Courts
2 Tennis Courts	2 Tennis Courts

City Facilities Available for Recreation

3 Softball Fields	3 Softball Fields
6 Playgrounds	6 Playgrounds
7 Tennis Courts	7 Tennis Courts
1 Swimming Pool	1 Swimming Pool

Federal Facilities Available for Recreation

Community Centers - none	7 Community Centers
Playgrounds - none	4 Playgrounds
Bowling Centers - none	1 Bowling Center - 10 Alleys
Billiard Centers - none	1 Billiard Center - 8 Tables

(1) This does not include conversions and enlargements of existing buildings to supply more units.



Private Agency Facilities Available for Recreation

YMCA (Office only)

YMCA Community Center  
USO Center (Federal Bldg.)

Commercial Facilities Available for Recreation

2 Bowling Centers - 26 Alleys  
2 Theatres - 1,982 seats  
7 Billiard Centers - 34 Tables  
1 Dance Hall

2 Bowling Centers - 26 Alleys  
9 Theatres - 6,598 seats  
10 Billiard Centers - 59 Tables  
2 Dance Halls

Paid Recreation Workers - 27

Paid Recreation Workers - 78

Average Monthly Attendance  
City Recreation - 55,714

Average Monthly Attendance  
City Recreation - 128,000

A. Disposal of Federally Owned Buildings

All new recreation construction has been located in housing projects (see above "Federal Facilities Available for Recreation.") The Director of the Recreation Department assumes that each of these facilities will be dismantled as, and when, the housing project, served by the building, is also dismantled.

The Federal Recreation Building, located at 10th and Virginia, now operated as a USO Center, will, it is hoped, be turned over to the City at the end of the war. No renovation or remodeling of this building would be necessary.

B. New Playgrounds and Buildings

1. Play Areas:

FWA Project 4-546 allots \$21,500 of Lanham Act funds for grading and for equipment of the East Shore Park play areas. The offer has been received and accepted by the city, and the equipment will be purchased.

2. Richmond Annex:

Estimated Cost, \$5,000, Class A, \$10,000, Class C. The School Department owns a block at Panhandle Boulevard and Sutter Avenue which could be graded now into a play area and then more adequately developed later. Children now have to cross at least one heavy arterial

and sometimes two arterials to get to existing playgrounds. This project should be completed in two steps:

1. Grading and surfacing, Estimated Cost \$5,000 Class A.
2. Further development and equipment, Estimated Cost \$10,000, Class C.

3. North Richmond:

Estimated cost \$16,500, Class A. The City will purchase this year a block of land for a playground site in this area.

4. Maritime Commission No. 1 Housing Area:

Estimated Cost \$5,000, Class C. When this housing has been demolished, two areas should be set aside for playgrounds; one block between First and Tenth Streets and Ohio Avenue and Cutting Boulevard. One block between 10th and Pullman Avenue and Ohio Avenue and Cutting Boulevard. No plans have been made. Estimated cost is for development only.

5. Point Richmond:

Estimated Cost, \$10,000, Class C. This area has only one playground, 3/4 of a block in Washington Park and one-half block vacant, the latter jutting into Cutting Boulevard. The Director of Recreation recommends development of the old Point Richmond school grounds on Standard Avenue. Remodeling of the old school building would make it suitable for shelter and indoor recreation. Fencing and equipment would be required.

6. Northeast Richmond:

Estimated Cost, \$25,000, Class C. This is an area of recent housing development that will need a playground and small field house in the postwar period.

7. East Richmond:

Estimated Cost, \$10,000, Class C. As additional residences are built east of San Pablo Avenue, a playground area will be needed. At the present time there is only a very small playground for small children (Mira Vista Park).

8. 42nd Street and Huber Avenue:

Estimated Cost, \$5,000, Class C. In the Cutting War Apartments area (Cal. 4414) there is one block that should be continued as a neighborhood play area and ultimately acquired by the City. It is unoccupied at the present time and is served by a recreation building which is not, however, a very adequate structure.

SECTION IX

PARKS

Proposed park improvements are outlined below:

1. East Shore Park Recreation Building:

Estimated cost \$50,000, Class C. This multiple-use building will replace the existing old dance hall.

2. Alvarado Park Improvements:

Estimated cost not determined, Class C. This 42-acre park is in the hills on the eastern edge of Richmond and has a Dance Hall that is in good shape. A caretaker's house is needed at the present time, since there is none available.

Outside equipment at Alvarado Park is adequate, but most of the driveways through the park should be widened. No plans have been made, but trails have been constructed and general grading has been completed.

3. Nicholl Park:

Estimated Cost, \$5,000, Class C. General facilities for recreation are adequate. As part of a planned program of additions of park buildings, a general recreation hall should be constructed.

SECTION X

HEALTH

At the present time health activities are carried on in the Richmond Health Center by the Health Center Association, a non-profit semi-official group, in a building constructed with County funds and operated with funds provided one-half by the County and one-half by the City. The City is represented in the operating Health Center Association by a Council Member; the county by the district's member of the Board of Supervisors; the schools by a member of the School Board.

A. New Buildings

There is an urgent need for a county isolation ward in the City of Richmond. At the present time there are only 16 beds in the County Hospital at Martinez. The new ward should have 12 to 15 beds on the basis of 50,000 population, and more if the population is greater. This should be a county project financed with county funds.

B. Retention of Existing War Services Provided By the City, the County, the State Department of Health, and the U.S. Public Health Service.

After July 1, 1944, the health department will have the following personnel:

<u>City-Paid Health Personnel</u>	<u>State-Federal-Paid Personnel</u>
1 health officer	1 venereal disease control
1 superintendent of nurses	officer (full time)
2 sanitary inspectors	1 physician for maternal
5 public health nurses, including	and child health
(2) recent additions	6 public health nurses
2 clerks	2 sanitary inspectors
1 bacteriologist	2 clerks
1 veterinarian	

Even with a considerable population decrease, it will be necessary for Richmond to continue to have the services of most of the above personnel in order to conduct a satisfactory general health program. The present program includes, among other things, tuberculosis and immunization clinics, daily venereal disease clinics, semi-weekly physiotherapy clinic for polio cases. Well-baby and other clinics are held outside the Richmond health center -- some of them in the housing projects. The Health Center also conducts a clinic three times yearly for crippled children, and semi-monthly clinics for rheumatic fever cases.

#### C. Disposition of FPMA Clinics

As will be the case with recreation buildings, these clinics will be discontinued and the temporary buildings dismantled when the housing projects are removed.

### SECTION XI

#### HOSPITALS

##### A. Use of Richmond Hospital for General Service

The Richmond Hospital, at 23rd Street and Gaynor Avenue, privately owned and operated, has 65 beds, 16 bassinets, and three surgical units. It is well located, has been successfully operated, and was adequate for the 1940 Richmond population.

It is not large enough for the present population. At the present time the city is paying \$300 per month for emergency room privileges in the hospital.

The Chamber of Commerce has been making some efforts to get a private organization to undertake the operation of a hospital, to be constructed with Federal funds, sponsored by the city.

B. Use of Richmond Field Hospital for General Hospital Service

At the present time Richmond Field Hospital at Cutting Boulevard and 14th Street is available only to those workers at the various shipyard installations who belong to the hospital benefit group. The plans of the Permanente Foundation for the use of this hospital in the postwar period have not been revealed. Indications are that it may be used after the war entirely by Kaiser Company employees.

C. New Emergency Hospital

Estimated cost for beds alone (if combined with an existing hospital) \$30,000; complete unit \$60,000, Class B. This should be constructed by the City and the County. The city has been trying to obtain Federal approval of a 12-bed emergency hospital. Contra Costa County has indicated that it would contribute up to \$30,000 toward the construction and would pay 50% of the cost of operation. It would be more economical to build and operate these emergency facilities if they were combined with a general hospital, to avoid duplication of equipment and staff, and the possibility of doing this is being examined.

PART V

SERVICES TO FUTURE CITIZENS

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FUTURE CITIZENS

Wartime emergencies have not blinded the citizens of Richmond to the fact that guarding the welfare of its future citizens is one of the community's most important tasks. The sudden increase in Richmond's war industries caused a critical social situation. Thousands of persons from rural areas found themselves, overnight, in the midst of hectic urban life in a city where it was difficult, if not impossible, to maintain normal social controls.

The phenomenal growth in population quickly overwhelmed the many agencies dealing with youth. Lack of sufficient facilities for school and recreational activities is a basic factor underlying most of the juvenile problems in the community. Community leaders are in agreement that the double shift in the schools is probably the greatest single cause of youth problems in the city. They are convinced that something must be done to alleviate the serious conditions which result when thousands of the community's children are free from essential control and left largely to their own devices for a large portion of the day. These children get into trouble during the half day they are out of school and have at best only a limited amount of home supervision. In many families both parents work and children are left to care for themselves. The combined efforts of public and private agencies cannot successfully meet the challenging need of over 20,000 school children under these conditions.

One of the most constructive trends in community life in California has been the expansion of the school into a true community center, with an increased school day. But Richmond has been faced with the necessity of cutting in half its school day for younger children. Prompt temporary measures must be taken and adequate permanent services and facilities provided at the earliest possible date to protect what is the most valuable asset any community has--its Future Citizens. Some of these needs are considered in this part of the study in Section I on Schools, and Section II on Youth Services and Juvenile Delinquency.



PART V.

SERVICES TO FUTURE CITIZENS

Section I. Schools

By  
Walter T. Helms  
Superintendent of Schools  
Richmond, California

PART V

SECTION 1: SCHOOLS

Elementary and Secondary

Richmond City School District (Elementary) contains all the elementary schools in the City of Richmond and also all those in El Cerrito and one in the Kensington area southeast of El Cerrito.

Richmond Union High School District, in addition to the areas in Richmond City School District, also contains the San Pablo, Pinole-Hercules, and Sheldon Elementary School Districts.

Figure 3 indicates the drastic change in the school situation since 1940. That year the Richmond Elementary Schools contained fewer than 3,000 children. They were distributed in eleven school buildings which contained a total of 132 classrooms. This was an average of 23 children per room. At the same time Richmond Union High School District had an enrollment of 1,700 junior high students in 72 classrooms, an average of 24 per room; and 1,600 senior high school students in 61 classrooms, an average of 27 per room.

By the spring of 1944 the war production program had crowded more than 13,000 children into thirteen elementary schools having a total of 192 classrooms, an average of 67 children per room; 5,400 junior high students into 73 classrooms, an average of 75 per room; and 2,500 senior high students into 64 classrooms, an average of 39 per room.

Table IV presents data for the Elementary school district, by schools, on the change in enrollment and number of rooms since 1940. Table V presents similar data for the Richmond Union High School District. It is evident from these data that, in the case of the senior high school, entries into the armed services and severances to go to work had kept the average load within limits which could be fairly well handled without disrupting the school day.

The elementary and junior high schools, however, were so heavily overloaded that in most cases students had to be divided into two groups. One group attended

FIGURE 3

ENROLLMENT, NUMBER OF CLASSROOMS AND ENROLLMENT PER CLASSROOM  
Richmond Elementary and Secondary Schools  
1940, 1943 and 1944

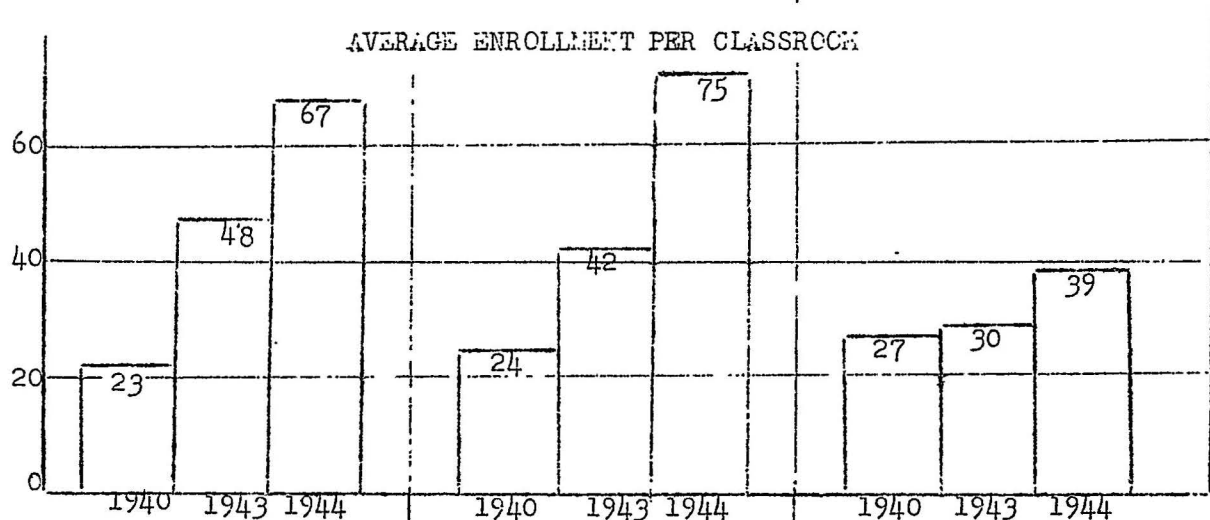
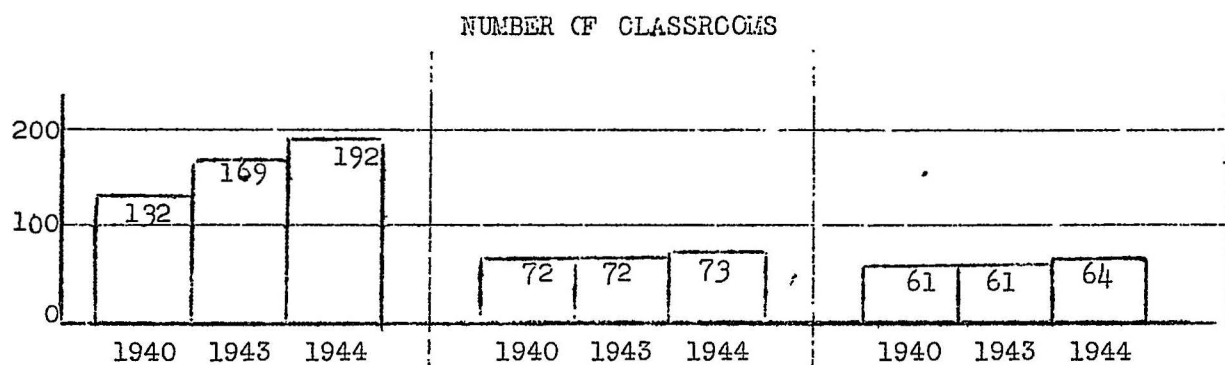
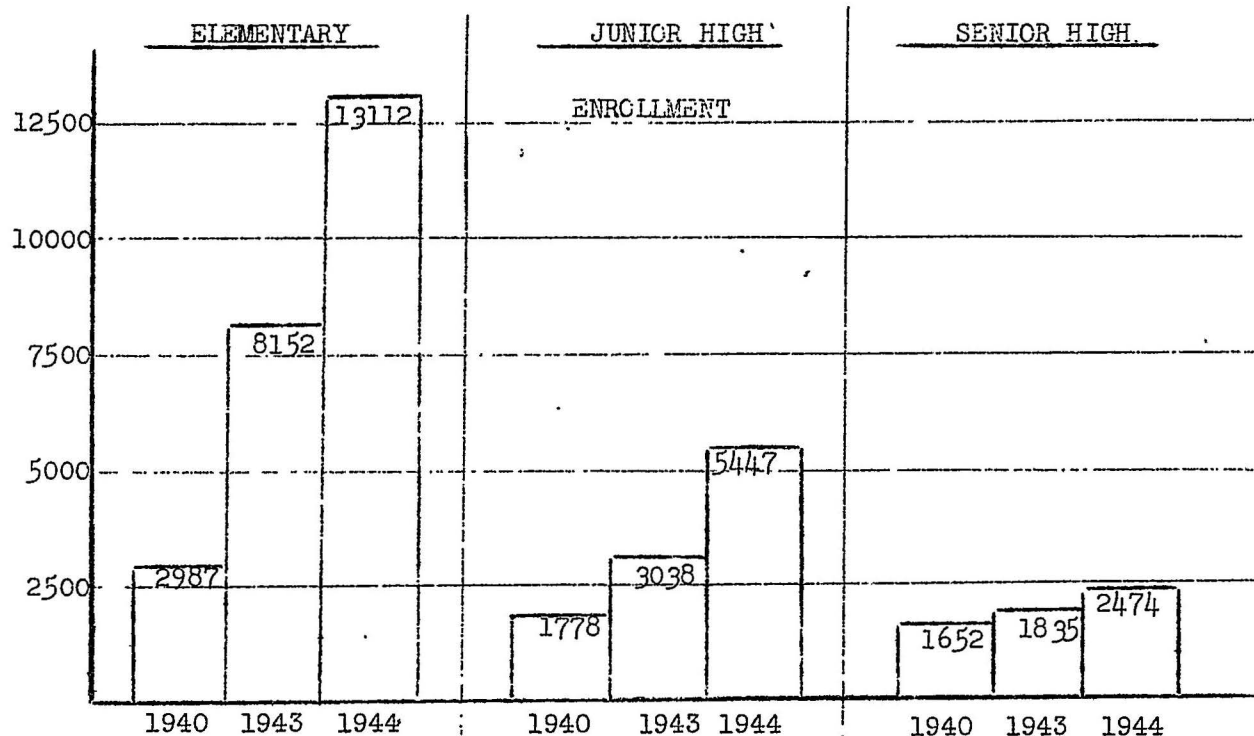


TABLE IV

COMPARISON OF ENROLLMENT AND OF NUMBER OF ROOMS  
 RICHMOND ELEMENTARY SCHOOL DISTRICT, 1940, 1943 and 1944  
 AREA: Richmond, El Cerrito, and Kensington locality  
 SCOPE: Kindergarten through 6th Grade

Name of School	Spring of 1940		Spring of 1943		Spring of 1944		Additional Rooms	
	Available Rooms	Students Enrolled	Available Rooms	Students Enrolled	Available Rooms	Students Enrolled	Now under Construct.	Apvd. for Construct.
<u>In Richmond</u>								
Grant	20	434	20	1018	20	1102	—	—
Harbor Gate	—	—	—	—	10	818	—	9
Lincoln	16	420	16	1143	16	1191	—	—
Nystrom	10	171	40	1138	40	2298	—	—
Peres	17	391	17	545	17	651	—	—
Pullman	4	68	4	212	4	461	10	—
Stege	8	194	11	1206	15	2444	10	14
Washington	8	171	11	550	11	1028	—	—
Winehaven	1	—	1	18	1	14	—	—
Woodrow Wilson	17	344	17	898	17	1099	—	—
Sub-totals	101	2193	137	6723	151	11,106	20	23
<u>Outside Richmond</u>								
Fairmont	17	318	17	751	17	758	—	—
Harding	7	253	8	384	11	617	—	—
Mira Vista	7	223	7	294	7	323	—	—
Kensington	—	—	—	—	6	308	—	—
Sub-totals	31	794	32	1429	41	2006	0	0
Totals for the District	132	2987	169	8152	192	13,112	20	23
Average Number per Room	23		48		67			

TABLE V

## COMPARISON OF ENROLLMENT AND OF NUMBER OF ROOMS

RICHMOND UNION HIGH SCHOOL DISTRICT, 1941, 1943, and 1944

AREA: Elementary School Districts of Richmond (includes El Cerrito and Kensington locality), San Pablo, Pinole-Hercules, and Sheldon

SCOPE: Junior High--Grades 7 through 9; Senior High--Grades 10 through 12

JUNIOR HIGH SCHOOLS

	<u>Winter of 1940-1</u>		<u>Winter of 1942-3</u>		<u>Winter of 1943-4</u>		Rooms in Construction
	Available Rooms	Students Enrolled	Available Rooms	Students Enrolled	Available Rooms	Students Enrolled	
<u>In Richmond</u>							
Harry Ells	--	--	--	--	--	--	30
Longfellow	27	731	27	1331	27	2576	--
Roosevelt	31	747	31	1157	30	2031	--
Sub-totals	58	1478	58	2488	57	4607	30
<u>Outside Richmond</u>							
El Cerrito	14	300	14	550	16	840	--
TOTALS	72	1778	72	3038	73	5447	30
Average Number per Room		24		42		75	

SENIOR HIGH SCHOOLS

<u>In Richmond and Outside</u>							
Richmond Union	53	1563	53	1570	53	2044	
El Cerrito	8	89	8	265	11	430	
TOTALS	61	1652	61	1835	64	2474	
Average Number per Room		27		30		39	
JUNIOR-SENIOR HIGH TOTALS	133	3430	133	4873	137	7921	

school in the morning. The other attended in the afternoon. This procedure deprives both groups of at least one-third of the schooling to which they are entitled under the provisions of the Constitution and Statutes of the State of California.

If the residences of these children had been evenly distributed geographically in relation to the individual school buildings, conditions would have been bad enough. But the heavy concentration of children in congested public housing areas temporarily compelled nearby schools to abbreviate the school day still further by dividing it into three, and in extreme instances into four, parts.

If these children had all had uniform previous school experiences, normal progress in one-half, one-third, or one-fourth of a regular school day would still have been impossible. But they came from many different states. They came from widely differing school systems. Because of such diversities, these children should have had a longer, rather than a shorter, school day.

Despite the best, all-out efforts of the Richmond schools, an inevitable lowering of standards resulted. The handicaps of time shortages, classroom shortages, teacher shortages, and dwindling finances have culminated in a permanent loss to the school children. Successful democracy requires the greatest possible number of enlightened future citizens. Here are twenty thousand future citizens who will have missed something in the way of adequate preparation to perpetuate what our armies are preserving. A sidelight on the immediate ill effects will be found in the following section of the report, entitled Youth Services and Juvenile Delinquency. Long range effects can be expected to be even more serious.

Some slight amelioration in existing overcrowding will be brought about during the coming school year by the completion of the 20 elementary classrooms now under construction and by the additional 24 which have been approved for construction. The junior high situation will be considerably, although not

sufficiently, improved when the new Harry Ells junior high has been completed, and the burned portion of the Roosevelt junior high rebuilt.

Richmond must, however, look forward to a continued school construction program in order to give its children full time schooling. In this report it is assumed that the school population will not decrease to any great extent for some time. Postwar construction, however, is recommended only in those areas in which expansion will undoubtedly take place as temporary public housing is succeeded by private residential construction. Probable resultant decreases in the enrollments in certain schools have been taken into account in specific new school construction projects.

Table II, page 21, summarizes the school improvements needed by both the Elementary and the High School Districts. Proposed improvements are divided into three classes:

- Class A: Critical projects which because of imperative needs, must be started as soon as materials and manpower are available, amounting to \$356,000;
- Class B: Urgent projects which can wait until after the war is over but are necessary to provide reasonable service for a City of a minimum population of 50,000, amounting to \$1,578,000;
- Class C: Other Needed projects which must be provided to supply adequate facilities for a normal peacetime City of a minimum population of 50,000, amounting to \$220,000.

These needed improvements, including the nature and estimated cost of each, are discussed individually below, starting on page 81.

Capital Outlay Versus Current Expenses.

The financial approach to a future building program of such magnitude raises the question of the wartime relationship of building funds versus current expenses. The Richmond school districts have made a conscientious effort to finance without outside assistance the new and heavy burdens imposed on the schools by the government's war program. The Richmond Union High School District has been especially overburdened at the junior high school level. The Elementary School District has been permitted by the Federal government to exhaust its reserves and to enter upon a hand-to-mouth financial existence. The effort the district has made is shown in the following table of comparative tax rates:

	<u>1939-40</u>	<u>1942-43</u>	<u>1943-44</u>
Tax Rate of Union High School District - -	.750	.704	.750 (legal limit)
Tax Rate of Elementary School District - -	.487	.825	.900 (legal limit)

Meanwhile assessed valuations in the two districts have increased despite the withdrawal from the tax rolls of federally owned land. Federal Public Housing Authority for the first time has made a payment in lieu of taxes this year amounting to \$34,609.74. But the ten thousand family units built by the Maritime Commission, and occupied by approximately 30,000 persons, have not yet resulted in any payments in lieu of taxes. The increased valuations are shown in the following table:

	<u>1939-1940</u>	<u>Assessed Valuation</u>	
		<u>1942-1943</u>	<u>1943-1944</u>
Richmond Union High District - -	\$47,271,830	\$55,590,850	\$67,457,985
Richmond Elementary District - -	37,419,390	47,127,975	56,894,715

In the Union High District, then, assessed valuations are today 143 percent of what they were, in 1940, while the school load for the combined junior and senior schools is 238 percent of what it was in 1940. In the Elementary District



assessed valuations are today 152 percent of what they were in 1940, while the elementary school load is 439 percent of what it was in 1940.

The relative ability of both districts to bear the burden of their present school loads has been seriously impaired. As has been noted by an official of the State Department of Education, "Three and two years ago this (elementary) district had greater than average California ability to support public schools, as measured by assessed valuation per unit of average daily attendance. Now, despite large increases in taxable property, the attendance has increased so rapidly that this ability has sunk to approximately half the average."

This means that, especially in the case of the Richmond Elementary School District, the patriotic effort to shoulder its own burdens and the added burdens laid upon it by the federal government has cut approximately in half the capacity of the district to finance its public schools.

To meet estimated deficits in current operating expenses for 1943-44 and to retain a cash balance sufficient for operation in the autumn of 1944, the overloaded City (elementary) School District has been obliged to request financial assistance from Federal Works Agency in the amount of \$258,147. Similarly the Union High School District, which operates the senior high school and the overloaded junior high schools, has requested \$282,326.

These sums will by no means enable the school districts to (1) pay their bills for the fiscal year, (2) retain sufficient cash on hand to carry on in the autumn until new income is available, and (3) render the same quantity and quality of services they were rendering before the war. But these amounts will make it possible for the districts somewhat to reduce the accumulating losses which are being suffered by the school children.(1)

---

(1) Since the above was written, an offer of federal financial assistance for the current expenses of the elementary district has been made in the amount of \$47,091. This leaves it in a precarious financial condition. As of August 30, 1944, the high school district had received no offer of any assistance whatsoever.

PROPOSED SCHOOL CAPITAL IMPROVEMENTS are here shown in some detail:

1. Improvement of Temporary Buildings.

Class A Project:

Playground Surfacing. Estimated cost \$15,000.

Not only is the condition of some of the playgrounds around several new temporary school buildings very bad during wet weather, it is actually dangerous during dry weather because of uneven surfaces or holes. Many sprained ankles and broken bones have resulted.

Class B Projects:

Stuccoing of Temporary Buildings. Estimated cost \$120,000.

All elementary buildings constructed since 1941 require stuccoing. With this treatment their improved appearance and increased value will permit their use for many years. It must be remembered that these schools are all now operating on half-time schedules. Even a 50% decrease in their future student load will still leave them full to the doors on the normal full-time basis.

Central Heating Systems. Estimated cost \$30,000.

The new Nystrom school, built by the Maritime Commission, was provided with a central heating system. But in the new Stege, Pullman, and Harbor Gate schools, the partially installed systems must be completed. This requires thermostatic controls and a change to fuel oil. In all the other new temporary school units, complete new heating systems are needed.

Clock and Communication Systems. Estimated cost \$3,000.

With the exception of the new Nystrom school, all new buildings need time systems and communication systems for administrative efficiency.

Earthquake Protection. Estimated cost \$350,000.

This is one of the most important postwar projects. Previous to the war, inspection revealed that several of the older school buildings do not conform to the California School Laws concerning safety and earthquake protection. The school authorities planned at that time to call a special

election and ask the voters to authorize a \$400,000 bond issue to remedy the existing structural defects in the older buildings. The outbreak of war delayed the project, but it must be resumed after the war. The needed strengthening will permit continued use of the Woodrow Wilson, old Pullman, Peres, old Nystrom, Grant, Harding, Fairmont, and Kensington schools.

## 2. New Elementary School Construction.

### Class A Project:

New Eighteen-Room Lincoln School. Estimated cost \$125,000.

Because the old Lincoln School building is located in what has now become a down-town commercial district and is therefore not advantageously located to serve children from residential areas; because of its age; and because of the excessive cost of reconstructing it to comply with the Earthquake Protection Laws, a new Lincoln school should be constructed. This might well be located in the block bounded by 7th St., Chanslor Ave., 8th St., and Bissell Ave. The new structure should contain 18 regular classrooms, a kindergarten unit, and an auditorium.

### Class B Projects:

Six-Room Addition to Harding School. Estimated cost \$35,000.

The one prewar temporary classroom now remaining on the site of the Harding school should be removed. In its stead a six-room addition should be made to the present building, using the existing sanitary and heating facilities, which have capacity to absorb the increased load. Continued residential construction in this part of El Cerrito is inevitable as the City of Berkeley steadily overflows into adjoining territory.

Six-Room Primary School in Richmond Annex. Estimated cost \$45,000.

A site, of a block in area, has already been purchased by the school district at Panhandle Boulevard and Sutter Avenue. Continued residential growth in this neighborhood, together with the hazards to young children who now have to cross heavily-traveled San Pablo Avenue to reach existing

schools, justifies constructing a primary school in this neighborhood. A playground and suitable equipment should also be provided.

Six-Room Primary School and Community Center in North Richmond. Estimated cost \$100,000.

This new school is needed to serve the expanded population in the area across the Santa Fe railroad tracks from Triangle Court. The building should, however, be more than merely six regular classrooms and a kindergarten room. The equally urgent need is for a building designed as a community center and a recreation center for that area. It should contain in addition to school rooms several special rooms for various activities, club rooms, a kitchen, and an auditorium equipped with a stage. It will be necessary to acquire a suitable site.

Six-Room Primary School and Community Center at Coalinga and 18th. Estimated cost \$100,000.

The school district already owns part of a site at Coalinga Ave. and 18th St. A combined primary school and community center there --like the one mentioned above for North Richmond-- would serve a new neighborhood of many recently constructed private residences. It would also relieve an increasingly heavy overload on the Grant school.

Lincoln-Roosevelt Playground. Estimated cost \$80,000.

To provide a playground for the proposed new Lincoln elementary school and for the Roosevelt junior high school will require more space than is now available to the school districts. The area now owned by the schools would provide half a block for 1,000 primary and intermediate children, and half a block for 1,500 adolescents. The districts are under the necessity, therefore, of purchasing additional land and razing the old structures now occupying it. That explains the relatively high cost of the project. Part of the playground would consist of the area now occupied by the inadequate

temporary classrooms set up as a relief measure when the classroom portion of the Roosevelt junior high school was destroyed by fire.

Class C Project:

New Castro School in El Cerrito. Estimated cost \$45,000.

Somewhere between the existing Fairmont and Mira Vista schools in El Cerrito a six-room primary school should probably be erected if postwar residential construction continues in this locality. An ample playground should be provided for it.

3. New Secondary School Construction.

Class A Projects:

Twelve-Room Addition to Union High School. Estimated cost \$75,000.

Increased enrollments already threaten the capacity of the existing union high school building. While there will be probably not very many returning veterans enrolled, there may well be, however, more than a few young people whose schooling was interrupted when they went to work in war industry. But without question the Richmond junior high schools, loaded with three times as many students this year as they had in 1940, will greatly increase the senior high school enrollment, beginning next year. The need for additional construction is so great that the high school district should start construction the moment money, materials, and labor are available. Plans and specifications should be started now.

The questionable policy of requiring school districts to exhaust reasonable cash reserves to meet current expenses, instead of creating cumulative building funds, is likely to prove unfortunate for postwar recovery in the field of school construction.

Roosevelt Junior High Completing and Furnishing. Estimated cost \$100,000.

The burning of the classroom portion of the old Roosevelt junior high school early in March, 1943, threw another heavy burden on an already overloaded school system. Although the Federal Works Agency with commendable

celerity set up 30 substitute classrooms, made out of former WPA field offices, the rapidly mounting junior high enrollments demanded additional construction. Part of this the district tried to provide by rebuilding the burned classroom unit of the Roosevelt with the insurance money. But the amount available was not sufficient to complete the rebuilding and equipping of the school. An application for federal assistance was denied.

Harry Ells Junior High Furnishings. Estimated cost \$41,000.

Although the federal government is constructing the classroom portion of the new Harry Ells junior high school, the district will be obliged to buy the equipment with its own funds. This is contrary to frequent practice in making grants for school facilities from Lanham Act funds.

Class B Projects:

Harry Ells Junior High Completion. Estimated cost \$315,000.

Wartime shortages of building materials and labor no doubt justified the federal government in limiting the construction of purported junior high schools to the classroom portion only. But this restriction leaves such a school without the shops, laboratories, and gymnasium-assembly facilities required for the operation of a junior high program by the California School Laws. These omissions from federal construction should be supplied as soon as possible. Half-complete junior high schools on top of half-time school days double the losses to the school children.

Twelve-Room Addition to El Cerrito Jr-Sr. High. Estimated cost \$75,000.

The original planning for this school included a science unit which has not yet been built. The rapidly expanding enrollment of the school will probably necessitate half-time shifts for junior high students next autumn. The future outlook is for continued residential construction in El Cerrito. Therefore this school addition should be undertaken as soon as possible after the end of the war. Included in the cost of the project is provision for stuccoing the five classrooms which were built recently.

Thirty-Room San Pablo Junior High. Estimated cost \$325,000.

In April, 1940, San Pablo Elementary School District had an enrollment of 583 children. In 1944 it was struggling to care for five times that number with grossly insufficient facilities all on half-time shift. If there were a junior high school in San Pablo, it would now enroll over eight hundred students. The increased numbers of children coming up through the elementary schools of San Pablo and of adjacent elementary districts necessitates the construction of a new 30-room junior high school. It might well be located in MacArthur Village or in El Portal, where it would serve the junior high students from San Pablo, Rollingwood Tract, El Sobrante, Pinole, and Hercules.

Class C Project:

Civic and School Auditorium at El Cerrito Jr-Sr. High. Estimated cost \$175,000.

On the site, or near the site, of El Cerrito junior-senior high school provision should be made for a combined civic and school auditorium with a seating capacity of 1,500 persons. There are no facilities of this sort in the growing city of El Cerrito. Both the school and the community need them. Part of the financing, of course, might well be undertaken by the city itself.

PART V

SERVICES TO FUTURE CITIZENS

Section II. Youth Services and Juvenile Delinquency

By  
Roy C. Votaw  
Field Representative  
California Youth Authority



F O R E W O R D

This brief study of juvenile delinquency and of the services of the various protective and character-building agencies serving the youth of Richmond was made by the Division of Delinquency Prevention of the California Youth Authority in June, 1944, at the request of the State Reconstruction and Reemployment Commission and the League of California Cities, as part of the larger community study in which they were cooperating with the City of Richmond.

In view of the purpose of the total report, particular emphasis has been placed on the urgent need for expanded facilities and for additional services in the child welfare program of the community, and to point out the responsibility of the Federal Government to assist Richmond in meeting these problems, both now and in the postwar adjustment period.

KARL HOLTON, Director  
California Youth Authority

ACKNOWLEDGMENT

Many community leaders in Richmond and Contra Costa County contributed their ideas and suggestions to our representative, Roy C. Votaw, who prepared the report.

We are particularly grateful for the assistance of the Honorable A. F. Bray, Judge of the Superior Court of Contra Costa County, and Judge of the Juvenile Court; Dr. Walter Helms, Superintendent of Schools; Major Ivan Hill, Superintendent of Recreation; Dr. Leon L. Loofbourow, President of the Ministerial Association; Mrs. Frederica Edgar, Chief Probation Officer of Contra Costa County; L. E. Jones, Police Chief; Mr. Fred Breen, Y.M.C.A. Secretary; Reverend Harold H. Henderson, Director, United Church Ministry; Miss Zelma Parker, Supervisor of the Child Welfare and Attendance Division; Henry Blaylock, Field Executive of the Boy Scouts of America; Miss Dorothy Stahl, Police Woman; Inspector John Kinstrey, Juvenile Officer; Mr. D. S. MacDonald, Executive Director of the Boys' Club of Richmond; and others interested in youth welfare. Mr. Paul Carrico of the Federal Security Agency and Mr. Mel Scott, Director, San Jose Planning Council, also kindly made available the results of their previous studies of Richmond. The report has been submitted to City Manager J. A. McVittie for his consideration.

Heman Stark, Chief  
Division of Delinquency Prevention  
  
California Youth Authority

YOUTH SERVICES AND JUVENILE DELINQUENCY

In 1940 Richmond was a normal city of normal families. Its young people were as well behaved as the young people in any stable American community. Then came the flood of war workers with their families. The youthful population of Richmond was swelled by tens of thousands and all the normal facilities for schooling and for recreation were swamped.

The double-shift school, and in some instances a triple or quadruple-shift, and the lack of facilities for recreation at the hastily built Federal housing projects, released hordes of youngsters to roam the streets with nothing to do but to get into trouble. Playground equipment furnished by the city was ruthlessly destroyed by those for whom it was provided. This was only one of the many kinds of mischief in which these unsupervised children of war worker mothers and fathers became involved, and there was no way of restraining them even after they were apprehended, for detention facilities were hopelessly inadequate. Richmond city officials were faced with an impossible situation: the need for dealing with an enormous new child population, with the facilities and services adapted to a small city with normal home-town families.

POLICE DEPARTMENT - DETENTION - JUVENILE COURT

In Richmond, youth in difficulty is the joint responsibility of the Richmond Police Department, and the Contra Costa County Probation Department. Although the Police Department has not kept statistics over a sufficiently long period of time to warrant making many definite statements regarding trends of delinquency, general opinion is to the effect that delinquency has at least kept pace with the rapid growth in population. In June 1943 a well trained police woman was added to the staff. In January of 1944 an inspector was named as juvenile officer to work with boys. The two work independently. In five months the juvenile officer for boys has had some 700 brought to his attention for some infraction of the law. Many of these boys were placed on unofficial police probation. Approximately one-third, the more serious cases, were referred to the County Probation Department. The police woman has had a rather large number of girls referred to her, but no record of totals has been kept until recently. She is now receiving from five to six new girls a day.

Since the Richmond Police Department has not compiled a total of the number of juveniles apprehended in 1943, and since the County Probation Department did not divide its reports by communities last year, it is not possible to compare the present trend in juvenile difficulties with those prevailing in 1943. Assuming that the number of boys will continue to average 160 per month, and that at least 80 girls per month will be referred, the total would be 240 juveniles per month, or 2,880 for a year.

Because many of the children involved in difficulties in the city come from adjacent areas, a population figure of 130,000 is used for Richmond and its adjoining area. Using also the U. S. Census Bureau's July 1942 estimate that 25.3% of the total population are between the ages of 5 and 19, it may be assumed that there are 32,890 children of this age in and about Richmond.

Richmond apprehensions of 2,880 out of 32,890 juveniles gives a rate of 87 per thousand. The rate of juvenile apprehensions throughout California in 1943, as shown by the California Peace Officers Association survey, was about 25 per thousand. Thus, it would appear that for the first five months of 1944 the Richmond area had a rate of juvenile apprehensions more than three times that of the State in 1943.

The police woman, who is responsible for girls as well as women, and the inspector, who is responsible for boys cases, are crowded into one very small office, located next to the Police Court. Privacy for satisfactory interviewing is almost impossible to obtain in the present location. Additional office space for each of them in more suitable locations, preferably away from adult offenders, is a critical need. The City is planning to construct, after the war, an adequate police headquarters building and jail, with a separate section for juvenile cases.

A lock-up room is provided for girls and women. Another lock-up room with five beds in it is available for boys. Occasionally it is necessary to go through a cell occupied by adults to reach the juvenile lock-up room. The police department is to be commended for insisting that these lock-ups be used only in emergency situations. Whenever possible juveniles are delivered to the County Detention Home in Martinez, the county seat, almost twenty miles away. No individual rooms are available for boys. The County Detention Home, operated by the County Probation Department, has a capacity of twenty-nine children. The average through the months of February and March was 22.7

in daily attendance. This means that the Detention Home has been filled to capacity much of the time. In view of the distance to the county seat, and the fact that over one half of the children brought to the attention of the County Probation Department come from Richmond, some type of temporary facility might well be built in the city. This detention facility could include space for the juvenile officers. Adequate permanent facilities should be provided after the war.

The present demands upon the police woman indicate the need for an additional police woman who might give all of her time to women. The girl's and women's division will need some clerical assistance. The present officer working with boys is attempting to interview as many as sixty on a Saturday.

Richmond needs a strong modern juvenile bureau. In the boy's division, in addition to one officer to head up the division, one officer appears to be needed on the day shift and another on the 4:00 P.M. to midnight shift. The boy's division should also have a clerk in order that adequate records may be kept and prompt reports can be given to the Child Welfare Division of the city schools, and to the County Probation Department immediately after the apprehension of juveniles.

The curfew is reported to be enforced satisfactorily. The attitude of many parents toward law enforcement has been disturbing to the police and numerous instances of parental neglect of small children are coming to their attention. Richmond operates a successful Junior Traffic Patrol with some 200 boys participating.

Four hundred and thirty-three petitions to bring children to the attention of the Juvenile Court have been filed up to June 1944, 303 coming from Richmond. In February of 1944, 38 out of 57 were from Richmond, and in March of 1944, 25 out of 46 were from Richmond. As of June 1, 1944, 625 boys and 338 girls,

a total of 963 juveniles, are under the supervision of the Juvenile Court. A majority of these are from Richmond.

One of the judges of the Superior Court of Contra Costa County serves as the Juvenile Court Judge. He and the County Probation Department are serving Richmond by providing court and office services in Richmond, thus saving parents and others the long trip to the county seat. Very temporary and inadequate office space has been made available to date, and Richmond would do well to provide more suitable locations and facilities for them.

The Probation Department has had a total staff of seven, but expects to have about twice as many probation officers after July 1, 1944. Whereas one probation officer has been regularly stationed in the Richmond branch office, it is planned to have three men and one woman serving during the coming year.

#### SCHOOLS

Over 20,000 children are enrolled in the Richmond schools. Thousands of these children are provided with just one-half day's school, truancy is very difficult to control. It is agreed that truancy is one of the earliest indications of predelinquency, and is often a sign of serious individual and social maladjustment. School officials have estimated that about 3,000 children are out of school each day, most of these probably as truants. It is recognized that there probably are hundreds of children living in Richmond who have never even registered at school. The School Department now has four child welfare and attendance supervisors. One of the supervisors is assigned to the cases of children who are brought to the attention of the Richmond police and the juvenile court. It is planned to add two trained supervisors next September.

A stronger mental and physical testing program and additional psychiatric services are needed. The attendance and child welfare supervisors at present

have no clerical assistance and they must type their own reports and letters. Additional clerical assistance would greatly strengthen this division. Some type of parental school might be planned, to which the Police, Juvenile Officers, the local Justice Court, Child Welfare Supervisor, Probation Officers, and Juvenile Court Judge, might refer parents who appear to them to need a period of special training. Additional time is needed on the calendar of the Justice Court in Richmond, in order to deal more adequately with truancy and neglectful parents.

The schools should strengthen their vocational and trade training departments. Richmond should follow the trend in public education toward providing much more effective individual guidance and personal counselling since it is recognized that these services greatly assist the child in his adjustment to society. Additional school emphasis should be given to training for the proper use of leisure time. The schools need the support of every community agency and organization toward the goal of providing full-time educational service for all of the youth of the community. The Richmond leaders interviewed seemed to be in agreement regarding the necessity of obtaining full-time school opportunity even though temporary shelters might have to be used in some instances. There is even the possibility of providing bus transportation to existing and temporary additional school facilities away from the most congested sections of Richmond. The School Department is utilizing the facilities which are available for child welfare, attendance, health, guidance and testing divisions. The Department also should provide a liaison worker to clear cases between the schools, Police Department, and Probation Department, and should cooperate in setting up a confidential juvenile file to facilitate clearances between the departments concerned.



### RECREATION

In-service training, with the possible cooperation of the University of California through its extension services, might strengthen the entire public recreation program. Encouraging indications regarding the results of the expanded recreational program have been noted by many community leaders. Some of the dangers in the recreation centers as "meeting places" are not being overlooked. The recreation leaders have shown a real interest in their work. The School Department, with such assistance as it may obtain from the University and other agencies, should attempt to strengthen the program by providing additional training for these leaders. Youths, themselves, are being encouraged to participate democratically in their own programs. The City Federation of Youth Councils, composed of representatives from the various teen-age clubs, should make an excellent contribution in the field of youth self-government. The already existing teen-age centers operated by the recreation department in a dozen locations throughout the city have been augmented by the well equipped new "Teen Club", for the use of high school students each afternoon. This new center is across the street from the Post Office, and provides a suitable meeting place in the central business area. These activities should be continued and strengthened after the war.

### CHURCHES

Churches in Richmond, as in many communities, should strengthen their youth programs. Strong church-centered recreation programs may serve as an excellent social control, and at the same time provide youth with a normal, effective association with church leaders. The United Church Ministry has brought an additional program to meet Richmond's unusual needs. Four young ministers, six women parish workers, and many volunteers are reaching 1,600

children and youths through ten new Sunday Schools. Their program is conducted in Federal Housing Units. The Richmond Area Church Defense Council should follow up its request that a meeting of community leaders be called to discuss community needs, particularly for expanded school facilities, and that the proper State and Federal agencies be made more aware of the serious problems created by the "double-session schools." The older established churches in Richmond should increase their church-centered recreation programs without overlooking minority groups. Church leaders are already aware of an area in the Latin-American community which is in need of special attention.

#### GROUP-WORK AGENCIES

Group-work agencies in Richmond are doing their best to expand in view of new community demands. The Y.M.C.A. Program has been of a neighborhood and community type and is reaching some 700 boys. It has already filled its camp period with 114 boys, and in addition has many on a waiting list. A particularly effective boys club is being sponsored for newsboys under the sponsorship of the Richmond Independent, with "Y" leadership. The Boy Scouts report real growth with an enrollment as of May 1944 of 1,262 boys. There are twenty-seven units in Richmond with five in the process of being formed. Minority groups are being served through the Scouts. They expect to serve about 600 at their mountain camp and about 1,500 at their local camp this summer. The Boys Club in Richmond opened May 20, 1944, through the joint enterprise of the Elks Club, service clubs, and other organizations. Within ten days the Club had 250 members and now has a waiting list of 150. The Club provides indoor activities of a diversified nature and serves boys in one of the new housing areas, from which it is over a mile to the nearest playground for baseball or other outdoor activities. The Girl Scouts, Camp Fire and other programs are

meeting the needs of many girls. However, many of those interviewed felt Richmond should strengthen its character-building programs for girls.

#### COORDINATION

Stronger coordination between all of the protective, educational, and youth serving agencies should be provided through some community council. Richmond formerly had a Coordinating Council. A community council which would represent all of the interests of the community, including parents and other lay people, could serve to study community needs and direct the attention of the existing agencies to these needs. General agreement was found to the effect that busy as they were, agency leaders should give the necessary time to the work of a community council. Such cooperation would strengthen all of the community's efforts to serve its youth more adequately. Immediate attention should be given to the formation of a group, which would continue study of child welfare needs in Richmond, formulate a program of immediate action to meet wartime needs, and to develop in cooperation with city officials a sound, adequate postwar child welfare program.

PART VI

FINANCIAL ANALYSIS

by

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## INTRODUCTION

This part of the report covers the financial development of the City of Richmond during the years since 1929, with major emphasis on the years since 1940 during which the City has become a center of shipbuilding activity. The study is concerned with the effects of wartime industrial activity and rapid population growth on the City's financial condition, both during the war and in the period of postwar readjustment.

The plan of the study is as follows:

Section I contains a survey of current operating expenditures since 1929 and of capital outlay expenditures since 1936. Primary attention is given to the increasing wartime expenditures.

Section II shows the trend of annual receipts since 1929, and compares the several sources of increased wartime receipts, including federal funds.

Section III compares receipts and disbursements for all years since 1929.

Sections IV and V contain estimates of expenditures and receipts for the fiscal year 1944-45 and for the years during which the present level of war activity may continue in Richmond.

Section VI presents an estimate of operating expenditures during the period of postwar readjustment, assuming

- (a) a population of 50,000 and
- (b) a favorable program for the elimination of  
Federal housing projects.

Section VII offers an estimate of annual receipts corresponding to the period of postwar readjustment, under the assumptions made in Section VI and on the basis of alternative tax rates. The range of probable receipts is then compared with the range of probable current operating expenditures, to arrive at an estimate of local funds available for capital construction in the postwar readjustment period.

SUMMARY AND CONCLUSIONS

1. Since 1940, Richmond has experienced a four-fold increase in population. During the same period, current operating expenditures have more than doubled, with by far the largest increase coming in 1943-44. These increases have been heavily concentrated in those activities most closely related to wartime expansion; namely, police and fire protection, and street maintenance, (Section I)

2. Capital outlays, in recent years, mainly on streets, have not been a substantial portion of total expenditures. (Section 1)

3. During the years since 1940, while Richmond's population increased four-fold, total receipts reached a figure two and a half times that of 1939-40. The largest increase came during the fiscal year 1943-44.

Increased receipts resulted from

- (a) expanding yields of existing sources and
- (b) development of new sources

Among the previously existing sources of revenue, property taxes, fines, and franchises accounted for the principal increases. New sources in order of importance were Federal Works Agency grants, Federal Public Housing Authority payments in lieu of taxes, business licenses, and parking meters. (Section II)

In 1939-40 the property tax supplied 79 percent of city receipts. For 1943-44, although the amount collected was considerably larger, the property tax accounted for only 48 percent of city receipts.

4. In the fiscal year 1942-43 receipts from current sources exceeded total expenditures by \$78,512; in the fiscal year 1943-44, by \$465,635.

As of June 30, 1944, a cumulative balance of \$881,378 was on hand, most of which was in the general fund. Because four months of the fiscal year elapse prior to receipt of the first installments of general property taxes in November, this balance may be expected to be drawn upon to the extent of \$350,000 to \$400,000, leaving a balance of about \$500,000 at the tax collection low-point of October 31, 1944 (Section III).

5. Total receipts from all sources during 1944-45 are estimated to exceed those of 1943-44 by about \$300,000, about half of which will come from Lanham Act funds. Total expenditures are estimated to increase by some \$215,000. Since in 1943-44 receipts were more than adequate to cover total expenditures, a favorable balance should again be realized. (Sections IV and V)

6. A comparison of estimated receipts and current operating expenditures for the postwar readjustment period depends upon the assumption made with respect to the property tax rate, because property tax collections are such a predominant part of total receipts.

If the 1943-44 tax rate of \$2.205 per \$100 is used, total receipts may be expected to exceed current operating expenditures by something over \$300,000.

But if the 1940-41 tax rate of \$1.963 per \$100 is used, the excess of total receipts over current operating expenditures may be expected to be only about \$180,000. (Sections VI and VII)

These amounts, representing the estimated excess of total receipts over current operating expenditures, would be available for capital outlays. The relation of these amounts to the city's needs for capital improvements is considered in Part II, pages 15 to 26.

SECTION I

EXPENDITURES OF THE CITY OF RICHMOND

Total expenditures by the City declined from \$1,072,900 in 1929-30 to \$655,480 in 1933-34. During the next three years expenditures were only slightly higher. A substantial increase occurred in 1937-38, with no further marked change until 1940-41. In each year following 1940-41 significant increases occurred. The largest increase, in the 1943-44 fiscal year, was greater than the combined increases of the previous three years and brought a level of annual expenditure of \$1,779,368, which is roughly two and a half times the depression low of 1933-34 and half again as great as the pre-depression peak of 1929-30. Annual expenditures from 1928-29 through 1943-44 are shown in Figure 4 and Table VI.<sup>(1)</sup> The change in total expenditures, classified by functions, appears in Table VII, A.

A. Current Operating Expenditures

Of the reduction of \$417,420 in total expenditures from 1929-30 to 1933-34, the major part (71 percent) is accounted for by decreased expenditures in connection with public service enterprises, principally harbor dredging and wharf construction. Inasmuch as expenditures in connection with public service enterprises represented capital outlays, the decline in the city's current operating expenditures in the depression period was much less severe than would be suggested by the fall in total expenditures. The 1928-29 level of current operating expenditures was approximately maintained through 1931-32. A sharp drop the next year brought current operating expenditures to a level 18 percent below 1928-29. No significant upward change occurred until after 1936-37.

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(1) Tables VI, VII, VIII and IX are at the end of this Part; pages 138, 139, 140 and 141.

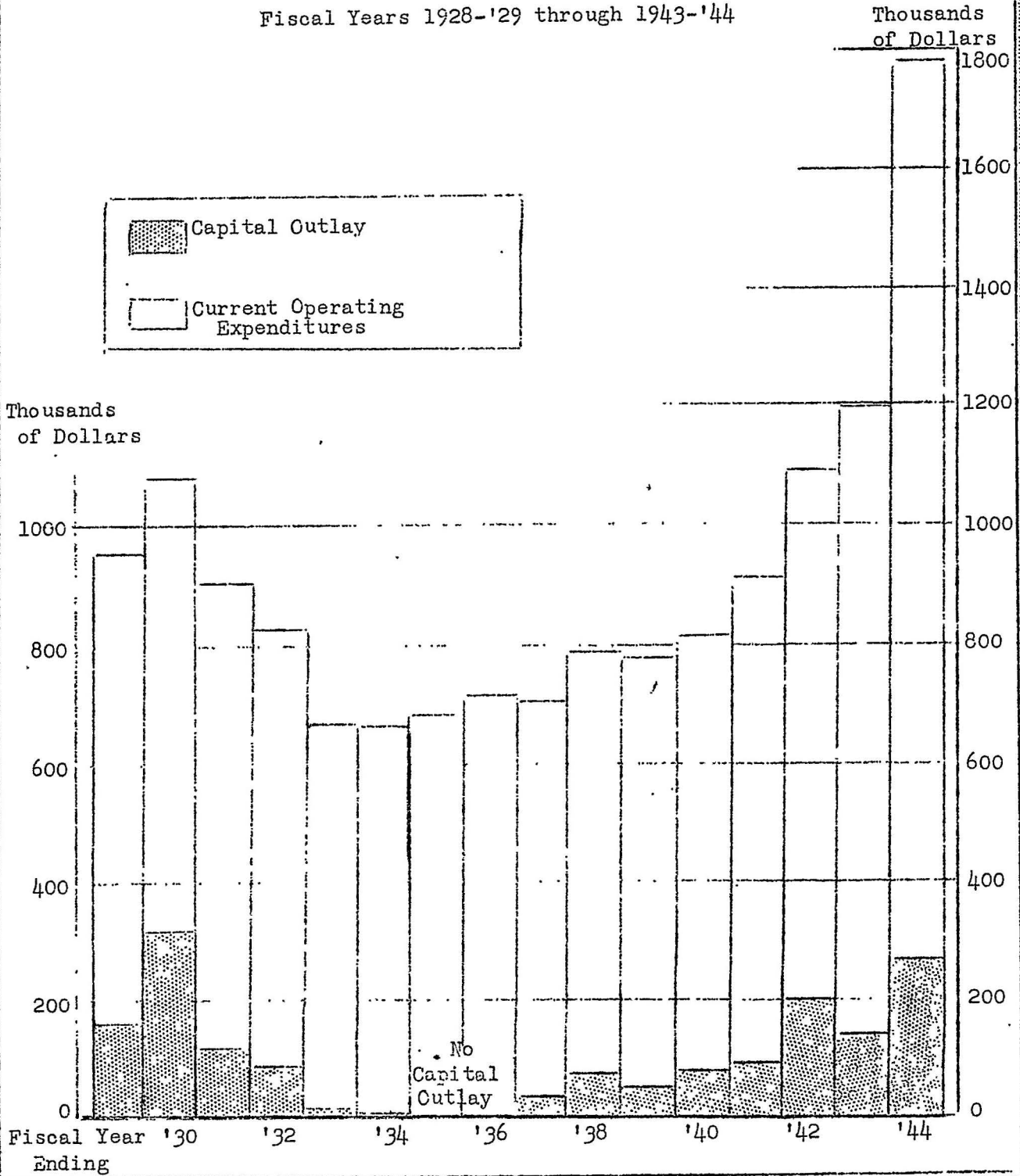


FIGURE 4

TOTAL ANNUAL EXPENDITURES

City of Richmond, California

Fiscal Years 1928-'29 through 1943-'44



Current operating expenditures increased from \$663,740 in 1936-37 to \$716,899 in 1938-39, or by approximately 8 percent. The largest dollar increases occurred in protection to persons and property and in streets. The increases were partially offset by reductions in expenditures in connection with public service enterprises and in debt service. (Table VII, B)

After a modest increase in 1939-40, current operating expenditures rose sharply with the influx of war workers. The 1943-44 level of current operating expenditures, \$1,517,754, represents an increase of 107 percent over 1939-40, with more than half of this increase coming in the last year. As will be seen in Figure 5, the largest increase occurred in protection to persons and property. This item, which accounted for 51 percent of the total increase, represented in large part additional police and fire personnel and higher salary scales.

Substantial increases occurred also in expenditures for streets, general government, and recreation. It should be noted, in addition, that the city's contribution to pension funds (shown in Table VII under trust accounts) increased during the war years in accordance with rising payrolls. Debt service continued to decrease as outstanding bonds were redeemed. (Table VII, C)

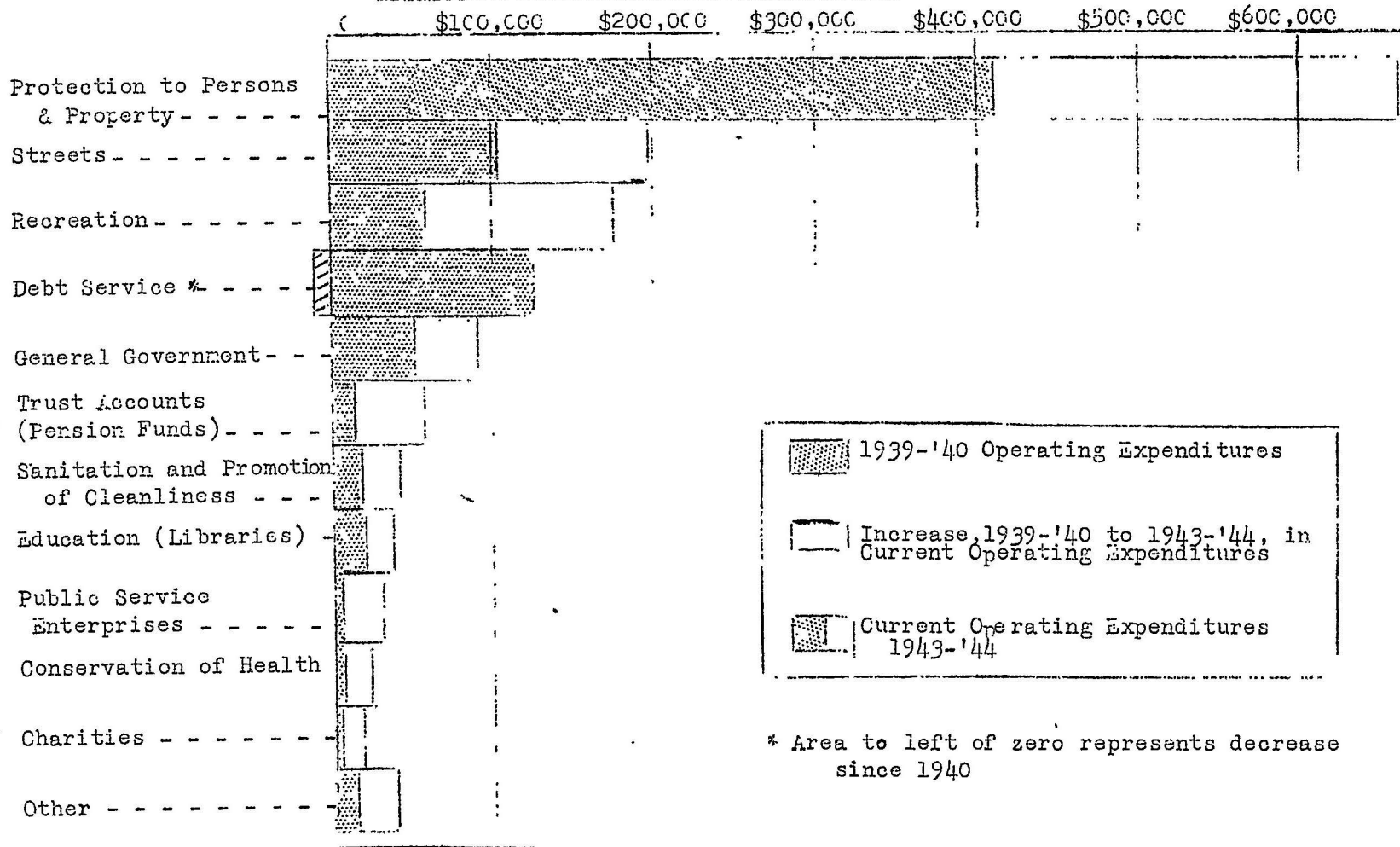
#### Summary

Since 1940, Richmond has experienced a four-fold increase in population. During the same period current operating expenditures more than doubled, with by far the largest increase coming in 1943-44. These increases have been heavily concentrated in those activities and services most closely related to wartime expansion - namely, police and fire protection, street maintenance, and recreation. The effects of rapid growth on the other departments of city government are less immediate and have given rise to increases far less marked.

FIGURE 5

COMPARISON OF CURRENT OPERATING EXPENDITURES

City of Richmond, California  
Fiscal Years 1939-40 and 1943-44



B. Capital Outlays:

Capital outlays for the five years 1928-29 through 1932-33 were largely for harbor improvements. No capital outlays were made during the years 1934-35 and 1935-36. Capital outlays from 1936-37 through 1943-44 appear in Figure 6 and Table VIII. Capital outlay figures include only outlays made by the City of Richmond; and with respect to WPA projects, include only the cost of materials. Payrolls for these projects were met from Federal funds and do not appear in the figures here presented.  
(1)

Two significant points stand out with respect to capital outlays:

1. The amount of such outlays has fluctuated considerably from year to year.
2. Since the mid-thirties, street construction has accounted for the major share of capital outlay. In 1941-42 street construction accounted for about 65 percent of the total capital outlay of \$195,932 and in 1942-43 for about 50 percent of the total capital outlay of \$134,443. A major portion of the street construction undertaken during these years was a direct consequence of increased movement of heavy vehicles in the shipyard area.

The 1942-43 capital outlay figure included also an expenditure of over \$25,000 for fire-fighting equipment, the need for which was a direct result of the wartime population increase.

The 1943-44 capital outlay of \$261,614 included \$128,341 for sewer construction, for which Federal Works Agency funds were granted.

Installation of parking meters accounted for an additional \$50,474.

Of the remaining \$82,799, one-fourth was expended for police automobiles and the rest for land and for durable equipment for various departments of city government.

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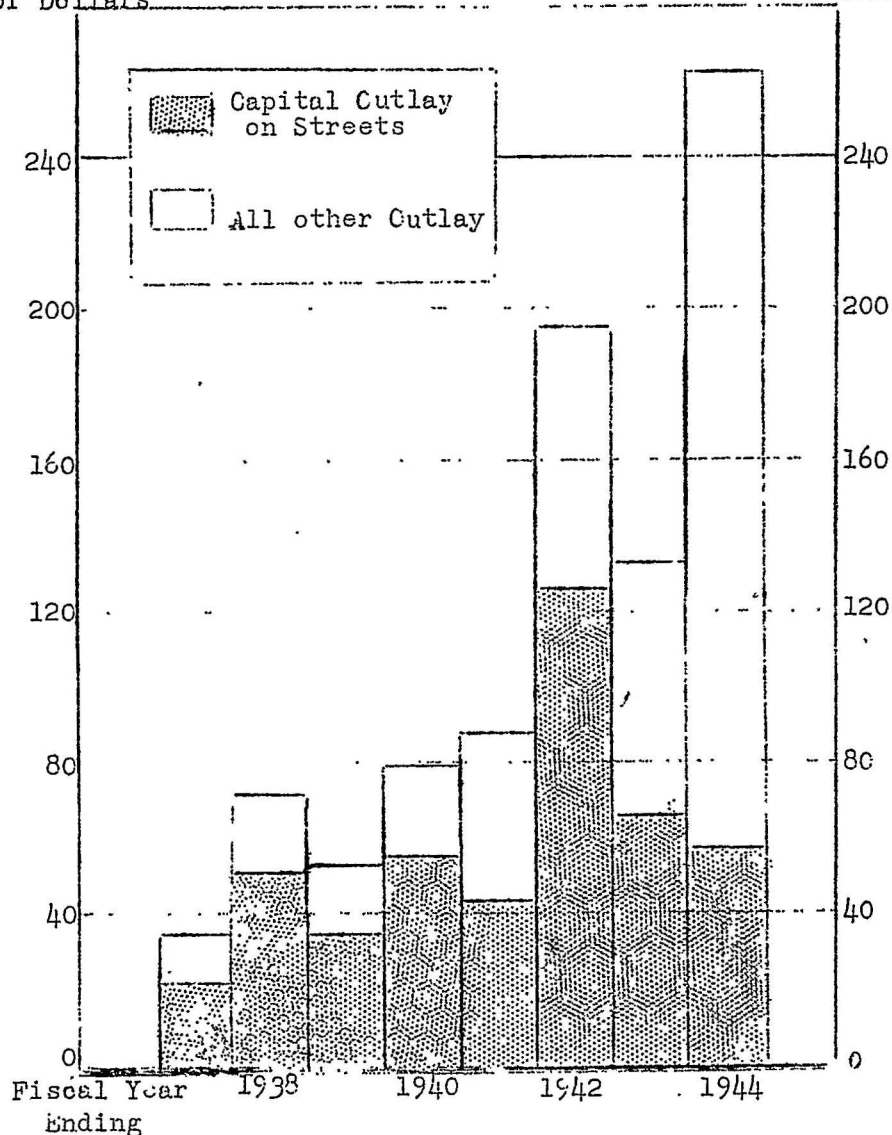
(1) Reliable figures on WPA payrolls could not be secured.

Figure 6

CAPITAL OUTLAY

City of Richmond

Thousands of Dollars 1936-37 through 1943-'44



### Summary

During the five years prior to 1941-42 capital outlays at no time exceeded 10 percent of total expenditures. In 1941-42 capital outlays were more than twice those of any of the preceding five years, amounting to 18 percent of total expenditures. In 1942-43 capital outlays fell short of the previous year. The 1943-44 figure of \$261,614 consisting principally of sewer construction and installation of parking meters, was higher in dollar amount than that of 1941-42 but lower as a percentage of total expenditure (15 percent) since total expenditures rose in greater proportion than capital outlay.

As in the case of current operating expenditures, capital outlays since 1940 have been directed toward war needs - namely, streets carrying heavy shipyard traffic, a sewer project for the newly populated area, and police and fire equipment to serve the increased number of dwellings.

## SECTION II

### RECEIPTS OF THE CITY OF RICHMOND

Total receipts from 1928-29 to 1943-44 inclusive appear in Figure 7 and  
(1)  
Table VI.

Total receipts declined from \$833,383 in 1928-29 to \$659,060 in 1933-34, or by about 21 percent. Of this reduction, the major share (67 percent) was accounted for by shrinkage in property taxes. Next in importance was the shrinkage in receipts from operation of public service enterprises (harbor facilities) which amounted to 27 percent of the total reduction. These two together accounted for 94 percent of the total reduction from 1928-29 to 1933-34.

A slow recovery in total receipts occurred after 1933-34, but the 1938-39 level was still almost \$44,000 below that of 1928-29. The two most important items contributing to the recovery were property taxes and state subventions.

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(1) Discussion of the discrepancy between receipts and expenditures appears in Section III.

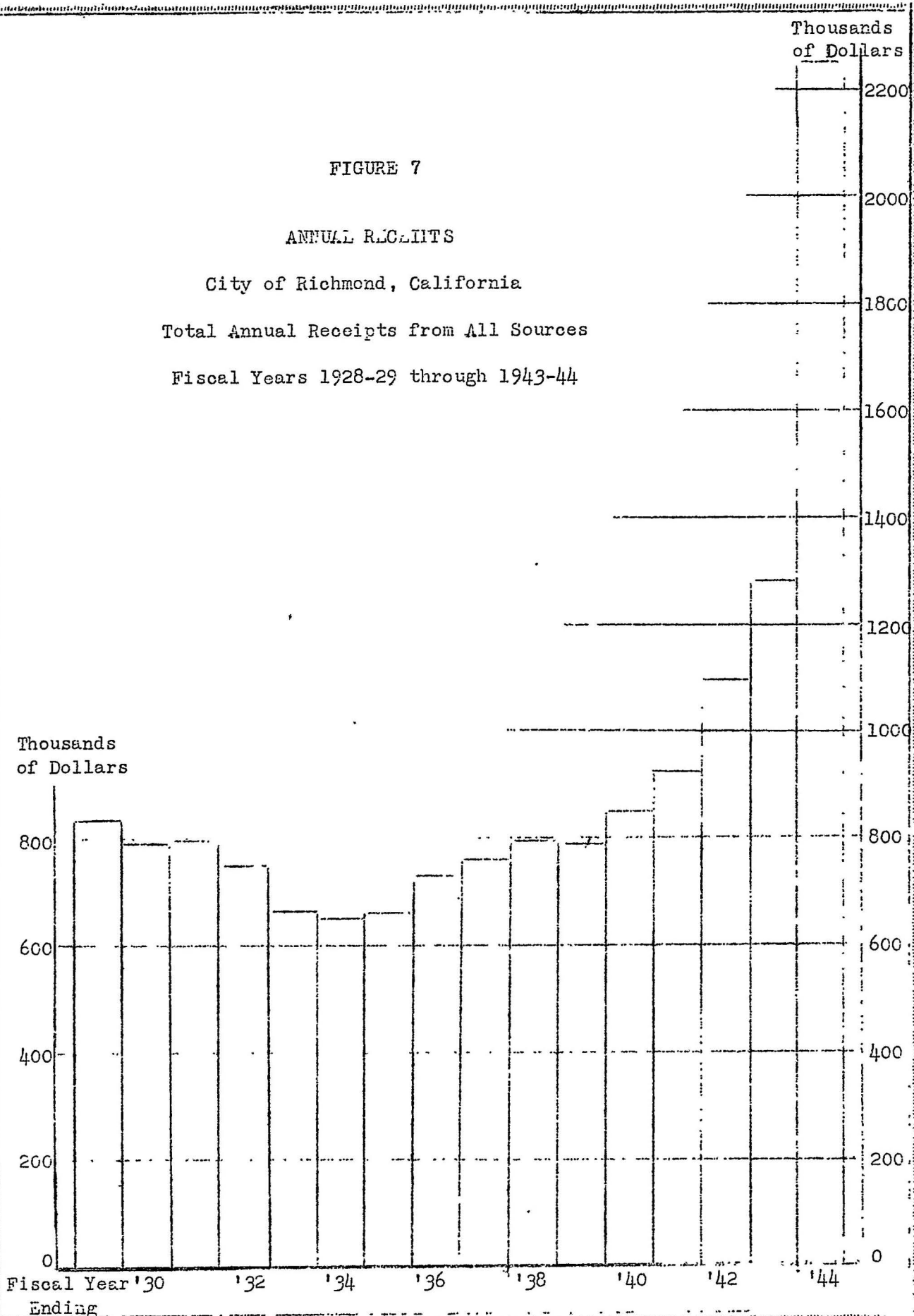
FIGURE 7

ANNUAL RECEIPTS

City of Richmond, California

Total Annual Receipts from All Sources

Fiscal Years 1928-29 through 1943-44



In 1939-40 the pre-depression peak was again reached.

Total receipts increased from \$848,105 in 1939-40 to \$2,245,003 in 1943-44, or by about 165 percent. The increase for 1943-44 over 1942-43 (\$967,130) was more than twice that of the preceding three years together. It should be noted that Federal Lanham Act funds were first received in the fiscal year 1943-44 and accounted for roughly half of the increase in this year.

Figure 8 and Table IX present for selected years since 1928-29 the principal types of receipts of the city.

#### A. Property Taxes

In the years prior to 1940 the property tax supplied not less than four-fifths of the city's current receipts. With the expansion of non-property tax sources of revenue in recent years, this percentage has declined. In 1943-44 the property tax supplied 48 percent of total receipts; or if Lanham Act funds are excluded, 59 percent.

Figure 9 presents the assessed valuation of property and the property tax rate from 1928-29 to 1943-44 inclusive. (1) Valuation of locally assessed property declined in the early thirties from just under \$31,000,000 in 1928-29 to just under \$28,000,000 in the low year 1935-36. The inclusion in 1935-36 of utility property centrally assessed by the State Board of Equalization under provisions of the Riley-Stewart Amendment raised the total valuation of property subject to local taxation in that year to the 1928-29 level.

As Figure 9 shows, locally assessed property as late as 1939-40 had not regained its pre-depression valuation. The \$4,000,000 of Board of Equalization assessed property, however, brought the total taxable value in that year about \$1,500,000 above the 1928-29 level.

(1) The property tax rates during this period were:

1928-29	\$2.30	1934-35	\$2.17	1939-40	\$2.06
1929-30	2.22	1935-36	2.09	1940-41	1.963
1930-31	2.22	1936-37	2.09	1941-42	1.963
1931-32	2.22	1937-38	2.09	1942-43	2.205
1932-33	2.22	1938-39	2.07	1943-44	2.205
1933-34	2.21				



Thousands  
of Dollars

Property  
Tax

1100

1000

900

800

700

600

500

400

300

200

100

0

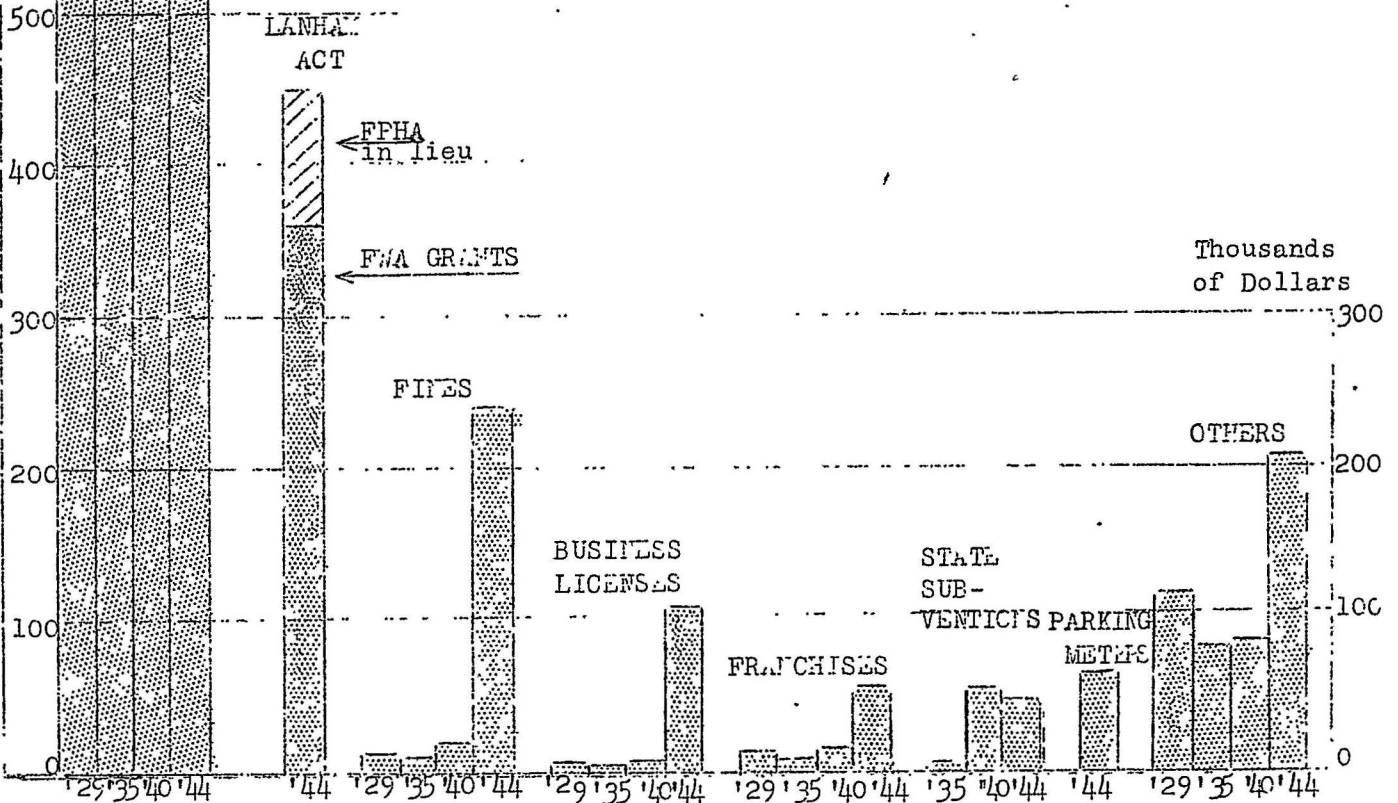
FIGURE 8

COMPARISON OF RECEIPTS BY SOURCES

City of Richmond, California

SELECTED YEARS

Fiscal Years ending 1929, 1935, 1940 and 1944



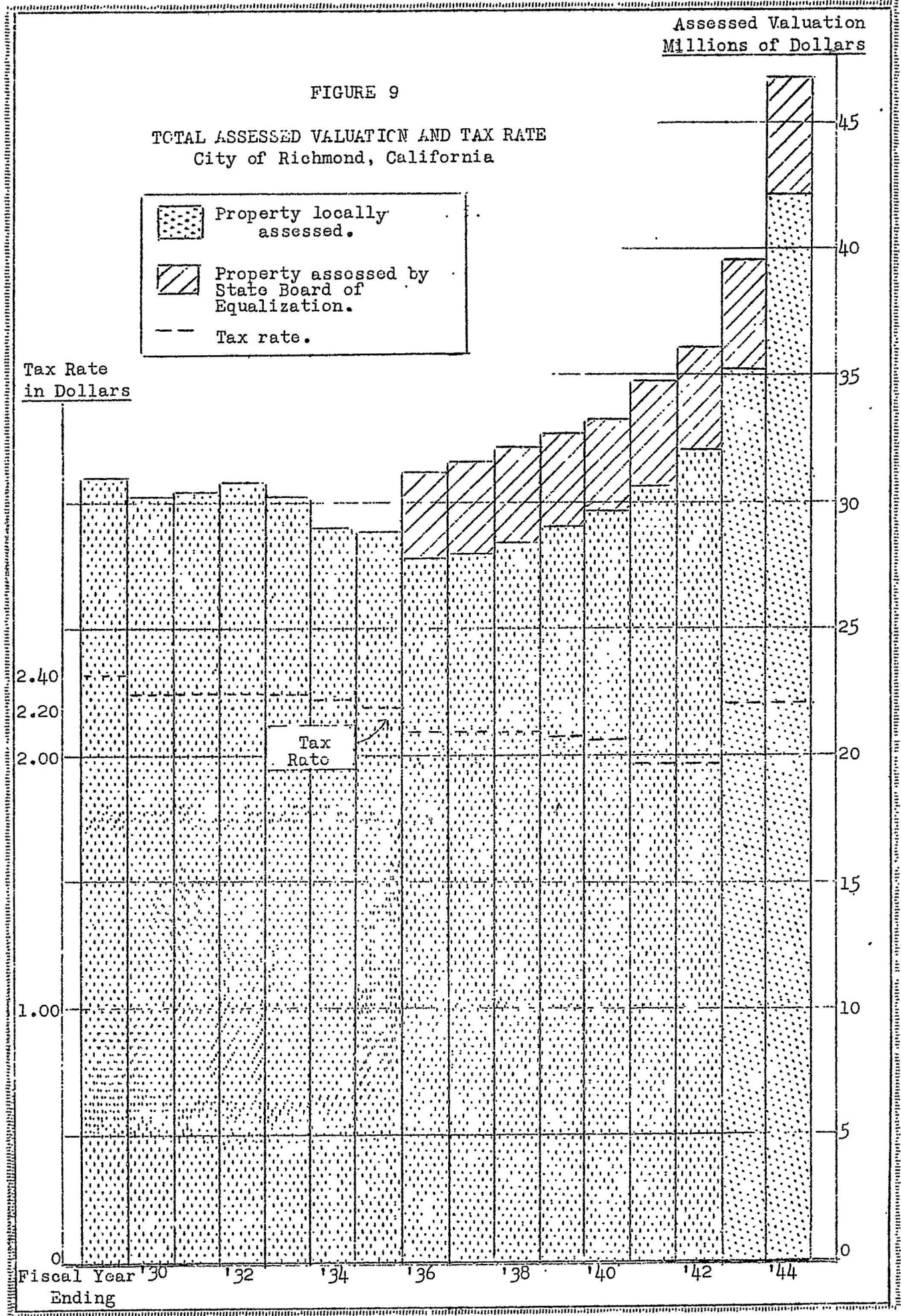
Thousands  
of Dollars

300

200

100

0



From 1939-40 through 1943-44 little change has occurred in the valuation of Board assessed property; hence attention is directed in the following discussion to locally assessed property.

Figure 10 presents changes in the valuation of locally assessed land, improvements, and personal property.

Assessed valuation of land in 1943-44 was slightly less than in 1939-40. The trend in land valuation, downward prior to 1939-40, levelled off during the war years, with the result that the 1943-44 figure was \$42,895 less than that of 1939-40. (1) The war years would have shown a reversal of this downward trend, instead of merely a levelling off, had it not been for the removal from the assessment roll of land taken over by the Federal government in connection with housing projects. It is estimated that a total assessed valuation of roughly \$1,000,000 was so removed from the rolls during the years 1942, 1943, and 1944.

It is clear, therefore, that land valuation did not contribute to such wartime expansion of the tax base as took place.

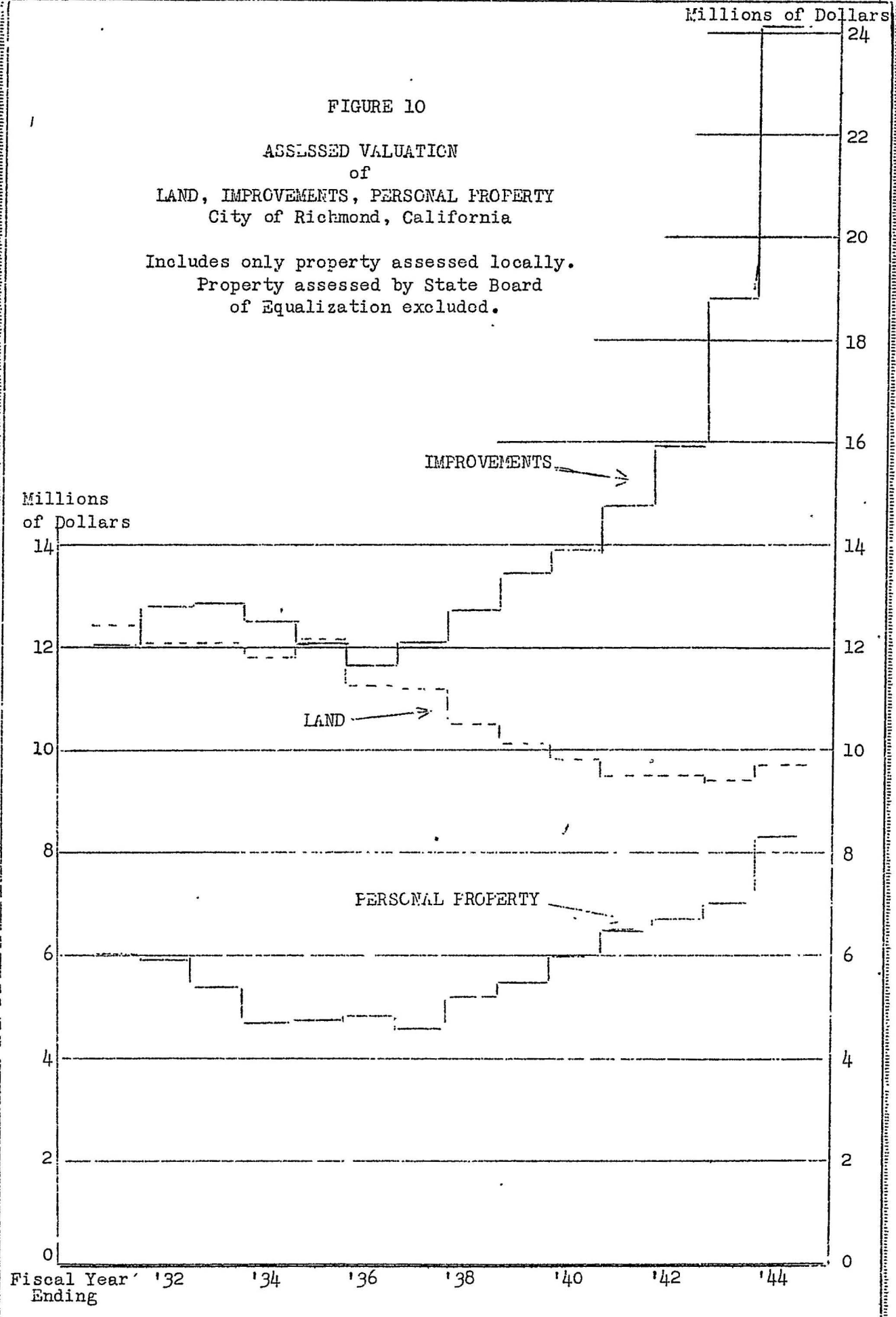
Assessed valuation of improvements increased from \$13,896,210 in 1939-40 to \$24,135,675 in 1943-44, an increase of about 75 percent. Of this increase, one-fourth was accounted for by an addition to the Standard Oil Company plant. (2) The remaining three-fourths represents almost entirely new private residential construction. It appears that, in general, valuations of improvements already on the assessment roll prior to the war have not been revised upward.

- 
- (1) The continued downward trend in land valuations during the entire decade of the thirties, even after total valuations began to recover, has not been uncommon throughout the State.
  - (2) A check of the assessed valuation of manufacturing concerns whose total valuations were \$25,000 or over reveals that, excepting Standard Oil, virtually no change in improvement valuations has occurred since 1939-40.

FIGURE 10

ASSESSED VALUATION  
of  
LAND, IMPROVEMENTS, PERSONAL PROPERTY  
City of Richmond, California

Includes only property assessed locally.  
Property assessed by State Board  
of Equalization excluded.



It should be noted that neither Federal public housing nor any of the four shipyards are assessed for ad valorem taxation by the local assessor. In lieu payments made by the Federal Government in connection with certain of the housing projects will be discussed in the next sub-section dealing with Lanham Act funds.

Assessed valuation of personal property increased from \$5,932,295 in 1939-40 to \$8,216,875 in 1943-44, an increase of approximately 40 percent. Of this \$2,284,580 increase, the Standard Oil Company accounted for \$671,130; other manufacturing concerns for \$329,430. The remaining \$1,284,020 is accounted for partly by merchants' stocks and fixtures and partly by personal property of private individuals.

In summary, of the total increase in valuation of locally assessed property of \$12,479,150 from 1939-40 to 1943-44 inclusive, 82 percent is accounted for by improvements and 18 percent by personal property. As indicated above, the valuation of land decreased slightly, the amount of this decrease being too small to affect percentages figures.

Expansion of the property tax base, coupled with a slightly higher tax rate in 1943-44 compared with 1939-40, resulted in an increase of about 55 percent in property tax yields.

#### B. Lanham Act Funds

Lanham Act funds were received for the first time in the fiscal year 1943-44, although a small part of the 1943-44 receipts represented allocations for the preceding fiscal year.

Lanham Act funds received in 1943-44 amounted to \$451,481. Of this amount, \$361,717 represented funds received through the Federal Works Agency (FWA) for sewer construction, fire protection, police protection, and recreation. The remaining \$89,764 represented in lieu payments made in connection with Federal Public Housing Authority (FPHA) housing projects, and of this amount \$10,592

was for the fiscal year 1942-43 although actually received in 1943-44 as indicated above. (See Figure 11 and Table IX)

1. In Lieu Payments

The Lanham Act provides: "The Administrator shall pay from rentals annual sums in lieu of taxes to any State and/or political subdivision thereof, with respect to any real property acquired and held by him under this Act, including improvements thereon. The amount so paid for any year upon such property shall approximate the taxes which would be paid to the State and/or subdivision, as the case may be, upon such property if it were not exempt from taxation, with such allowance as may be considered by him to be appropriate for expenditure by the Government for streets, utilities, or other public services to serve such property". (1)

We are informed by the city assessor's office that the following procedure is used in calculating in lieu payments:

- (1) The FPHA and the City Assessor's Office independently determine base valuations by projects.
- (2) These valuations are then reconciled, and adjusted to the ratio of assessed to full valuation in the city. For 1943-44 a ratio of 45 percent was used in Richmond.
- (3) The tax rate of the district in which the project is located is then applied to this adjusted valuation.

In lieu payments received by Richmond are allocated among general, school, and library funds in precisely the same manner as general property taxes collected in the area.

The 1942-43 adjusted valuation for in lieu payments was approximately \$500,000, with some 450 units included. For 1943-44 the number of units had increased to about 7,500 and the adjusted valuation was close to \$3,500,000. The application of the local rate to these two adjusted valuations resulted in an in lieu payment of \$89,764 to Richmond in

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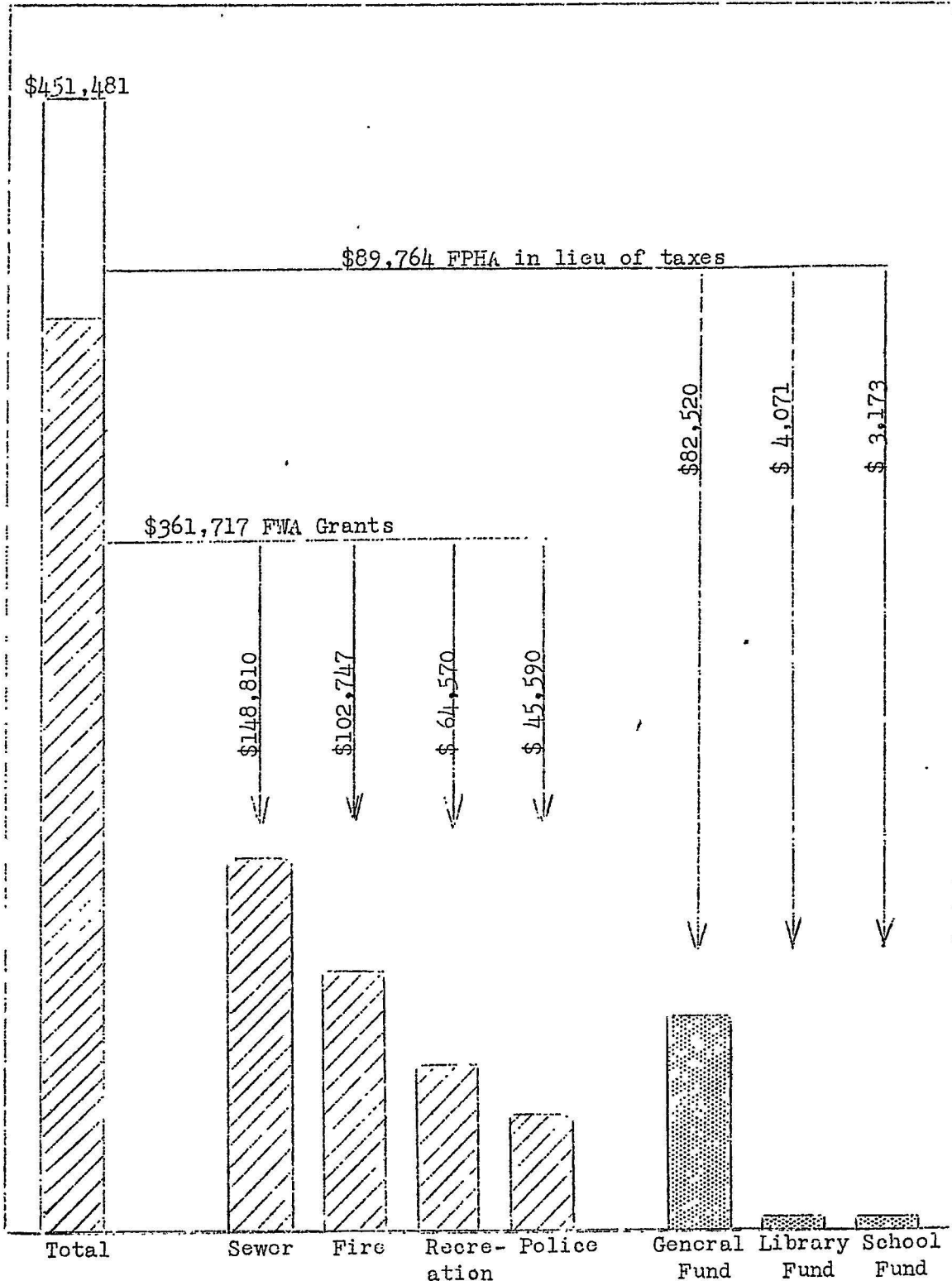
(1) 56 U.S. Stats. 12 (1942)



FIGURE 11

LANHAM ACT FUNDS  
City of Richmond, California

Allocation of all Federal funds received by Richmond to June 30, 1944  
under provisions of the Lanham Act



1943-44. These funds were allocated: \$82,520 to the general fund; \$4,071 to the library fund; and \$3,173 to the school fund. This corresponded to the allocation of general property taxes among those three classifications. In lieu payments, once received, are treated by the city in precisely the same manner as are ad valorem taxes collected from local property owners.

## 2. FWA Payments

Richmond has received Lanham Act funds through the FWA for four different functions -- sewer construction, fire protection, police protection, and recreation.

In order to receive these payments the city demonstrated that an urgent need for services had arisen directly because of the location of war industries within the city and that local revenues were inadequate to meet the need.

These payments through the FWA, in contrast to in lieu payments made by the FPHA, are deposited in separate funds and can be drawn upon only for the specific purpose for which the grant is made. The entire amount of the grant is not deposited immediately but deposits out of the grant are made from time to time to coincide with expenditures.

The largest grant of Lanham Act funds through FWA was for sewer construction. A grant of \$159,499 was made in February, 1944, out of which deposits of \$148,810 were credited to the city during the remainder of the fiscal year. At the close of the fiscal year on June 30, 1944, about \$20,000 of the deposit remained unexpended. This sum, plus the undeposited remainder of the grant, will be used early in 1944-45. The entire cost of this sewer construction project is being carried by the FWA.



Deposits of \$64,570 were made during 1943-44 for the maintenance of recreational services. All but \$2,546 was expended during the fiscal year.

Two other grants were made by the FWA in connection with the need for fire and police protection in the area occupied by Maritime Commission housing projects. These housing projects, amounting to approximately half the Federal housing in Richmond, were not constructed under provisions of the Lanham Act; and, in contrast to FPHA projects, no authority existed for payments in lieu of taxes to local governments. The Maritime Commission did build and equip a fire station to protect this area, but left operation of the station to be financed by the city.

Local officials applied to the FWA for funds to increase fire and police personnel to meet the increased burden of protection occasioned by the existence of this property which yielded neither property taxes nor in lieu payments. Deposits of \$102,748 for fire protection, and \$45,590 for police protection were accordingly authorized by the FWA, nearly all of which went for payment of salaries.

Early in July of 1944 the Maritime Commission housing was transferred to the FPHA. Whether in lieu payments will be received from this source in 1944-45, and what effect this may have on the renewal of FWA grants, has not yet been determined. Local officials consider it probable that if in lieu payments are received on this additional housing, FWA grants for fire and police protection will be curtailed correspondingly in 1944-45.

### Summary

Lanham Act funds received in 1943-44 amounted to \$451,481; of which \$361,717 or 80 percent represented funds received through the FWA and \$89,764 or 20 percent, represented in lieu payments made in connection with FPMA housing projects. Of the funds received through FWA, only the \$148,810 received for sewer construction was for capital outlay. (Figure 11)

### C. Fines

Receipts from fines increased from \$20,913 in 1939-40 to \$238,897 in 1943-44. This spectacular increase is a direct result of conditions growing out of war-time congestion, and consequently must be regarded as temporary in nature. (Table IX)

### D. Business Licenses

Prior to the war period the city of Richmond had no comprehensive system of business licenses. Such licenses as were required were for regulatory purposes only. The yield in 1939-40, for example, was \$3,377. Largely as a result of the adoption of licensing ordinances subsequent to 1939-40, the yield for the fiscal year 1943-44 was \$110,906.

The major share of business license receipts came from a comprehensive licensing ordinance adopted in June, 1943. This ordinance provided for payment, by every person engaged in specified businesses, trades, or professions, of an annual license fee of ten dollars plus one dollar per employee for the average number of employees during the preceding fiscal year. This ordinance remains in effect until the thirtieth of June following cessation of hostilities, after which provisions of the regulatory licensing ordinances in effect at the time of its adoption again become effective. The 1943-44 yield resulting from

business licenses was about \$111,000, of which about 52 percent was paid by the shipyards.

On June 12, 1944, an ordinance was passed under which a license tax of two cents for each ticket sold is imposed on a wide range of amusement activities. This ordinance has been submitted to a referendum to be voted on by the citizens of Richmond at the November election. Until then the effect of the ordinance is held in abeyance. Since the ordinance was adopted in the last month of the fiscal year, there was no yield for the 1943-44 fiscal year.

#### E. Franchises

Receipts from franchises increased from \$13,734 in 1939-40 to \$53,092 in 1943-44. This increase resulted largely from utilities servicing the shipyards.

#### F. Parking Meters

In July 1943, 700 parking meters were installed at a cost of \$55,411. During the 1943-44 fiscal year, 75 percent of the gross revenue went to the vendors and 25 percent to the City's general fund. It is anticipated that the meters will be paid for by the end of July 1944, after which the entire yield will accrue to the general fund.

The 1943-44 gross yield was \$66,328.

#### G. State Subventions and Grants

State subventions and grants amounted to \$53,934 in 1939-40, or about 6 percent of receipts from all sources. Of this amount, \$28,273, or more than half, came from gasoline tax apportionment; \$15,166 came from motor vehicle license fee apportionment; and \$10,495 from liquor license apportionment.

For 1943-44 State subventions and grants were \$33,389. Receipts from liquor licenses and motor vehicle license fees increased slightly over 1939-40. Gasoline tax apportionment was not received by the City, but allowed to

accumulate for future use. County subventions for street improvements amounted to \$15,000.

In 1943 the Legislature enacted temporary provisions<sup>(1)</sup> permitting cities whose populations had increased substantially since the last Federal census to apply to the Bureau of the Census to determine the amount of increase, and requiring that allocations of moneys from the State Highway Fund and from the Motor Vehicle License Fee Fund must be based upon the population figures so determined. A Federal census, taken in Richmond, September 14, 1943, showed a population of 93,738. The City will therefore receive larger allocations than would otherwise have been the case.

#### Summary

During the years since 1940, Richmond's population increased four-fold. Total receipts reached a figure two and a half times that of 1939-40. The largest increase came during the fiscal year 1943-44.

Increased receipts resulted from:

- (1) expanding yields of existing sources and
- (2) appearance of new sources.

Among the previously existing sources of revenue property taxes, fines and franchises accounted for the principal increases. New sources in order of importance were FWA grants, FPHA payments in lieu of taxes, business licenses, and parking meters.

#### SECTION III

##### COMPARISON OF EXPENDITURES AND RECEIPTS OF THE CITY OF RICHMOND

Figure 12 presents a comparison of expenditures and receipts from 1929-30 through 1943-44.

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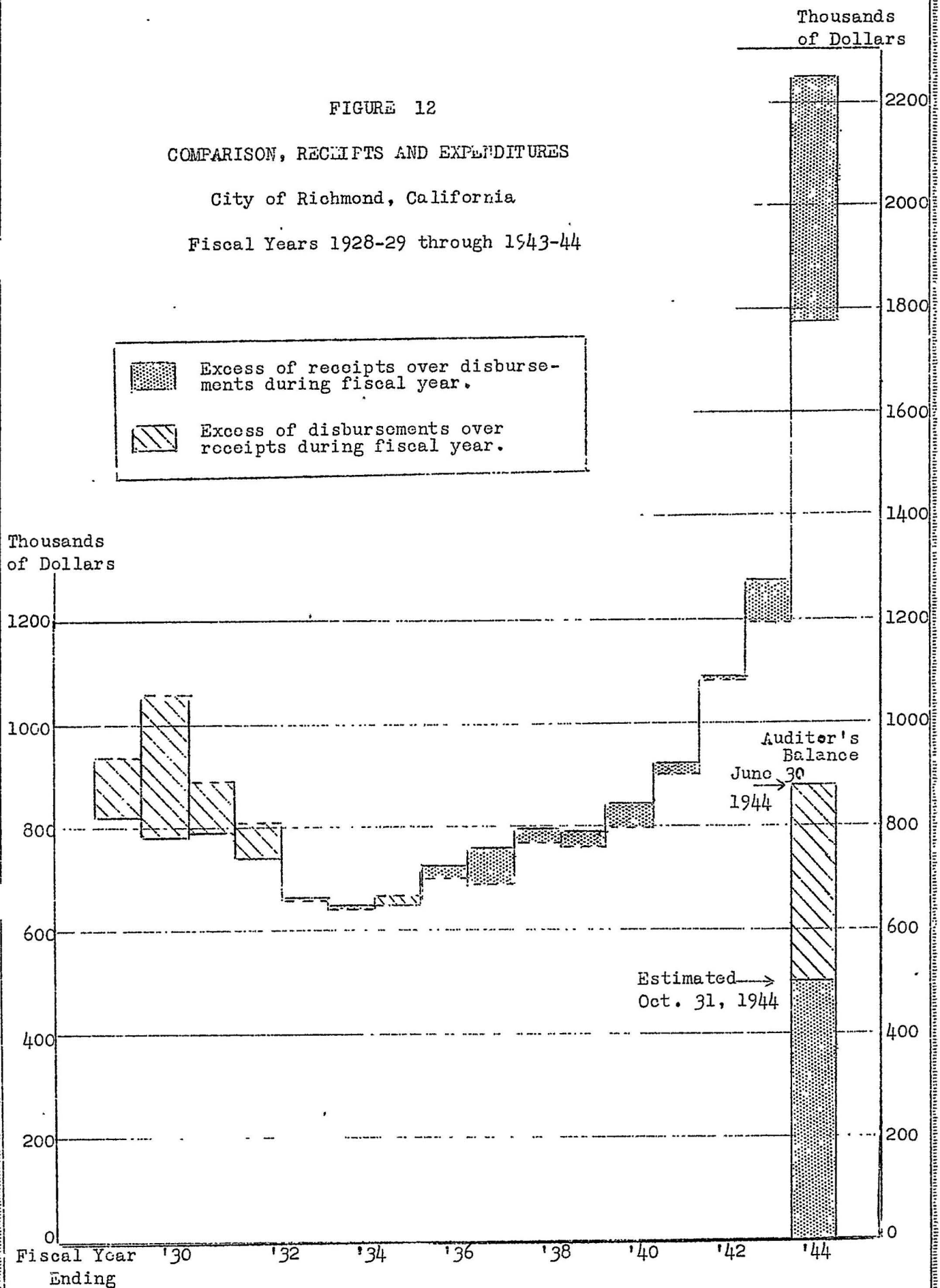
(1) Cal. Stats. 1943, p. 2154

FIGURE 12

COMPARISON, RECEIPTS AND EXPENDITURES

City of Richmond, California

Fiscal Years 1928-29 through 1943-44



The noticeable difference between total expenditures and receipts from current sources in the earlier years of the period is accounted for mainly by the fact that large sums were expended for harbor improvement. These sums were charged against the Harbor Improvement Fund and represented expenditures of proceeds of previous bond sales. In 1942-43 receipts from current sources exceeded total expenditures by \$78,512; in the fiscal year 1943-44, by \$465,635.

As of June 30, 1944, a cumulative balance of \$881,378 was on hand, most of which was in the general fund. Because of the interval of four months prior to receipt of the first installment of general property taxes in November, this balance may be expected to be drawn upon to the extent of \$350,000 to \$400,000, leaving a balance of about \$500,000 at the low-point of October 31, 1944.

#### SECTION IV

##### ESTIMATED 1944-45 EXPENDITURES OF THE CITY OF RICHMOND

##### A. Current Operating Expenditures

During the fiscal year 1943-44 current operating expenditures were \$1,517,754. The substantial increases of the last several years are not likely to be repeated, because population changes comparable to those occurring between 1940 and 1943 are improbable in the future. Some increase above the 1943-44 level of \$1,517,754 is, however, to be anticipated for the following reasons:

- (1) Applications for Lanham Act grants for 1944-45 for police and fire protection and recreation contain increases aggregating \$260,673.
- (2) It is understood that local officials are contemplating some extension in protective services in addition to those made possible by Lanham Act funds. The expenditures entailed by such increases cannot be estimated at this time.

Offsetting in part the probable increase in protective service noted above, will be a slight reduction in debt service charges.

#### B. Capital Outlays

Capital outlays are likely to be lower than the 1943-44 level of \$261,614. Compared with \$128,341 expended during 1943-44 for sewer construction, only one final expenditure of \$31,159 will be made to complete the project. Compared with \$50,474 expended during 1943-44 for installation of parking meters, only about \$5,000 remains owing to the vendors.

A total of \$101,300 is to be included in the 1944-45 budget for postwar improvements; \$76,300 for the purchase of land and \$25,000 for the preparation of plans and specifications for postwar projects.

Street construction will account for the bulk of any additional capital outlay during the year.

#### Summary

Total expenditures for current operation and capital outlays were \$1,779,368 in 1943-44. In view of the factors discussed above, total expenditures for 1944-45 should exceed this figure by about \$215,000, reaching a total of about \$2,000,000.

This estimate is based upon two assumptions:

- (1) that no significant change in Federal policy with respect to Lanham Act grants will occur in 1944-45; and
- (2) that no unexpected change in local financial policy will occur in 1944-45. To the extent that these assumptions are not supported by future policies, this estimate will prove inapplicable.

SECTION V

ESTIMATED 1944-45 RECEIPTS OF THE CITY OF RICHMOND

Taking the 1943-44 receipts as a base, the following adjustments seem warranted:

A. Property Taxes

The 1944-45 assessed valuation subject to local taxation is about \$3,500,000 above that of 1943-44. As in the past few years, private residential construction accounted for the bulk of the increase. This increase is only moderate compared with the \$7,000,000 increase in 1943-44.

At the 1943-44 property tax rate, an increased yield of \$75,000 to \$80,000 would result.

B. Lanham Act Funds

1. In Lieu Payments

Because of the completion of additional housing units in 1943-44, it is estimated that the adjusted valuation on which in lieu payments will be made in 1944-45 will be about \$5,250,000. In lieu payments, therefore, should approximate \$120,000, compared with \$79,172 (1) in 1943-44.

Some 14,000 units of Maritime Commission housing were transferred to the FPHA in July, 1944. Inasmuch as the practice of the FPHA has been to calculate in lieu payments on the basis of valuations as of the lien date (first Monday in March), local officials are uncertain whether the valuation of this additional

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(1): The additional \$10,592 in lieu payment received early in 1943-44 was actually for 1942-43.



housing will be included in the calculation of 1944-45 payments. In the event, however, that in lieu payments are received during 1944-45 in connection with this additional housing, it is improbable that the total of Lanham Act funds received will be much increased since FWA grants for police and fire protection in the former Maritime Commission housing area may be reduced.

## 2. FWA Payments

The only FWA funds for capital outlay which Richmond is scheduled to receive during 1944-45 will be \$10,689 for final payment on the sewer construction contract.

FWA grants for police and fire protection have been extended for the first two months of the 1944-45 fiscal year at rates of expenditure based on the previous fiscal year. Pending applications for grants for police and fire protection involve increases over the 1943-44 fiscal year. If such applications are approved, FWA grants for police and fire protection will amount to \$286,180 during 1944-45. Of this amount, \$109,450 will be used for maintenance of a police force twice as great as that maintained by the 1943-44 grant of \$45,590. The sum of \$176,730 requested for fire protection, which includes maintenance of the new fire house scheduled for completion during August, 1944, is considerably greater than the 1943-44 grant of \$102,748.

As has been explained above, FWA grants for police and fire protection were approved in view of the exceptional circumstances that no authority existed for in lieu payments on the

tax exempt Maritime Commission housing. If in lieu payments are made on this housing, now that it has been transferred to the FPHA, it is likely that FWA grants for police and fire protection in connection therewith will be partly withdrawn.

An FWA grant of \$21,695, for maintenance of recreational facilities has been approved for the first two months of 1944-45 at last year's rate. A pending application, if approved, would provide a total of about \$180,000 for the entire year 1944-45.

If all pending applications for FWA grants are approved, total payments from this source will amount to \$484,269, of which \$473,580 will be for maintenance and operation, and \$10,689 for completion of the sewer project. This total of \$484,269 is \$122,552 greater than the total amount received from FWA grants in 1943-44.

#### C. Business Licenses

Increased average employment in the shipyards in 1943-44 should result in an increase of \$25,000 in receipts from business licenses. No appreciable change in other licensed businesses is anticipated.

The amusements license tax, adopted in June, 1944, was expected to yield approximately \$4,000 per month during 1944-45. If this tax is approved at the November election, the yield for remainder of the fiscal year should be about \$30,000. An adverse vote would eliminate this source of revenue.

#### D. Other Sources

No appreciable change in receipts from franchises, parking meters, fees, and miscellaneous sources is to be expected in 1944-45.

While a sizeable change in receipts from fines is not unlikely, neither the direction nor the amount of such change can be determined from fiscal considerations.

The following increases in receipts are to be expected:

Property tax <sup>(1)</sup>	\$75,000 - \$80,000
Business Licenses	25,000
In lieu payments	30,000
FWA payments	123,000
Amusement tax (if approved)	30,000

Total receipts, therefore, are likely to be about \$260,000 or \$290,000 greater than in 1943-44, depending upon the vote on the amusement tax. About half of this increase will come from Lanham Act funds.

#### Conclusion

Total receipts from all sources during 1944-45 are estimated to exceed those of 1943-44 by more than \$250,000.<sup>(2)</sup> Total expenditures are estimated to increase by some \$215,000. Since in 1943-44 receipts were more than adequate to cover total expenditures, a favorable balance should again be realized.

The period of the city's violent readjustment to wartime conditions appears to have been passed. The current financial position of the city appears capable of being maintained during such period as the present level of wartime activity continues. Sharp readjustments, however, will accompany Richmond's return to peacetime activity.

#### SECTION VI

##### POSTWAR ADJUSTMENT PERIOD -- ESTIMATED RECEIPTS OF THE CITY OF RICHMOND

The following discussion is based upon two assumptions:

- (1) A fairly rapid postwar reduction of population to 50,000 within the incorporated area; and
- (2) A program of elimination of temporary Federal housing projects appropriate to the population decrease.

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(1) Property tax yield depends, of course, upon the rate used. The above estimate is based upon the 1943-44 rate of \$2.205.

(2.) Since about half of the estimated increase will come from Lanham Act funds, approval of grants in amounts smaller than those requested by the city would lower this estimate of receipts. Since, however, expenditures would likely be decreased correspondingly, a favorable balance would still result.

A. Property Taxes

As indicated previously, neither the shipyards nor Federal housing projects are included on the assessment roll. Consequently contraction of the shipbuilding program and elimination of temporary Federal housing projects will affect the roll only through their indirect influence on valuations of properties in other parts of the city or through the return to private ownership of land from which Federal housing has been cleared. Any adverse effect following from contraction of the shipbuilding program, however, is likely to be more than offset by the following factors:

1. Property already on the assessment roll before the war has been carried through the war period at approximately the same valuation. No great shrinkage, therefore, should be contemplated in the immediate postwar period.
2. The principal wartime increase in assessed valuation has come from new private residential construction. Here, again, a policy of conservative valuation appears to have been followed. With a population of 50,000 and with progressive elimination of temporary Federal housing projects, private residential housing should not be in excess of existing needs and assessed valuations probably will be maintained. This should be the case especially if removal of temporary Federal housing projects proceeds at a rapid rate.
3. Practically no new construction has occurred in the downtown business district during the war period. For a population of 50,000 present business facilities will doubtless be inadequate for normal service.

It is probable that one of the shipyards will remain in operation after the war, being converted for repair work. At such time as this yard may pass into private ownership, it will be assessed as are other industrial properties and taxed at the appropriate local rate. Similarly, any private industrial development along the water front area would be subject to local taxation. It is felt, however, that no substantial increase in industrial properties on the roll is likely to occur immediately after the war, whatever the ultimate industrial development may be.

An assessed valuation of \$50,000,000,<sup>(1)</sup> roughly that anticipated for 1944-45, appears to be a reasonable estimate, as well, for the postwar adjustment period.

With this valuation, the property tax yield at three alternative rates would be as follows:

	<u>Rate</u>	<u>Assessment Base</u>	<u>Approximate Yield</u>
The 1940-41 and 1941-42 rate of	\$1.963	\$50,000,000	\$ 980,000
The 1939-40 rate of	2.06	50,000,000	1,030,000
The 1942-43 and 1943-44 rate of	2.205	50,000,000	1,100,000

#### B. Lanham Act Funds

With the elimination of temporary Federal housing units, FWA payments and FPFA payments in lieu of taxes will cease.

#### C. Business Licenses

The present business license ordinance remains in effect until the 30th of June following the cessation of hostilities. At that time, the former schedule of regulatory licenses once more becomes operative. In 1939-40 the yield from regulatory licenses was approximately \$4,000. With an assumed population of 50,000, a larger yield is to be anticipated; but it is unlikely that the figure will exceed \$10,000.

No expiration date is provided in the case of the amusement license tax to be voted on in November 1944. Should this source be retained without modification after the war, a yield of around \$25,000 per year would seem reasonable.

#### D. Fines

As indicated previously, the enormous increase in receipts from fines is a direct result of wartime living conditions and cannot be expected to continue after the war. A yield of \$40,000, about double that of 1939-40 when the

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(1) Includes property assessed by the State Board of Equalization.

population was only 24,000, would seem appropriate for a city of 50,000 population in peacetime.

#### E. Franchises

Receipts here have been affected by the larger volume of utility services being provided within the city, particularly in the shipyard area. With contraction of industrial activity, considerable reduction in receipts is to be expected. As a partial offset, however, there will be new telephone installations which have been held back by wartime restrictions. Receipts of \$25,000 per year from this source may be expected.

#### F. Parking Meters

With a population of 50,000 and the lifting of restrictions on use of gasoline, receipts from parking meters should be somewhat in excess of the present figure. Future annual receipts of \$75,000 appear not unlikely.

#### G. Other Sources

The sources discussed above account for some 85 per cent of the city's receipts. The remaining miscellaneous sources may be expected to contract somewhat, but are likely to be above the 1939-40 yield. A figure of not over \$200,000 is here assumed.

#### Conclusion

A recapitulation of the above estimates is presented below. Because of the importance of the property tax as a source of receipts, any estimate of total receipts for the postwar adjustment period is dependent upon the property tax rate. In the table below, three recent rates have been chosen for purposes of illustration.

<u>Non-property tax receipts</u>	<u>Approximate Yield</u>
Parking meters	\$ 75,000
Fines	40,000
Franchises	25,000
Business licenses	10,000
Other	100,000 - 200,000
Admission tax (if approved)	25,000
	<hr/>
	\$275,000 - \$375,000

Property tax: (Assessed valuation of \$50,000,000)

Rate of 1.963 per \$100	\$ 980,000
Non-property tax receipts	<hr/> 275,000 - 375,000

Total Receipts \$1,255,000 - 1,355,000

Rate of \$2.06 per \$100	\$1,030,000
Non-property tax receipts	<hr/> 275,000 - 375,000

Total Receipts \$1,305,000 - 1,405,000

Rate of \$2.205 per \$100	\$1,100,000
Non-property tax receipts	<hr/> 275,000 - 375,000

Total Receipts \$1,375,000 - 1,475,000

It should be emphasized that these estimates do not take into account any ultimate development of new industries which may occur in the Richmond area.

SECTION VII

POSTWAR ADJUSTMENT PERIOD - ESTIMATED CURRENT  
OPERATING EXPENDITURES OF THE CITY OF RICHMOND

As in the past several years, protection to persons and property, streets, and general government will constitute the most important expenditures.

A. Protection to Persons and Property

Expenditures for police and fire departments make up the bulk of current expenditures for protective services. Prior to the war when the population of the city was 24,000, the city had a police force of 36 men. Subsequent additions to the force have brought the total to 110 men, 20 of whom are paid from

Lanham Act funds. In addition, the services of approximately 35 men are provided by the shipyards for control of traffic in that area. With a postwar population of 50,000 the City Manager estimates that a police force of about 75 men, double the prewar force, will be required.

The prewar fire department, serving a population of 24,000, was composed of 53 men. The present total is 105, of which 32 are paid from Lanham Act funds. To this total will probably be added additional men when the new fire station now being constructed by the Maritime Commission is completed about August 15, 1944. Application has been made by the city for Lanham Act funds with which to operate this station. With a postwar population of 50,000, the City Manager estimates that 90 men would be required to meet Board of Fire Underwriters' standards. This would entail addition of 17 men to the force now paid by city funds.

Building inspection, police and fire alarm system, city jail and pound, and traffic control are items which make up only a small part of the total expenditures for protection to persons and property.

It is estimated that with a population of 50,000 the expenditures for protection will amount to between \$500,000 and \$550,000 per annum.

#### B. Streets

In view of the heavy traffic on most of the city's streets, expenditures for maintenance may be expected to remain above the level of the late thirties. The estimated \$125,000 to \$150,000 here assumed does not include any new construction which may be necessary.

#### C. General Government

Similarly, expenditures for general government may be expected to remain above the level of the late thirties because of

- (1) increased personnel required to serve a larger population and
- (2) higher salary scales.

It is estimated that this item will amount to some \$110,000 to \$120,000 per annum.



## D. Other Expenditures

It is estimated that expenditures for functions other than the three major items discussed above will amount to about \$350,000.

### Summary

Protection to persons and property		\$500,000 to \$550,000
Streets		125,000 to 150,000
General Government		110,000 to 120,000
Other Expenditures:		
Recreation	\$ 85,000	
Education	40,000	
Sanitation	30,000	
Charities	12,000	
Conservation of health	12,000	
Public Service Enterprises	15,000	
Trust Accounts	45,000	
Bond Interest and		
Redemption	<u>100,000 to 110,000</u>	<u>339,000 to 349,000</u>
Total		\$ 1,074,000 to 1,169,000

### Conclusion

On the basis of these estimates it seems likely that current operating expenditures for the postwar adjustment period will fall within a range of \$1,070,000 to \$1,170,000

## SECTION VIII

### POSTWAR ADJUSTMENT PERIOD - COMPARISON OF ESTIMATED RECEIPTS AND CURRENT OPERATING EXPENDITURES

Three estimates of total receipts based upon different property tax rates have been made in Section VI. Because property tax collections are such a predominant part of total receipts, any comparison of receipts and expenditures must depend upon what the tax rate is to be.

If a tax rate of \$1.963 per \$100 is used, total receipts may be expected to exceed current operating expenditures by about \$180,000.

If a tax rate of \$2.06 per \$100 is used, the excess of total receipts over current operating expenditures may be expected to be about \$230,000.

If a tax rate of \$2.205 per \$100 is used, the excess of total receipts over current operating expenditures may be expected to be about \$300,000.

These amounts, representing the estimated excess of total receipts over current operating expenditures, would be available for capital outlays. The relation of these amounts to the city's needs for capital improvements is considered in Part II, pages 15 to 26.

TABLE VI  
TOTAL ANNUAL EXPENDITURES AND RECEIPTS  
CITY OF RICHMOND, CALIFORNIA

Fiscal Year	Expenditures			Receipts	Excess of Receipts
	Current Operating	Capital Outlay <sup>(1)</sup>	Total	Total	Over Expenditures
1928-29	\$ 795,928	153,881(2)	\$ 949,809	\$ 833,383	\$ - 116,426
1929-30	761,858	311,042(2)	1,072,900	792,299	- 280,601
1930-31	801,212	102,006(2)	-903,218	797,836	- 105,382
1931-32	744,577	74,407(2)	818,984	747,818	- 71,166
1932-33	656,111	7,464(2)	663,575	665,365	+ 1,790
1933-34	650,446	5,034	655,480	659,060	+ 3,580
1934-35	674,581	none	674,581	662,489	- 12,092
1935-36	708,292	none	708,292	727,844	+ 19,552
1936-37	663,740	\$ 36,561	700,301	762,740	+ 62,439
1937-38	705,609	73,431	779,040	795,572	+ 16,532
1938-39	716,899	54,316	771,215	789,566	+ 18,351
1939-40	730,392	80,532	810,924	848,105	+ 37,181
1940-41	826,530	88,405	914,935	924,352	+ 9,417
1941-42	893,367	195,932	1,089,299	1,089,635	+ 336
1942-43	1,064,918	134,443	1,199,361	1,277,873	+ 78,512
1943-44	1,517,754	261,614	1,779,368	2,245,003	+ 465,635

(1) Small outlays on durable equipment are not included in Capital Outlay figures; therefore, the figures for Capital Outlay in the table are to some extent understatements.

(2) Capital outlays for the harbor for these years were: 1928-29 \$138,166; 1929-30 \$303,940; 1930-31 \$90,000; 1931-32 \$35,000; and 1932-33 \$7,464.

TABLE VII  
COMPARISON OF EXPENDITURES<sup>(1)</sup>  
CITY OF RICHMOND, CALIFORNIA

	A				B				C			
	Total Expenditures		Change		Current Operating Expenditures		Change		Current Operating Expenditures		Change	
	1929-30	1933-34	Amount	%	1936-37	1938-39	Amount	%	1939-40	1943-44	Amount	%
General												
Government	\$ 78,949	\$ 55,717	-\$23,232	-29	\$ 58,577	\$ 61,511	+\$2,934	+ 5	\$ 56,263	\$ 94,007	+\$37,744	+ 67
Protection	239,075	211,684	- 27,391	-11	229,792	263,520	+\$33,728	+ 15	258,811	661,378	+\$402,567	+156
Health	10,571	10,055	- 516	- 5	10,887	10,526	- 361	- 3	10,819	25,976	+ 15,157	+140
Sanitation	30,449	20,952	- 9,497	-31	15,709	19,624	+ 3,915	+ 25	22,460	46,366	+ 23,906	+106
Streets	112,335	101,154	- 11,181	-10	82,240	99,577	+17,337	+ 21	105,263	202,653	+ 97,390	+ 93
Charities	8,040	7,800	- 240	- 3	9,175	10,050	+ 875	+ 10	10,610	20,178	+ 9,568	+ 90
Education	42,626	30,830	- 11,796	-28	23,236	24,881	+ 1,645	+ 7	24,749	42,296	+ 17,547	+ 71
Recreation	69,220	41,292	- 27,928	-40	48,600	55,852	+ 7,252	+ 15	62,609	163,176	+100,567	+161
Debt Service	166,606	156,330	- 10,276	- 6	147,136	139,731	- 7,405	- 5	135,898	128,119	- 7,779	- 6
Pub. Service												
Enterprises	315,030	19,666	-295,364	-94	32,391	12,251	-20,140	- 62	7,615	31,607	+ 23,992	+315
Trust Accts.					-----	7,568	+ 7,568	--	17,731	58,664	+ 40,933	+231
Misc.					3,876	10,254	+ 6,378	+165	16,293	43,336	+ 27,043	+166
Spec. Assmt.												
Debt					2,120	1,554	- 566	- 27	1,272	-----	- 1,272	---
Total	1,072,901	655,480	-417,421	-39	663,739	716,899	+53,160	+ 8	730,393	1517,756	+787,363	+108

(1) Totals in this table may disagree slightly with totals used in the text because figures here have been rounded to the nearest dollar. Data under A are total expenditures - not current operating expenditures - and since they include capital outlays cannot be compared directly with data under B and C.

TABLE VIII  
CAPITAL OUTLAYS<sup>(1)</sup>  
CITY OF RICHMOND, CALIFORNIA

Fiscal Year	(2) Total	General Govern- ment	Protec- tion	Health	Sanita- tion	Streets	Educa- tion	Recrea- tion	Public Service Enter- prises	Miscell- aneous
1936-37	\$ 36,561	\$ 54	\$ 4,942	\$ ----	\$ ----	\$ 24,182	\$ 3,484	\$ 3,900	\$ ----	\$ ----
1937-38	73,431	921	7,102	----	----	52,272	5,908	7,178	50	----
1938-39	54,316	447	3,456	228	----	36,183	6,751	7,251	----	----
1939-40	80,532	--	6,774	199	----	56,950	6,925	8,945	738	----
1940-41	88,405	1,322	7,301	----	----	44,324	7,132	12,738	----	15,589 (3)
1941-42	195,932	1,189	13,123	----	----	127,003	9,072	9,705	----	35,839 (3)
1942-43	134,443	464	35,190	----	----	65,964	8,329	12,727	----	11,768 (3)
1943-44	261,614	663	46,647	832	128,341 (4)	57,471 (5)	10,953	2,594	3,367	10,747 (3)

(1) All figures are probably underestimates to some extent, because small expenditures on durable equipment have not been recorded as outlays.

(2) Total may differ slightly from the sum of all the items because of rounding component figures to the nearest dollar.

(3) Purchase of property.

(4) Sewer construction from Lanham Act funds.

(5) \$50,474 of this amount was for installation of parking meters.

TABLE IX  
COMPARISON OF RECEIPTS BY SOURCES FOR SELECTED YEARS  
CITY OF RICHMOND, CALIFORNIA

Sources (1)	1928-29	1934-35	1939-40	1943-44	Increase(+) or Decrease(-) 1939-40 to 1943-44
Taxes	\$ 688,139	\$554,261	\$ 670,044	\$1,068,008	+ \$397,964
Fines	10,811	9,321	20,913	238,897	+ 217,984
Business Licenses	3,238	1,314	3,377	110,906	+ 107,529
Fees and Permits	21,675	7,935	18,452	45,411	+ 26,959
Franchises	13,323	10,279	13,734	53,092	+ 39,358
State and County Subventions	---	5,819	53,934	48,389	- 5,545
Public Service Enterprises	3,709	2,260	10,084	27,777	+ 17,693
Parking Meters	---	---	---	66,328	+ 66,328
Lanham Act Funds	---	---	---	89,764	+ 89,764
FPHA In.Lieu Payments	---	---	---	361,717	+ 361,717
FWA Grants	---	---	---	---	---
Other	92,478	71,300	57,567	134,714	+ 77,147
Total	833,383	662,489	848,105	2,245,003	+1,396,898

(1) Taxes include delinquent taxes and penalties and intangibles from county.

(2) Natatorim receipts - \$56,490