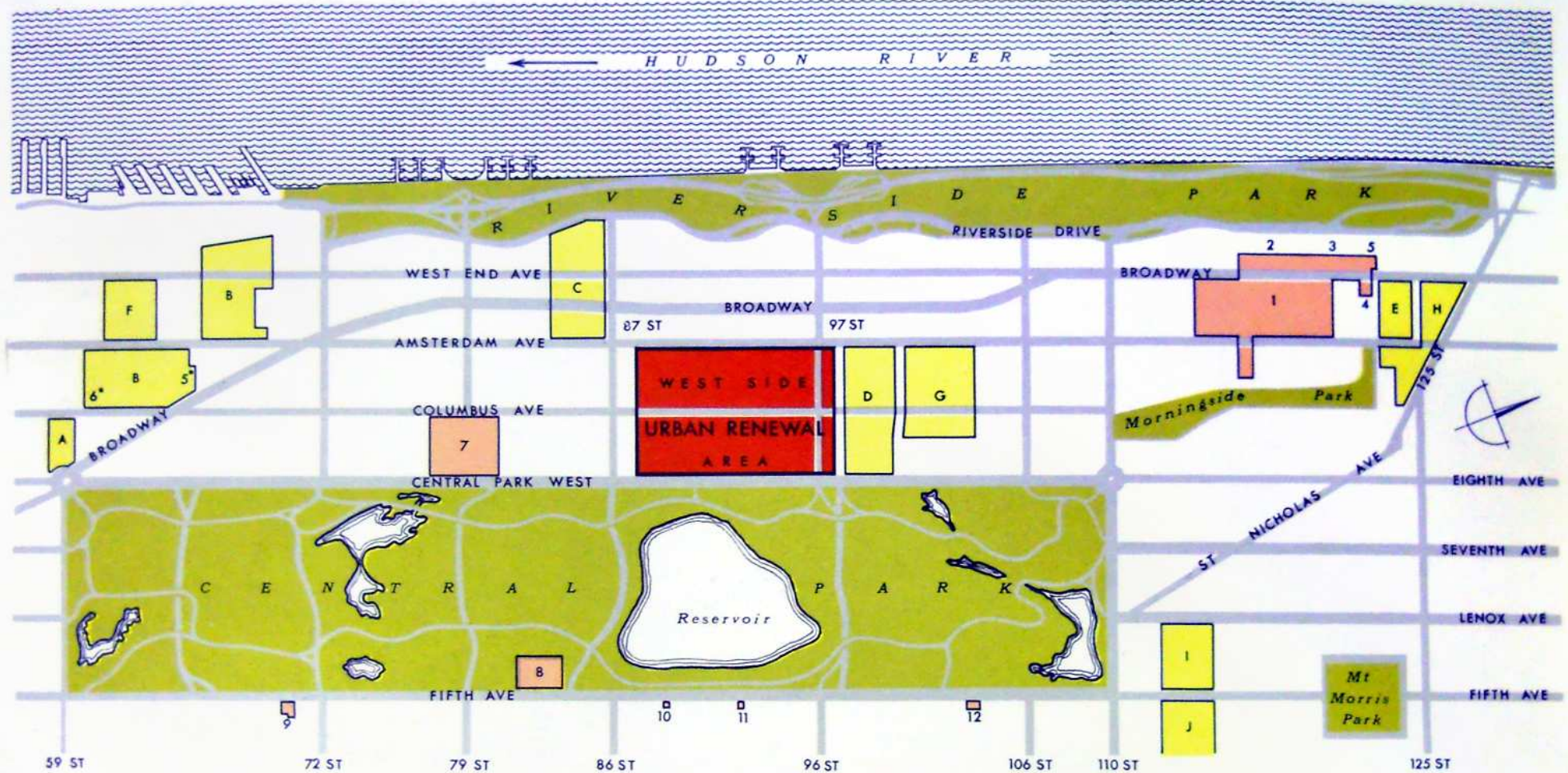


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West Side
**URBAN
RENEWAL**
Area

Urban Renewal Board • The City of New York



MAJOR EDUCATIONAL INSTITUTIONS AND MUSEUMS

- | | | | |
|----|-----------------------------|----|--------------------------------|
| 1 | Columbia University | 7 | Museum of Natural History |
| 2 | Barnard College | 8 | Metropolitan Museum of Art |
| 3 | Union Theological Seminary | 9 | Frick Gallery |
| 4 | Jewish Theological Seminary | 10 | Guggenheim Museum |
| 5 | Juilliard School of Music | 11 | Jewish Museum |
| 6 | Fordham University | 12 | Museum of The City of New York |
| 0* | Proposed location | | |

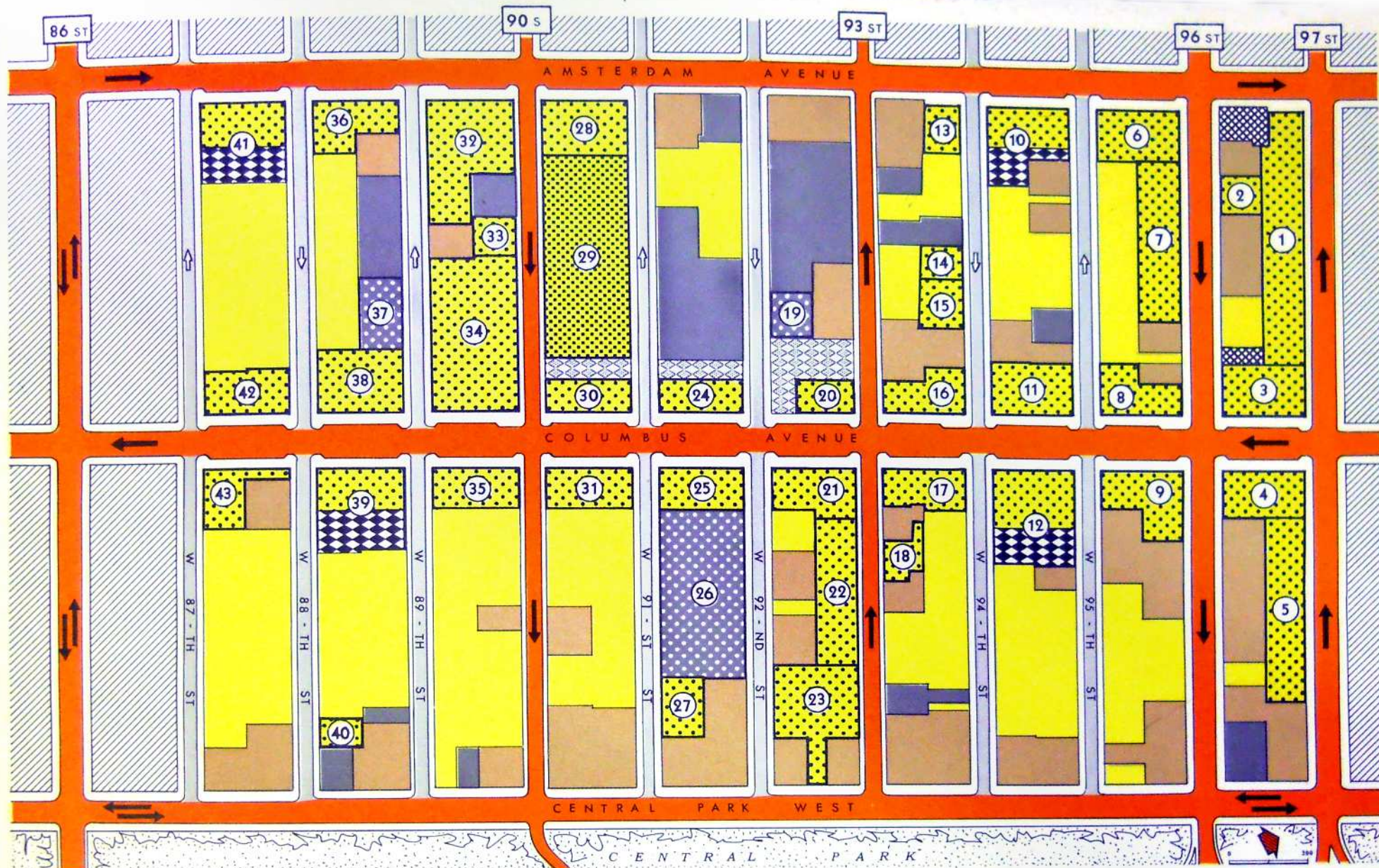
TITLE I REDEVELOPMENT

- | | |
|---|---|
| A | Coliseum |
| B | Lincoln Square (including Center for Performing Arts) |
| C | Riverside-Amsterdam |
| D | West Park Village |
| E | Morningside Gardens |

PUBLIC HOUSING

- | | |
|---|---------------------|
| F | Amsterdam |
| G | Frederick Douglass |
| H | General Grant |
| I | Stephen Foster |
| J | Sen. Robert A. Taft |

PARK WEST COMMUNITY AND ENVIRONS



REDEVELOPMENT AREAS

- Residential
- Residential—Public Housing
- Public (School Areas)
- Plazas
- Reuse parcel number

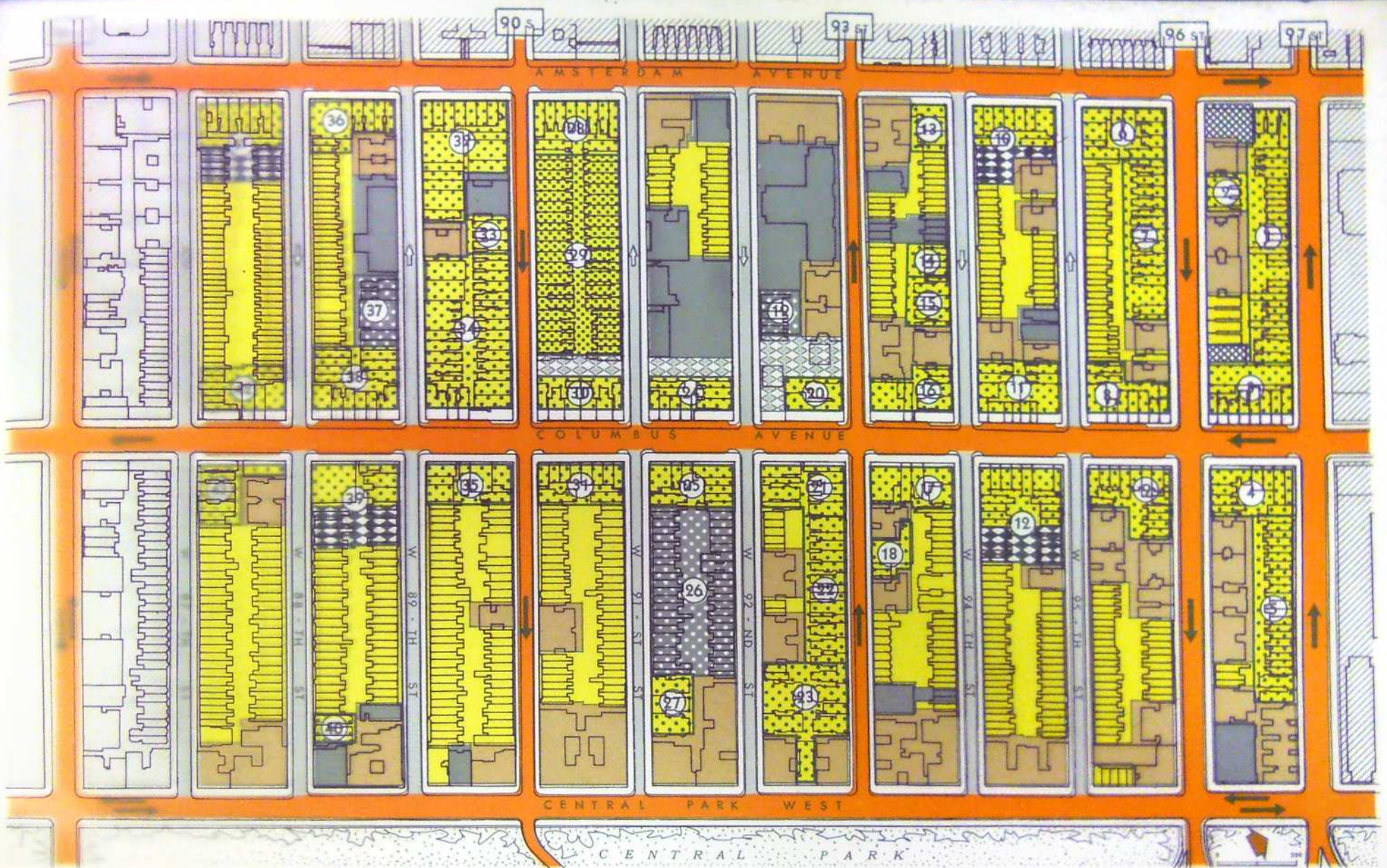
REHABILITATION AREAS

- Residential

CONSERVATION AREAS

- Residential
- Public and semi public
- Commercial
- Open areas

PRELIMINARY PLAN MAP



REDEVELOPMENT AREAS

- Residential
- Residential—Public Housing
- Public (School Areas)
- Parks
- House parcel number

REHABILITATION AREAS

- Residential

CONSERVATION AREAS

- Residential
- Public and semi public
- Commercial
- Open areas

EXISTING BUILDINGS & STREETS

PRELIMINARY PLAN MAP

**Housing and Home Finance Agency
of the United States**

Norman P. Mason
Administrator
Walter S. Fried
Regional Administrator

Urban Renewal Administration

Richard L. Steiner
Commissioner
Charles J. Horan
Regional Director

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West Side
**URBAN
RENEWAL**
Area

Urban Renewal Board • The City of New York

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Peter J. Reidy
Commissioner, Department of Buildings
Charles H. Tenney
Corporation Counsel

James Felt, Chairman
Chairman, City Planning Commission

Samuel Ratensky
Director

Richard K. Bernstein
General Assistant to Chairman

This report has been prepared by the Urban Renewal Board in accordance with the requirements of Section 72-m of the General Municipal Law of the State of New York. The statute requires approval by the governing body of the municipality of a Preliminary Plan for the renewal of a deteriorating area. Such approval must follow review of the plan by the City Planning Commission, and appropriate public hearings.

Specific items covered in the Preliminary Plan, as required by law, include a detailed statement of existing physical, economic and sociological conditions in the urban renewal area; and a general statement of proposals with respect to land uses, pattern of traffic and transportation circulation, community facilities and open space, demolition of designated structures, new construction, rehabilitation and conversion, and methods of financing; and the estimated housing needs of families to be displaced.

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SAMUEL RATENSKY
DIRECTOR

THE CITY OF NEW YORK
URBAN RENEWAL BOARD

2 LAFAYETTE STREET
NEW YORK 7, N. Y.

May 28, 1959

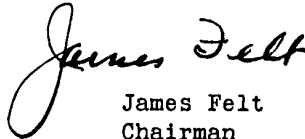
Hon. Robert F. Wagner
Mayor of the City of New York
City Hall
New York 7, New York

Dear Mr. Mayor:

I take pleasure in submitting to you, on behalf of the Urban Renewal Board, the Preliminary Plan for the West Side Urban Renewal area. This signalizes the next stage in realization of the renewal of a twenty-block area on the West Side of Manhattan. As required by Section 72-m of the General Municipal Law, the Preliminary Plan must be approved by the Board of Estimate, after referral to the Planning Commission and after public hearings before both bodies.

In preparing this Preliminary Plan, as in the earlier study of the area, we have had the support and cooperation of many City departments and officials. I want to mention particularly the enthusiastic interest and help which we have had, from the outset, from the Borough President of Manhattan, the Hon. Hulan E. Jack.

Sincerely,


James Felt
Chairman

ABRAHAM D. BEAME
DIRECTOR, BUREAU OF THE BUDGET

J. CLARENCE DAVIES, JR.
COMMISSIONER, DEPT. OF REAL ESTATE

MICHAEL A. PROVENZANO
ACTING CHIEF ENGINEER, BOARD OF ESTIMATE

WILLIAM REID
CHAIRMAN, CITY HOUSING AUTHORITY

JAMES FELT, CHAIRMAN
CHAIRMAN, CITY PLANNING COMMISSION

PETER J. REIDY
COMMISSIONER, DEPARTMENT OF BUILDINGS

CHARLES H. TENNEY
CORPORATION COUNSEL

Introduction

THIS Preliminary Plan for the West Side Urban Renewal Area marks the interim stage in a significant new program for The City of New York. It presents a blueprint for the renewal of a 20-block area in a deteriorated residential section of the City by a combination of activities, including conservation, rehabilitation, and spot clearance and redevelopment. The plan differs from previous City attacks on urban blight in two major respects: one, it proposes to deal with a deteriorating, rather than a slum, area; and two, it proposes to clear only those buildings that are deemed beyond salvage or that prevent realization of an overall plan for upgrading the area. Rehabilitation and conservation of existing structures, new construction in redevelopment sections, and improvements in street design, traffic patterns and community facilities will revitalize the entire area while retaining insofar as possible its present desirable physical and social characteristics.

The Preliminary Plan has been prepared by the Urban Renewal Board following recommendations of the City Planning Commission contained in an evaluative study of the West Side Urban Renewal Area (hereafter referred to as The Study). Published in April 1958 and partially financed with a Demonstration Grant from the Federal Government, The Study determined that renewal of the West Side Urban Renewal Area is feasible, and recommended the creation of an agency to draw up plans for the area. Mayor Wagner, on May 9, 1958, appointed the Urban Renewal Board. On June 18, 1958 the City Planning Commission, in City Planning Report CP-14064, designated the urban renewal area as a deteriorating area, in accordance with the requirements of Section 72-m of the General Municipal Law of the State of New York. The Board of Estimate, by Cal. No. 360-A, dated June 26, 1958, as amended by Cal. No. 378, dated January 22, 1959, designated the Urban Renewal Board as the agency responsible for carrying out renewal of this area.

Planning for the West Side Urban Renewal Area is proceeding with Federal financial aid under the terms of Title I of the Housing Act of 1949 as amended to date, and within the framework of Section 72-m of the General Municipal Law of the State of New York. An Application for a Federal Survey and Planning Advance and Capital Grant Reservation was made by the Urban Renewal Board on September 9, 1958 and approved by the Federal Government on December 17, 1958. The Board of Estimate accepted the Offer of Advance on December 18, 1958 by Cal. No. 415.

The urban renewal area, as shown on the map entitled Park West Community and Environs, is bounded by 87th and 97th Streets, Central Park West and Amsterdam Avenue. It is located in the heart of Manhattan's Park West - Morningside community, which extends from 59th Street to 125th Street, between Central Park and the Hudson River.

This part of Manhattan is unsurpassed with respect to certain basic amenities. It is adjacent to Central Park and within easy walking distance of Riverside Park. Public transportation, provided by the IND and IRT subways, north-south bus routes on Central Park West, Columbus Avenue, Amsterdam Avenue, Broadway and Riverside Drive, and cross-town busses on 86th and 96th Streets, offers rapid and convenient service to midtown shopping and entertainment centers, to all of Manhattan's commercial areas, and to the great cultural resources to the north, south, and east. These advantages have in

the past placed the Park West - Morningside community among the most desirable residential quarters of New York, and are fundamental assets of the urban renewal area.

In recognition of this fact, the Park West - Morningside community has in recent years been the scene of several redevelopment programs, public housing projects, and other public improvements that have brought new life to the community. These include Morningside Gardens and Grant Houses in the northernmost portion of the area, and West Park and Douglass Houses immediately north of the urban renewal area. Southwest of the urban renewal area, the Riverside - Amsterdam Project is presently in the planning stage. In the southern portion of Park West - Morningside, the Coliseum, Columbus Circle Apartments and Amsterdam Houses are complete, and the Lincoln Square Project, which will give New York a magnificent new cultural center as well as additional new housing, is well under way. Several new public schools, and a number of child care, health, community, and library facilities have been constructed or are presently in the planning or construction stage.

Thus, one of the particular advantages of the West Side Urban Renewal Area Plan is that it can be developed as an integral part of a comprehensive effort to renew Manhattan's entire upper west side. The extensive rebuilding activities near and adjacent to the West Side Urban Renewal Area will help stimulate investment within that area. At the same time, renewal of this 20-block area will protect new investment in nearby redevelopment areas, and lay the foundation for further, similar activities both in the Park West - Morningside community and in other parts of the City.

The West Side Urban Renewal Area offers a challenging opportunity: to prove that a well-conceived urban renewal plan, developed in consultation with citizens of the community involved, can restore a neighborhood to its former high quality without destroying its individual character. In meeting this challenge, the successful execution of the West Side Urban Renewal Plan will demonstrate that a prime, centrally located urban area can be revitalized to produce higher tax returns while housing a broad and sound diversity of economic and ethnic groups.



Characteristics of Urban Renewal Area

A

PLAN aiming at the goals outlined in the Introduction depends to a considerable extent on an accurate appraisal of existing conditions. The Study included detailed investigations of physical, social and economic factors by various City departments, private groups and individuals, and the Planning Commission staff. The findings of The Study are included herein by reference and are freely drawn upon in the following discussion. THE REAL ESTATE MARKET IN AN URBAN RENEWAL AREA, a study by Chester Rapkin initiated by the City Planning Commission and published in January, 1959, also provided extensive information on the West Side Urban Renewal Area which has been utilized where pertinent. Finally, surveys and analyses by the Urban Renewal Board have updated information on present conditions in the area, particularly with respect to condition of structures and family characteristics.

PHYSICAL CONDITIONS

Topography

The urban renewal area lies approximately in the center of the upper Manhattan plateau which rises gradually in a northerly direction, terminating in a deep valley at 125th Street, and sloping down-

ward toward the Hudson River. The area itself is generally level, although there are slight variations in grade.

Land Use

Residential Use The distribution of land uses in the urban renewal area reflects its historical development. Largely because of its convenient and favorable location, the area was traditionally a preferred residential community. With approximately 85 per cent of the net land area (all land exclusive of streets) of 74 acres in predominantly residential use, it contains a wide range of dwelling types reflecting various eras of real estate activity. Most of the side streets are lined with 19th-century brownstone houses, with the exception of concentrations of old-law tenements along the south side of 93rd Street between Central Park West and Columbus Avenue and along 89th, 90th, 91st and 96th Streets between Amsterdam and Columbus Avenues. The old-law tenements that almost solidly line Columbus Avenue are evidence of the blighting effect on this avenue of the now demolished Ninth Avenue "El." Old-law tenements are also predominant along Amsterdam Avenue, although a number of elevator buildings break the pattern. Along Central Park West the former elegant mansions have given way to tall apartment structures, many of a luxury type, and scattered elevator buildings are found on the side streets, particularly north of 90th Street between Central Park West and Columbus Avenue.

A major blighting influence in the urban renewal area is the use of brownstones and old-law tenements as rooming houses and for single room occupancy. Of the 665 brownstone structures in the area, 64 per cent are rooming houses. In the category of old-law tenements without elevators, 12 per cent of the total of 308 structures contain single room occupancy units. This figure is considerably more significant than appears at first glance, since each building contains many rooms and these single room occupancy units are often occupied by entire families. The character of conversion and operation, and

the dilapidation and overcrowding of these buildings, are among the primary causes of deterioration in the urban renewal area.

Public and Semi-Public Use Public and semi-public uses account for approximately ten per cent of the net urban renewal area. Public uses, comprising 4.8 per cent of the area, include Joan of Arc Junior High School (J.H.S. 118) located at 154 West 93rd Street, P.S. 166 at 132 West 89th Street, and Department of Water Supply, Gas and Electricity easements and buildings on or near the Columbus Avenue frontages, between 90th and 93rd Streets and 96th and 97th Streets.

Uses in the semi-public category, accounting for 5.2 per cent of the net land area, include several private and parochial schools: the Walden School, at the corner of Central Park West and 88th Street; Columbia Grammar School, at 22 West 94th Street; Birch Wathen School, in the block north of J.H.S. 118; Trinity School, in the block south of J.H.S. 118; St. Gregory's School, a parochial school at 144 West 90th Street; and the Franklin School, at 18 West 89th Street. Charles B. Towns Hospital is located at 293 Central Park West. There are also 16 religious structures in the area.

Although nearby Central Park facilities are available, one of the major deficiencies within the urban renewal area is lack of local play and sitting areas. The only public play space is the Joan of Arc Junior High School playground, which is inadequate in size. A private playground is located at the Trinity School. With the exception of very small school yards, there are no other public or private recreational spaces in the 20-block area. A serious lack of play space for pre-school age children and passive recreation space for adults exists.

Commercial Use Ground floor commercial uses are found extensively along Amsterdam and Columbus Avenues, but there are few predominantly commercial structures in the urban renewal area. The only substantial group of commercial buildings is located along 89th and 90th Streets between Amsterdam and Columbus Avenues. Pre-

dominantly commercial use accounts for less than five per cent of the net acreage.

The general pattern of land use is a desirable one for a residential neighborhood. The area is fortunate in the comparative absence of incompatible uses such as warehousing, large office buildings, and other heavy commercial uses. Schools, religious buildings and other community facilities are generally well located throughout the area. Historically, the intermixture of dwelling types provided a wide range of housing accommodations to meet the needs of different income groups. However, in recent years the large number of conversions has multiplied the evils of overcrowding and transient occupancy in the area; and the continuing existence of old-law tenements with their inherent inadequacies of plan and design has impaired the residential quality of the neighborhood.

Structural Condition

At the time of The Study, a thorough structural analysis was made of all buildings in an eight-block pilot area within the urban renewal area. This analysis was aimed at providing detailed information as to the architectural feasibility of rehabilitating existing structures.

In preparing the Preliminary Plan, the Urban Renewal Board conducted a more generalized survey in the urban renewal area to determine the physical condition of every structure in the area. While the findings of this survey will serve as one guide to the designation of structures to be demolished, rehabilitated and conserved, decisions as to the architectural feasibility of rehabilitation and conservation also must take into account the physical layout of the rooms, and the light, air and open space provided. Final determination of structures to be demolished and retained will also depend on planning factors, such as assemblage of parcels for appropriate reuse.

The following table summarizes the present physical condition of all existing structures.

STRUCTURAL CONDITIONS: WEST SIDE URBAN RENEWAL AREA

Type of Structure By Predominant Use	Fair Condition	Number of Structures		Total
		Needing Minor Repair	Needing Major Repair	
Residential	205	508	326	1,039
Public and Semi-Public	25	8	—	33
Commercial	23	10	5	38
Total	253	526	331	1,110

Streets and Traffic Pattern

Under the existing street layout, Central Park West is a two-way north-south thoroughfare, while Amsterdam and Columbus Avenues are major one-way northbound and southbound avenues, respectively. The urban renewal area is crossed by one major cross-town thoroughfare, 96th Street.

According to a study made in 1956 by the Department of Traffic, a total volume of approximately 118,000 vehicles per day passed through the urban renewal area, more than half of which was concentrated on the north-south avenues. The synchronization of traffic signals permits a steady flow of traffic on Amsterdam and Columbus Avenues. These avenues carry a high proportion of commercial traffic, while Central Park West is restricted to passenger vehicles. A Traffic Department survey showed that 52.3 per cent of the total 8 AM to 4 PM traffic on Amsterdam Avenue on an average weekday was truck traffic; on Columbus Avenue the corresponding percentage was approximately 49.

The east-west streets carry a lesser, but in some cases still excessive, proportion of commercial vehicles. This proportion is particularly high on 91st Street where 30.8 per cent of the vehicles counted between Amsterdam and Columbus Avenues were trucks. On 94th Street 20.1 per cent truck traffic was recorded, while on

congested 96th Street 10.6 per cent of westbound and 17 per cent of eastbound traffic was truck traffic.

With off-street loading facilities in the urban renewal area virtually nonexistent, loading and unloading operations impede the flow of traffic on Amsterdam and Columbus Avenues. On Columbus Avenue between 90th and 91st Streets, the Traffic Department recorded on an average weekday a total of 89 trucks receiving or delivering between 8 AM and 4 PM. The average number of trucks standing on this one block was 13 per hour, with the greatest number between 10:30 and 11:30 (20) and between 1:00 and 2:00 (18).

These standing and loading operations compound the already serious parking problem. The Study estimated that there were 1,770 curb spaces in the area. However, the average weekly loss of spaces owing to a variety of parking restrictions amounted to approximately 42 per cent.

There were five garages in the urban renewal area providing approximately 600 spaces, which gave a ratio of one parking berth for every 23 dwelling units — a ratio that was substantially lower than the average in Manhattan of one to seven. However, the car ownership ratio in the urban renewal area in 1956, approximately 11 families per car, was also considerably lower than the Manhattan average of five families per car.

ECONOMIC CONDITIONS

The Study revealed that the character and amount of investment in the urban renewal area have undergone a profound change that both reflects and contributes to the decline of the area.

There has been virtually no new private construction in the area since the 1929 depression halted the boom that followed the opening of the Broadway subway and Riverside Drive. The post-World War II period saw only five new structures and only one residential building erected in the urban renewal area. At the same time, investment in improvements of existing structures fell off

sharply. The little investment that did occur went into conversions of large apartments to smaller dwelling units.

As long-term investment continued to decline and overcrowding and deterioration continued to increase, the reputation of the area as a high-risk real estate investment district became entrenched. The ratio of sales prices to gross rental income, especially for brownstones, was relatively low compared to that for New York City as a whole. Prospective investors in the urban renewal area, except possibly for the owners of large elevator-apartment buildings, have met with serious difficulties in raising mortgage capital at reasonable terms. The proportion of equity capital relative to mortgage capital required for property transactions mounted, mortgage terms became stricter, and the amortization period for loans was reduced. Interest rates on mortgages, padded by bonuses and commissions, rose sharply.

Finally, during the inflationary period 1946 - 1956, the share of total Manhattan real estate tax revenue provided by the urban renewal area declined by 11 per cent. Such a downward trend is symptomatic of advancing blight; moreover, it occurred in the face of the increasing demands for public and private community services that are necessarily made in areas characterized by overcrowded housing and a high proportion of low-income families.

SOCIOLOGICAL CONDITIONS

Two striking sociological characteristics of the urban renewal area are first, that it has traditionally housed a population of broad diversity, and second, that in recent years it has experienced an extremely rapid population increase, which has included a large number of low-income persons.

The Study indicated that between 1950 and 1956 the population in the urban renewal area increased by 16 per cent, from 33,000 to 39,000. This increase was accompanied by shifts in ethnic composition, as indicated by the following comparative data: non-whites¹, who had comprised 1.3 per cent of the population in 1950, comprised

9.1 per cent in 1956; Puerto Ricans, who accounted for 4.9 per cent in 1950, accounted for 33.4 per cent in 1956; and the percentage of white¹ population declined, between 1950 and 1956, from 93.8 to 57.5 per cent of the total population.

Diversity of income level also characterizes residents of the urban renewal area. In 1956, the median income of families and individual householders in the area was \$3,500. This figure represented a median income (for families and individual householders combined) of \$2,553 for Puerto Ricans, \$2,850 for non-whites, and \$4,156 for whites. In spite of this fairly wide range, however, a high proportion of area residents is in the lower income brackets; as compared to a City-wide figure of 3.5 per cent, an estimated 11 per cent of the total population received Department of Welfare assistance in 1956.

Along with the population increase have occurred a substantial increase in the number of children in the urban renewal area, and a decrease in the median age of area residents. The child population more than doubled between 1950 and 1956, rising from 4,207 to 8,642. Of the latter, over two-thirds were Puerto Rican children. The median age in the area fell from 39.7 to 31.9 years. Age data indicated that in 1956 the largest number of area residents (33 per cent) fell in the 15 - 34 year-old range. Older people between 45 and 64 (23 per cent) and children under 15 (22 per cent) made up the next largest age groups, while 35 - 44 year olds and elderly people over 65 comprised the smallest proportion (14 per cent and 7 per cent respectively).

The diversity in the area, both economic and ethnic, is a decided asset which the urban renewal plan will strive to maintain. But the population changes of recent years have also brought serious problems which require solution. Most important is the problem of overcrowding. As the population in the area expanded, housing space per capita progressively contracted: rooming units and single room occupancy units became occupied by entire families, and large apartments were converted to smaller dwellings. In 1956, the average person per room ratio was 1.51, and more than one-fourth of the total population, or 10,000 persons, occupied shelter space suited for no more than 4,300 people.

Another major problem has been rapid turnover of population. For example, an enrollment change in excess of 50 per cent occurred in one public elementary school in the area in 1956. Such high turnover is accounted for partly by the replacement of white population by non-white and Puerto Rican families, and partly by continued Puerto Rican mobility, as new families have moved into the area to take the place of others who have moved out.

Nevertheless, although a substantial decrease in the total white population occurred between 1950 and 1956, a significant fact pointed out by The Study is that 54 per cent of the individuals and families who moved to the area in this period were non-Puerto Rican whites. This indicates that the area is still attracting all ethnic groups. One objective of renewal is to retain the traditional diversity of the area while attracting a more permanent population.



¹ Excluding persons of Puerto Rican origin.

Preliminary Urban Renewal Plan

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HIS section of the Preliminary Plan, in accordance with the requirements of Section 72-m of the General Municipal Law of the State of New York, contains general, rather than detailed, proposals concerning land uses, community facilities, traffic and transportation patterns, demolition and new construction, conservation and rehabilitation.

The Preliminary Urban Renewal Plan, as proposed herein, is designed to create a stable residential area that will preserve the existing assets of the community and improve the area in those respects in which it is now lacking. Specific goals, which are based on the general standards established by the City Planning Commission, are:

1. The elimination of substandard housing with particular emphasis on the elimination of overcrowding and unsuitable uses.
2. Provision for new residential development of various types and rental ranges to serve a broad cross section of the community, with appurtenant retail development.
3. Preservation and improvement of community facilities, including the provision of additional open space for both active and passive recreation.

4. Encouragement of permanent residence in the area through the improvement of amenities and accommodations for family living.
5. Creation of an harmonious balance of high and low structures and of open spaces.
6. Improvement of the tax base of the area by encouraging private investment on the broadest possible basis.
7. Reduction of traffic congestion and parking problems.
8. Development of active community participation throughout the renewal process.

The urban renewal area, with more than 39,000 residents, has the population of a fair-sized community. There are many sound and substantial buildings in this 20-block area. Furthermore, the brownstone houses, which predominate in the area, possess inherent advantages that make them suitable for rehabilitation that will continue their economic life, thus offering a type and quality of urban living not otherwise attainable. Because of this, and the prohibitive cost of total acquisition and demolition, a basic objective of the urban renewal plan has been to keep clearance to a selective and logical minimum.

The basic concept of the urban renewal plan is the creation of residential sub-neighborhoods. The boundaries of these sub-neighborhoods will be delineated by the north-south avenues and by modification of designated east-west streets to form "connector" streets. Within each sub-neighborhood, the east-west streets will be converted to quiet, "residential" streets. As presently conceived, six sub-neighborhoods will be created — three on each side of Columbus Avenue between 86th and 96th Streets. Each sub-neighborhood will have access within easy walking distance to local shopping facilities, and will be served by open space providing sitting areas for adults and play areas for small children. Within each sub-neighborhood a desirable variety of dwelling types will be provided insofar as is financially feasible.

The present plan, it must be emphasized, is a PRELIMINARY PLAN. Although the concepts outlined above will guide all final planning decisions, present proposals may be refined and revised in the FINAL URBAN RENEWAL PLAN.

PROPOSED LAND USES

Land uses proposed for the project area (as shown in the Preliminary Plan Map) are residential, commercial, public, and semi-public. A majority of the buildings in the area is to be retained for rehabilitation or conservation.

Existing uses to be conserved as compatible with the objectives of the plan include many apartment buildings, both new-law tenements and post-1929 elevator buildings; public and private schools; religious institutions; and a few other semi-public and commercial buildings.

Most of the brownstones in the area are shown in rehabilitation sections; the scope of rehabilitation required will vary, for residential structures, from conservation of existing one and two-family homes and multiple dwellings, to complete alteration of existing rooming houses.

New uses proposed in areas designated for clearance and redevelopment are residential and public. These uses include:

1. New apartment housing. Clusters of local retail uses are proposed to be located in and adjacent to selected residential structures. Community facilities, such as child-care and old-age centers, will be provided where appropriate in conjunction with new housing.
2. New public elementary school.
3. Additions to existing public school sites for playground purposes.
4. Public plazas in sub-neighborhoods to provide sitting areas for adults and play spaces for young children. Some of these

will probably be developed in conjunction with the clusters of local retail uses.

As shown in the Preliminary Plan Map, the proposed reuses will complement housing and community facilities to be rehabilitated or conserved.

PROPOSED PATTERN OF TRAFFIC AND TRANSPORTATION CIRCULATION

To support and enhance the proposed residential sub-neighborhoods and proposed new residential development, and to improve traffic flow while giving more protection to pedestrians, two major street proposals are shown in the Preliminary Plan Map.

Redesign of Avenues

An arrangement of wide, landscaped sidewalks and parking bays is proposed along Columbus Avenue. The effective width of the avenue will be increased to 130 feet by means of mandatory setbacks of 15 feet from existing property lines to be required for all new structures. This will permit installation of the bays without widening the present 100-foot right-of-way. The setback will allow construction, on each side of the avenue, of a sidewalk 25 feet in width (15 feet of which will be located within the setback, and ten feet within the existing right-of-way) and a ten-foot parking bay. The new roadway width measured from the outside line of the parking bays will thus be 80 feet; however, at intersections this width will, for the convenience of pedestrian crossings, be kept at the present 60 feet by extending the sidewalks to the existing curb lines.

The widened sidewalks will be planted with double rows of trees. The total distance of 130 feet between the buildings on each side of the avenue will create a broad and open vista, which will offer an attractive setting for new construction. The lanes adjacent to the parking bays will be utilized for parking movements, turning on and off the avenue, and bus stops. With these impediments to smooth traffic flow removed from the center of the roadway, three lanes of

through traffic will be permitted to proceed without interruption. Off-street loading facilities to be provided in connection with new construction will support the bay system by removing most, if not all, loading and unloading activities from the avenue. Finally, the provision of off-street parking facilities in new construction will also help to alleviate parking problems and to improve the flow of traffic in the urban renewal area.

The mandatory 15-foot setback, widened and landscaped sidewalks, and parking bay treatment as proposed for Columbus Avenue are also proposed for the easterly side of Amsterdam Avenue in those blocks where redevelopment will take place.

"Residential" and "Connector Streets"

As a major element of the sub-neighborhood concept, the Preliminary Plan proposes to revise the east-west street system in the urban renewal area by applying varying design treatments to the existing street layout. The east-west boundary streets of each sub-neighborhood will be converted to connector streets, while the interior streets will be designated as residential streets.

To help divert traffic to the connector streets, while maintaining the residential streets as quiet, local roads, a six-foot widening to be accomplished by reducing sidewalk widths of the 90th and 93rd Street roadways, both of which will be connector streets, is proposed.

Various uses will be made of landscaping and of sidewalk and street pavement treatments to create attractive residential streets. Such treatments may include widening of sidewalks at certain points, thereby narrowing the roadway width, and the use of several textures and colors of paving materials. These techniques, plus utilization of traffic controls, will be combined to discourage through traffic on residential streets.

Transportation

As stated in the Introduction, the urban renewal area is served by five north-south bus lines, by two cross-town bus lines, and by two

subway systems. The existing public transportation circulation pattern is considered adequate to serve the urban renewal area and no revisions in the pattern are proposed.

The proposed treatment of streets in the area has been studied with the participation and assistance of the Borough President of Manhattan, the Department of City Planning, and the Department of Traffic.

PROPOSED COMMUNITY FACILITIES AND OPEN SPACE

Although existing community facilities in the urban renewal area provide many essential services, certain improvements are proposed. A major new facility will be P.S. 84, for which the Board of Estimate has already approved a site and allocated construction funds. To be located in the block bounded by 91st and 92nd Streets, Central Park West and Columbus Avenue, it will be planned and operated as a community school. Its facilities will be made available to local groups after school hours, and organized recreational programs will be conducted, so that it may augment other community facilities and services in the urban renewal area.

In order to provide more adequate public school playgrounds in the urban renewal area, it is proposed to enlarge the sites of P.S. 166 and of Joan of Arc Junior High School (J.H.S. 118). Active recreation space available to school-age children will be substantially increased by the new areas at all three public schools.

In addition to the new school playground and expansion of existing public school playgrounds, several public plazas are proposed, to be located adjacent to and behind new apartment houses facing Amsterdam and Columbus Avenues. Each plaza will extend the width of a block, and form an easily accessible open core for a sub-neighborhood. The plazas will be developed as passive recreation and sitting areas, some probably in conjunction with clusters of retail shops.

Like other sections of the Park West-Morningside community,

the urban renewal area is rich in such community facilities as private educational and religious institutions. The urban renewal plan proposes to conserve these cultural resources, and to enhance their usefulness to the community. Exploratory studies are presently in process that will help determine the feasibility of providing for expansion of these facilities where necessary.

PROPOSED DEMOLITION OF DESIGNATED STRUCTURES

The areas tentatively proposed for clearance and redevelopment are shown in the Preliminary Plan Map. Block and lot numbers of properties proposed for acquisition and clearance are listed in the Appendix.

Because of their fundamental functional inadequacy with respect to layout, light and ventilation, their excessive land coverage, and their structural condition, nearly all of the old-law tenements are proposed for clearance. Columbus Avenue, almost solidly lined with old-law tenements, will be totally cleared and completely rebuilt. The few old-law tenements excluded from the clearance areas are on sites which require further study to determine their suitability for economic redevelopment. Some old-law tenements shown in redevelopment areas have already undergone modernization and are being examined in detail to determine whether their demolition is necessary. Definitive recommendations with respect to these structures will be contained in the Final Plan.

A limited number of structures of other types is included in proposed clearance areas where required to accomplish the objectives of the plan. Thus, some clearance of brownstones and other types of buildings is proposed where necessary to create marketable redevelopment parcels. Spot clearance will also eliminate objectionable non-conforming uses, such as garages and other commercial structures.

Clearance of substantial areas in two interior blocks will be required to provide sites for a State-aided low-rent public housing

project and the new P.S. 84 discussed above, both of which have been approved by the Board of Estimate. The school site contains 43 brownstones, the overwhelming majority of which are rooming houses. The public housing site contains 32 old-law tenements, of which nine are in single room occupancy, and seven brownstones.

PROPOSED NEW CONSTRUCTION

With the exception of the new elementary school and expansion of two playgrounds, all new construction in the areas presently designated for redevelopment is to be for dwelling purposes, with appurtenant local retail uses provided within or contiguous to some of the new structures. The proposals for such new construction are derived from the social and economic goals set forth previously:

"provision for new residential development of various types and rental ranges to serve a broad cross section of the community," and "improvement of the tax base of the area by encouraging private investment on the broadest possible basis."

As shown in the Preliminary Plan Map, there are 40 sites, including the public housing site, to be redeveloped with new residential construction. Tall apartment buildings will be built along Columbus and Amsterdam Avenues. Redevelopment sites along east-west streets will be developed generally with lower buildings and at substantially lower densities. Taller buildings may be proposed, in the Final Plan, on those east-west streets where the character of existing development makes them architecturally suitable. Parking facilities for residents will be provided in all new residential buildings. The Final Plan will contain specific controls which will set standards of density, bulk, open space, and setback to provide for pleasant urban living.

Clusters of local retail facilities will be provided in the ground floors of certain new Columbus and Amsterdam Avenue buildings, conveniently located to serve all residents of the urban renewal area.

As previously stated, it is presently contemplated that all or some of these clusters will be developed in conjunction with proposed plazas. Careful consideration is being given to provision of suitable space in these clusters for small retail service shops as well as for major facilities such as supermarkets. The cluster developments will create pleasant, open neighborhood retail centers and avoid the monotony and waste of "strip" commercial development that so often characterizes urban retail facilities.

Since publication of The Study, widespread and substantial interest in many types of new residential construction has been evidenced by responsible builders, investors, and institutional sponsors. Such interest is a vital indication of the area's economic potential for renewal. New residential construction, except for public housing, is to be financed by private capital, utilizing to the fullest extent the aids and guarantees provided by Federal, State and City housing legislation. A wide range of price levels, and a desirable balance between rental and cooperative housing, can only be achieved by judicious combinations of public and private resources.

One of the major problems in planning new housing in Manhattan is the wide gap between higher-priced, conventionally financed rental units and the lower-priced housing that can be provided through State and City mortgage loan and tax abatement programs. For tax-abated rental or cooperative housing built under existing programs, monthly rents or carrying charges generally under \$29 per room can be anticipated while \$45 per room per month is the probable minimum for fully taxable rental housing constructed with Federal Housing Administration mortgage insurance under Section 220 of the National Housing Act. In part, this gap might be filled by fully taxable cooperative housing constructed with FHA mortgage insurance, under Section 213, at monthly carrying charges of approximately \$35 to \$40 per room.

As set forth in the section on proposed methods of financing, it is hoped that programs authorized in Section 213 of the National Housing Act, in the New York State Redevelopment Companies Law,

and Articles IX (Housing Companies) and XII (Limited Profit Housing Companies) of the New York State Public Housing Law, may be utilized fully with respect to the provision of cooperative housing. Detailed study will be given these possibilities, and means of attracting private and institutional developers for cooperatives will be fully explored. Studies currently in process will determine whether the provisions of existing statutes may be utilized to encourage construction of additional rental housing in the intervening price range.

The problem of providing accommodations in new construction at a wide range of prices is best met by planning for both rental and cooperative housing. With such programming, and full utilization of the resources of Federal, State and City housing legislation, it is anticipated that rents or monthly carrying charges will cover a wide spectrum from, perhaps, \$22 per room per month up to \$45-\$50 per room per month with a limited number of units at approximately \$60 per room per month. Rentals in the range of \$14 to \$18 per room per month will be provided in the State-aided public housing. The feasibility of including some additional public housing units in rehabilitated structures in suitable locations is being explored.

The Preliminary Plan recommends as a goal that approximately 7,400 dwelling units of new private rental and cooperative housing be constructed. It is further recommended that approximately one-third of these units be in the moderate rental range, which would require some degree of tax abatement; the remaining two-thirds would be full tax-paying housing. Such construction might utilize, in addition to the insurance provisions contained in Sections 213 and 220 previously mentioned, those of Section 221 of the National Housing Act.

On the basis of the proposals set forth above, preliminary estimates indicate that the assessed valuations of new residential construction in redevelopment areas will increase to about \$100,000,000 and provide an annual tax revenue, at current real estate tax rates, of about \$3,730,000. These anticipated tax collections have been adjusted to reflect the possible average 40 per cent tax abate-

ment on the assessed valuations of 2,400 moderate-rent dwelling units. By contrast, the current assessed valuations of existing properties in the redevelopment areas total about \$19,000,000 and yield an annual tax revenue of approximately \$800,000.

Thus, the proposed new construction on the redevelopment sites will result in an overall 467 per cent increase in tax collections and a 530 per cent increase in assessed valuations. It is interesting to note that the proposed tax collections for the moderate-rent, tax-abated housing alone are expected to increase 340 per cent while tax collections from fully taxable housing will increase by 536 per cent. Although the figures included in this discussion are of course tentative, and estimates of revenue may be revised in accordance with any subsequent revisions in the actual number of dwelling units to be constructed, it can readily be seen that the plan proposes to provide a wide range of desirable new dwellings in a highly attractive central area, and to contribute to a substantial improvement in the economic base of the City.

PROPOSED REHABILITATION

The areas tentatively designated for rehabilitation, consisting almost entirely of brownstone houses, are shown in the Preliminary Plan Map. Although many of these structures evidence varying degrees of physical dilapidation, the major deficiencies are found where they have been converted to rooming houses. With entire families often occupying single rooms, and sanitary and cooking facilities usually extremely inadequate, existing conditions in many of these structures are among the worst in the urban renewal area. The buildings themselves, however, remain structurally sound, and unlike the old-law tenements can — owing to lesser lot coverage and shorter depth, relatively satisfactory room layout, and sufficient light and air — be effectively rehabilitated.

The rehabilitation program is therefore predicated on a twofold objective. The first objective is to achieve a radical reduction of ex-

isting overcrowding, particularly in rooming houses. Because of the hazards to health and safety, particularly where families with children occupy rooming units, and the physical deterioration which advances most rapidly in these structures, this objective is both a social and an economic necessity.

As a corollary of the first objective, the program will aim at renovation and conversion of structures and improvement of the surrounding neighborhood to create a pleasing environment suitable for family living, particularly for families with children.

The Urban Renewal Board proposes to accomplish these rehabilitation objectives by the following techniques:

1. Utilization of the liberal terms of FHA Section 220 mortgage insurance for those owners who will comply with standards to be established, plus other financial aids enumerated below in the discussion of financing.
2. Establishing standards of compliance for eligibility for financial aids, as exemplified by Section 220 and the provisions set forth by the Mortgage Facilities Corporation (which makes institutional mortgage money available for rehabilitation). These standards will cover a range of conversions of rooming houses to various acceptable one- and two-family and multiple dwellings. Standards to encourage upgrading and conservation of structures now in acceptable physical and functional condition and occupancy will also be established.
3. Maintenance of a rigorous and continuous municipal code enforcement program in the urban renewal area and surrounding neighborhoods.
4. Mobilization of the total resources of Federal, State and local legislation relating to urban renewal to accelerate elimination of family use of rooming houses.
5. Initiation of constructive action with owner-occupants and block associations to encourage their responsible participation in the

rehabilitation program. This will be intensified as planning progresses.

6. Attempting to secure voluntary compliance by owners with the rehabilitation standards. Where compliance cannot be obtained, acquisition through purchase or condemnation will be sought. Brownstones so acquired may be resold with covenants requiring compliance with standards. It is not contemplated that the Urban Renewal Board will itself carry out a large-scale rehabilitation program.
7. Undertaking, as soon as practical following approval of the Preliminary Plan, to obtain approval of and execute a "brick and mortar" demonstration rehabilitation project on 94th and 95th Streets between Central Park West and Columbus Avenue. The assistance and participation of the block associations will be available in this demonstration to property owners of the various types of rehabilitation.

Rentals in rehabilitated brownstones will depend on many factors. These include available financial aids and mortgage money, type of conversion and the scope and cost of rehabilitation, the degree of market acceptance of the urban renewal area, and general housing market conditions. Nevertheless, it is anticipated that there will be a relatively wide range of rents in rehabilitated structures. Some low, controlled rents now paid in existing dwellings will continue, with moderate, if any, rent increases where only improved maintenance or minor refurbishing is required. Controlled rents will be adjusted upward in Class "A" buildings where the capital improvements are sufficiently extensive to qualify for adjustment. Where structures are eligible for de-control because of complete rehabilitation or reconstruction, and their rehabilitation is financed with mortgages insured under Sections 213 or 220 of the National Housing Act, rents will generally be comparable to those prevailing in new apartment housing constructed under these programs.

The conversion of brownstones to modern dwelling units, includ-

ing two- and four-family dwellings, has met with great success in the Manhattan housing market, particularly on the east side, with obtainable rents providing good returns for the developer. There exists a potentially strong demand for centrally located accommodations that offer a greater degree of privacy and of convenience for children than are found in large apartment buildings. Since publication of The Study extensive and responsible interest has been evidenced by present property owners and other investors, including individuals and groups interested in cooperative ownership, in the conversion of brownstones in the urban renewal area to two- and four-family dwellings. If such brownstones are made available, it is anticipated that the general upgrading of the urban renewal area plus the convenience of the area to employment, cultural, recreational and shopping facilities will attract many families with children able to afford economic rents.

Moreover, a desirable economic climate for rehabilitation exists. The vacancy rate in Manhattan is currently less than one per cent, and vacancies are concentrated for the most part in luxury apartments. Demand has been strong and continuous and has far exceeded supply in spite of extensive new construction. Mortgage money has been readily available in the last two years, and the main impediment to further increases in supply has been the shortage of sites. It does not appear that the potential demand will be saturated in the near future. The rehabilitation proposal for the urban renewal area represents, therefore, an economically sound as well as physically and socially desirable program.

PROPOSED RESIDENTIAL DENSITIES

The report of the City Planning Commission, CP-14064, dated June 18, 1958, which designated the West Side Urban Renewal Area as a deteriorating area states with respect to population density:

The area under consideration constitutes one of the most desir-

able sections of the City. Its Central Park frontage, transportation facilities, proximity to employment centers, educational, cultural and recreational facilities provide special advantages for residential purposes and result in high land costs. In view of these facts, overall population density will be fairly high, approximating present density in this area. However, future redevelopment must provide for improved spacing of buildings, more adequate open areas adjacent to buildings, with resulting improved light and ventilation for housing accommodations.

The Study reported that population densities varied throughout the urban renewal area. Two blocks contained more than 800 persons per acre. Other blocks contained lesser densities, the lowest being in three blocks having less than 500 persons per acre. The average net population density throughout the area was 525 persons per acre, equivalent to the overall average of the residential sections of Manhattan.

As previously stated, the population of the area increased between 1950 and 1956 from 33,000 to 39,000 persons, a 16 per cent rise. However, this population influx was absorbed into the housing inventory that existed in the area in 1950, since virtually no new apartment buildings had been constructed since that time. It is this process which has resulted in serious overoccupancy problems and deleterious uses of certain buildings. Thus the problem is not a reduction of overall densities in the area, but of adequate supply, with satisfactory standards of occupancy and use.

Renewal of the West Side Urban Renewal Area at population densities generally similar to those now existing in the area — between 500 to 600 persons per acre — and with the desired amenities for family and community living, is proposed to be accomplished by the following processes:

1. Improved utilization of land in redevelopment areas. Through the assembly of individual parcels into redevelopment sites of adequate size for sound and economic development, the new housing con-

structed in these areas will accommodate more families than now live there, although densities will be substantially lower than theoretical maximums permitted under existing laws. Further, as set forth in the section on proposed new construction, controls on bulk, open space, setback and density, which will be included in the Final Plan, and which will be binding on redevelopers, will insure the quality of the new housing.

2. Optimum utilization of the existing housing supply that is to be conserved and rehabilitated at acceptable standards of physical condition and occupancy. Such standards will be embodied in controls to be included in the Final Plan. Compliance with these standards will be a prerequisite for eligibility for mortgage insurance, for rehabilitation purposes, under applicable sections of the National Housing Act. This will result in a reduction of densities in the areas proposed for rehabilitation.

It is anticipated that City codes and ordinances designed to prevent overcrowding will be made more restrictive, as necessary, to provide more effective regulation of excessive density resulting from overoccupancy and of unsuitable use of buildings in the rehabilitation areas.

PROPOSED METHODS OF FINANCING

Several types of municipal, State, and Federal legislative aids may be utilized for both construction of new buildings and rehabilitation of existing buildings in the urban renewal area. The effect of this direct and indirect financial aid is to insure the marketability of the area for new residential uses and for rehabilitation of physically dilapidated and unsuitably converted structures.

Federal financing assistance centers primarily around Section 220, Title II of the National Housing Act. This section permits FHA insurance of mortgages for new apartment housing at 90 per cent of the estimated replacement cost of land and improvements, with a

maximum mortgage amount in the New York area of \$3,700 per room. Mortgages are at five per cent interest on a self-liquidating basis, for periods up to 40 years.

Section 220 also permits liberal FHA insurance of mortgages on rehabilitated structures. For example, one- and two-family owner-occupied dwellings are eligible for FHA-insured mortgages to a maximum of \$20,000, with modest down payments that generally range on a sliding scale from as little as three per cent to 12 per cent, depending on replacement cost. Federally insured mortgages of \$27,500 are available on three-family dwellings and \$35,000 on four-family dwellings. If a structure is to be rehabilitated to provide more than four dwelling units, \$7,000 additional mortgage insurance for each family unit may be obtained. The mortgage loan to value ratio for nonowner-occupant borrowers is 85 per cent of the amount available to owner-occupants. These liberal terms should provide a strong inducement to existing owners to rehabilitate, and offer an incentive to institutional mortgagees to advance mortgage funds, since each mortgage loan is fully insured by the FHA. Low equity (cash) requirements, coupled with periods ranging up to 30 years on self-liquidating mortgages, should insure the economic feasibility of rehabilitation.

A second type of Federal assistance is provided by Section 213, Title II of the National Housing Act. Section 213 permits FHA insurance of mortgages, for periods up to 40 years, on 90 to 95 per cent of the replacement cost of multi-family residential cooperatives, with a limit, in the New York area, of \$3,850 per room. Under its provisions, tenant-stockholders, after moderate down payments, pay proprietary rent changes that are substantially less than the rental value of the dwelling units. Cooperative apartment living, which offers the amenities of home ownership in a community atmosphere as well as income tax deductions, has become a popular form of housing in New York City, and it is expected that many dwelling units of this type will be constructed in the redevelopment sections of the urban renewal area. (Legislation now pending before Congress may, if enacted, liberalize both Section 213 and Section 220, and may raise

insurable mortgage amounts per room for both new and rehabilitated housing.)

Another constructive source of financial aid for urban renewal areas exists in the Mortgage Facilities Corporation. This is the "pooled risk" mortgage lending organization created by the New York State Legislature in 1956, to facilitate the flow of mortgage credit to blighted, deteriorated or overcrowded areas, with primary emphasis on urban renewal areas. The capital stock of the Mortgage Facilities Corporation is held by 32 member institutional lenders. The Corporation is permitted to make loans of up to 80 per cent of appraised value, on a maximum 20-year self-liquidating basis, for complete rehabilitation, new construction or home purchase. The Corporation has already pledged its assistance in making mortgage loans on properties to be rehabilitated in the area. These funds will supplement those to be provided by private institutions under FHA Section 220 and should insure an ample supply of mortgage money for rehabilitation purposes.

Another type of State legislation that should be of help in providing moderate priced housing is the Limited Profit Housing Companies Act of 1955, as amended. This act permits the State or a municipality to make direct mortgage loans to private developers of rental or cooperative housing on a 50-year self-liquidating basis at the same low interest rate that the State or municipality must itself pay to borrow the requisite funds on a bond issue. The Act also permits the formation of a Limited Profit Mortgage Corporation, in which institutional mortgage lenders would contribute two-thirds of the mortgage funds and the State one-third. It is anticipated that institutional lenders will make their share available on a 40-year self-liquidating basis at about 4½ per cent interest, while the State's share will be on a 50-year basis at 3¼-3½ per cent interest.

Under this act, the mortgage is for 90 per cent of the actual land and building costs and the developer's return on his investment is limited to six per cent. The low-cost loan is supplemented by tax assistance. In New York City the Board of Estimate may grant tax

exemption up to 50 per cent of the assessed valuation of the land and improvements. Thus, a combination of low debt service charge, tax abatement and limited equity return permits the construction of relatively low-rent housing for middle-income families. This legislation was designed specifically to help fill the rent void between the various forms of public housing and fully taxable, private housing. To date only cooperative housing has been built in New York City under this law. However, it is anticipated that rental housing will be constructed as administrative provisions relating to rent ceilings now in force are liberalized.

A recent amendment to the Limited Profit Housing Companies Act permits the refinancing by the Developer of the State or municipal mortgage loan after 15 years. The effect of this provision will be to restore the property to a fully taxable status and enable the developer to obtain a conventional mortgage after the 15 years have elapsed. Equally attractive to the prospective developer is the provision that he may retain the proceeds of the refinancing without the necessity of applying them against accrued property taxes. Also, in the event of resale, the developer may retain any realized capital gain. Thus, it is a reasonable conclusion that a substantial proportion of Limited Profit Housing will be restored to the full tax rolls after 15 years.

In addition to the State and municipal mortgage funds available for Limited Profit tax-abated housing, the provisions of the Redevelopment Companies Law and of Article IX of the Public Housing Law with respect to Housing Companies may be utilized as supplementary financial aids to provide the recommended proportion of moderate rental housing. Both these statutes permit partial tax abatement at the discretion of the Board of Estimate and limit the return on investment. Several large cooperative housing projects have been authorized or built in Manhattan in recent years under the Redevelopment Companies Act, among them Hillman Houses, Corlears Hook, Morningside Gardens and Seward Park. Institutional developers including fraternal societies, labor unions, hospitals, settlement houses,

or insurance companies may be attracted to sponsor rental or cooperative housing in the urban renewal area under these statutes or the alternatives previously discussed.

An important consideration in determining the character of housing considered to be the soundest utilization of redevelopment sites is the potential financial gain to the City. Among the many objectives of the urban renewal plan is the amortization of the cost of the urban renewal project within a reasonable number of years. As discussed previously in relation to proposed new construction, the probable increase in tax revenue from the redevelopment areas alone provides dramatic evidence of how a well-conceived renewal program can pay its way within a relatively short span of years.

In addition, tax revenue increases are anticipated for rehabilitated structures, without significant outlay or subsidy required on the part of the City or the Federal government. The vast environmental change wrought in the urban renewal area is also expected to encourage owners and builders to improve sites and rehabilitate structures in surrounding areas, thereby adding to the valuations in these areas. The official urban renewal program is thus expected to act as a self-propelling impetus that will benefit the City indirectly as well as directly.

ESTIMATED HOUSING NEEDS OF FAMILIES TO BE DISPLACED

Section 72-m of the General Municipal Law requires, in the Preliminary Plan, an estimate of "housing needs of families to be displaced." In the Final Plan, however, it requires "a program for the relocation of families displaced from the project area; together with a proposed time schedule for the effectuation of the plan."

The Final Plan will set forth in detail the procedures which the Urban Renewal Board will follow in relocation. Because of the many human problems involved and the widespread public and official concern with them, policy considerations on which these procedures will be based are set forth herein.

The Board clearly recognizes its responsibility to provide every family displaced through renewal action with proper housing. Because of the overcrowded and substandard conditions under which families who will require relocation are now living, these families, in the main, will unquestionably have better housing after relocation.

The transition process, both for individual families and for the community, will be made as easy as possible. Because of the relatively small size of redevelopment parcels, relocation will be phased in stages so as to diffuse its impact within and outside the area.

All relocation activity within the urban renewal area will be the responsibility of the Board and the City's Department of Real Estate. In order to insure uniform relocation procedures for all redevelopment activities, the Urban Renewal Board will relocate tenants from redevelopment sites before such sites are turned over to redevelopers. In this connection it should be noted that legislation now before the Congress authorizes the inclusion of relocation costs resulting from rehabilitation and code enforcement action in an urban renewal area in gross project costs. Mayor Wagner's recommendations to the Senate at this session asked for:

Liberalized relocation assistance for both the families and the businesses displaced by renewal programs. The amounts of payments should be increased and the ways in which they can be used broadened in order to give maximum assistance in relocation. Every effort should be made to provide equality in treatment to those displaced by the various types of public programs. Relocation assistance should be authorized for families displaced within a renewal project by voluntary rehabilitation or code enforcement on the same basis as for those displaced by clearance. This is of crucial importance to the success of a program such as our West Side Project,

which combines conservation, rehabilitation, and redevelopment. The growing impact of renewal activity on small business and industry requires not only an increase in relocation payments, but assistance through a program of federal long-term, low-interest loans.

Positive steps will be taken, in line with the City's stated policies toward the achievement of an "open city", to achieve an "open community". These will include, in addition to the recommendations set forth in the section on proposed new construction which will insure a wide range of income groups and family sizes, the requirement, in redevelopment contracts, that priority be given to site occupants in the area. The Board will explain to all redevelopers their legal obligation to provide occupancy without regard to race, religion or ethnic origin. And finally, the Board will continue to consult with the Commission on Intergroup Relations and other public and private agencies to develop positive approaches toward open occupancy housing.

Full information on procedures, schedules, and tenants' rights will be furnished to citizens of the urban renewal area. Toward this end the Board has already begun publication of a "Neighborhood Information Bulletin".

In order to determine the housing needs of families to be displaced from the urban renewal area, a detailed survey of families in the area, (except those living in buildings designated for conservation) is being conducted. It is the aim of the survey to interview all families in areas designated for clearance and redevelopment, and a fifty per cent sample of families in areas designated for rehabilitation, where only partial relocation may be necessary.

The estimates of housing needs contained in the following discussion are based on data gathered to date, which cover 55 per cent of the estimated number of families in redevelopment areas, and 15 per cent of the estimated number of families in rehabilitation areas.

The indications and conclusions that are projected from these sample data will be augmented and refined in the Final Plan.

Families were questioned as to family size, income, present housing, relocation accommodations desired, apparent eligibility for public housing, areas preferred for rehousing, and other factors. Characteristics of families living in redevelopment areas are emphasized in the discussion that follows, with a brief report on families living in rehabilitation areas. Relocation required in rehabilitation areas will, for the most part, involve principally families living in rooming houses. It is emphasized that many, if not most, of the families living in one- and two-family and Class "A" multiple dwellings in the rehabilitation areas, will not require relocation.

In both redevelopment and rehabilitation areas, families living in *rooming houses* and those living in *dwelling units* are shown separately. Dwelling units are defined as self-contained units in one- and two-family dwellings and multiple dwellings. Structures containing both rooming and self-contained units, as well as those classed as single room occupancy structures, are included in the rooming house category.

Families are defined to include single householders and two or more unrelated individuals maintaining a household, as well as two or more individuals related by blood or marriage.

Families in Redevelopment Areas

There are an estimated 4,300 families of two persons or more, and 1,500 single-person families living in redevelopment areas.

Family Size and Housing Type

Smaller families predominate in the area, as indicated in Table I. Although one and two-person families constitute 60 per cent of all families living in rooming houses, there are approximately 350 families of five or more persons living in rooming houses. Of the fam-

ilies living in rooming houses, one-half are Puerto Rican, and one-third white.⁽¹⁾

Most of those living in dwelling units are, of course, larger families; two-thirds are two to four-person families. Of the families living in dwelling units, 66 per cent are white, 26 per cent Puerto Rican, and 7 per cent are Negro.

TABLE I

PRESENT HOUSING ACCOMMODATIONS, BY FAMILY SIZE AND HOUSING TYPE

Persons Per Family	Rooming Houses		Dwelling Units	
	Total Families	Per Cent Distribution	Total Families	Per Cent Distribution
2	550	33.3%	950	33.8%
3	450	27.3	650	24.5
4	300	18.2	500	18.9
5	200	12.1	300	11.3
6	100	6.1	100	3.8
7 or more	50	3.0	156	5.7
TOTAL	1,650	100.0%	2,650	100.0%
Single Persons	1,050	100.0%	450	100.0%

Income

Family incomes are generally low throughout the redevelopment area. However, the lowest incomes, as would be expected, are found among families living in rooming houses, where 70 per cent earn less than \$3,000 and another one-quarter between \$3,000 and \$5,000. Incomes in dwelling units break down rather evenly: one-third below \$3,000, one-third between \$3,000 and \$5,000, and one-third over \$5,000, as shown in Table II, below.

⁽¹⁾ Excluding persons of Puerto Rican origin.

TABLE II

PRESENT ANNUAL INCOME, BY HOUSING TYPE

Annual Income	Rooming Houses		Dwelling Units	
	Total Families*	Per Cent Distribution	Total Families†	Per cent Distribution
Under \$1,000	175	6.5%	125	4.0%
\$1,000–\$2,000	850	32.0	375	12.0
\$2,000–\$3,000	825	30.5	550	18.0
\$3,000–\$5,000	650	24.0	1,050	33.5
\$5,000–\$7,000	150	5.5	60	19.5
Over \$7,000	50	1.5	400	13.0
TOTAL	2,700	100.0%	3,100	100.0%

* Includes 1050 Single Persons.

† Includes 450 Single Persons.

There is very little variation by ethnic group in incomes of those living in rooming houses. Over 90 per cent of the white families, 96 per cent of the Negro families and 94 per cent of the Puerto Rican families earn less than \$5,000. In the dwelling units, however, three-fourths of all families earning over \$5,000 are white. Broadly speaking, the incomes of white families vary considerably, with white families in both the highest and lowest income brackets in the area, while incomes of Negro and Puerto Rican families vary much less, ranging between \$1,000 and \$3,000.

Accommodation Desired

Three-fourths of all families in redevelopment areas indicate a preference, if relocated, for self-contained units. Of families now living in rooming houses, however, 22 per cent expressed preference for a similar type of housing.

Eligibility for Public Housing

Although only 16 per cent of all families expressed a desire to be relocated in public housing, about 68 per cent are apparently eligible, either for Federal- or State-aided housing, or for City no-cash subsidy housing. The proportion of families apparently eligible for public housing varies little among ethnic groups, except that a slightly higher proportion of Negro and Puerto Rican families is ineligible.

TABLE III

APPARENT ELIGIBILITY FOR PUBLIC HOUSING, BY HOUSING TYPE

Based on income, citizenship status, length of residence and family composition

	Rooming Houses		Dwelling Units	
	Total Families*	Per Cent Distribution	Total Families†	Per Cent Distribution
Eligible for Subsidized Housing	1,650	60.9%	1,650	53.5%
Eligible for No-Cash Subsidy Housing	100	3.1	550	17.2
Ineligible for any reason	850	32.7	800	26.1
Undetermined	100	3.3	100	3.2
TOTAL	2,700	100.0%	3,100	100.0%

* Includes 1050 Single Persons

† Includes 450 Single Persons

Area Preferred for Relocation

There is an overwhelming desire shown by all families to be relocated in Manhattan. Almost 90 per cent of those living in dwelling units, and 94 per cent of those living in rooming houses, expressed such preference.

Families in Rehabilitation Areas

Relatively few of the families living in dwelling units in rehabilitation areas are expected to require relocation. The characteristics of

families living in rooming houses in rehabilitation areas, based on the survey data gathered to date, are markedly similar to those of families living in rooming houses in redevelopment areas. A special consideration affecting relocation needs in all rooming houses in the West Side Urban Renewal Area is the transient nature of occupancy in such units. The extent of relocation that may be required in rehabilitation areas will be set forth in the Final Plan, after completion of the relocation survey and after more definite determination of buildings to be designated for extensive rehabilitation.

COMMUNITY PARTICIPATION

The Urban Renewal Board has from the inception of the West Side Urban Renewal Study maintained close liaison with various community organizations active both in the urban renewal area and in the Park West - Morningside community. These groups have shown a diligent and gratifying interest in the urban renewal plan and have contributed many comments and suggestions which have been incorporated in the Preliminary Plan.

The Park-Hudson Urban Renewal Citizens' Committee was formed in January, 1959 and provided with a full-time staff by means of a two-year grant made available by the Lavanburg Foundation and administered by the Community Council of Greater New York. Membership of the Park-Hudson Committee is broadly representative of local leadership, with business, real estate, educational, religious, social welfare and civic organizations of the community participating. In addition, the Committee includes representatives from major City-wide organizations, who contribute from their broader experience to the Committee's point of view in dealing with questions relating to planning, relocation, code enforcement, community facilities, and other matters with which the Committee is concerned.

At the present time, formation of a committee, which will be representative of the 20-block urban renewal area itself, is under

way. This committee will draw on the resources of religious groups, social welfare agencies, parents' associations, block associations, business groups and individuals within the area.

The Urban Renewal Board believes that the two-way communication maintained between the community and the Board has been

highly effective, and proposes to continue it throughout the final planning and execution stages. By this means the needs and opinions of citizens who are directly affected by the urban renewal plan may be expressed and reflected in official decisions and proposals of the Board.



APPENDIX

Existing Properties in Proposed Redevelopment Areas, by Block and Lot Numbers

(Data Based on Tax Maps of the City of New York, April 1959)

REDEVELOPMENT PARCEL	BLOCK NO.	LOT NUMBERS	REDEVELOPMENT PARCEL	BLOCK NO.	LOT NUMBERS
1	1851	39, 40, 41, 42, 43, 143, 44, 144, 45, 46, 47, 147, 48, 49, 149, 50, 51, 151, 52, 53, 54, 154, 55, 56, 156, 57, 58, 59, 60, 61, 62, 63	23	1206	21, 121, 22, 26, 32, 38, 40, 41, 43, 44 (part)
2	1851	8, 9, 10, 11	24	1222	128, 29, 30, 31, 32, 33, 34, 35, 36
3	1851	28, 128, 29, 30, 31, 32, 33, 34, 35, 36	25	1205	1, 3, 4, 104, 5, 60, 61, 62, 63, 64
4	1832	1, 3, 103, 104, 5, 59, 60, 61, 62, 63, 64	26	1205	6, 7, 8, 9, 109, 10, 110, 11, 12, 13, 113, 14, 15, 16, 116, 17, 18, 119, 20, 120, 21, 144, 145, 45, 146, 46, 147, 47, 48, 49, 149, 50, 51, 52, 152, 53, 54, 55, 56, 156, 57, 58, 59
5	1832	41, 43, 44, 144, 45, 46, 146, 47, 48, 148, 49, 50, 51, 52, 53, 153, 54, 55, 56, 57, 157, 58	27	1205	22, 24, 26
6	1226	1, 2, 3, 4, 5, 60, 61, 62, 63, 64	28	1221	1, 2, 3, 4, 5, 6, 59 (part), 60, 61, 62, 63, 64
7	1226	43, 44, 45, 47, 48, 49, 50, 51, 53, 54, 55, 56, 57, 58	29	1221	7, 8, 9, 10, 11, 12, 13, 14, 15, 16, 17, 18, 20, 21, 22, 23, 24, 25, 26, 39, 139, 40, 41, 141, 42, 43, 44, 45, 47, 48, 49, 50, 51, 52, 53, 54, 55, 56, 58, 59 (part)
8	1226	27, 28, 29, 31, 32, 33, 34, 35, 36	30	1221	29, 30, 32, 33, 35, 36
9	1209	1, 2, 3, 4, 104, 5, 57, 157, 58, 59, 60, 160, 61, 62, 63, 64, 65	31	1204	1, 2, 3, 4, 104, 5, 60, 160, 61, 62, 63, 64
10	1225	1, 2, 3, 4, 104, 5, 6, 106, 7, 107, 8, 9, 109, 59, 159, 60, 160, 61, 63, 64	32	1220	1, 2, 3, 4, 5, 7, 8, 9, 10, 12, 13, 57, 59, 161, 61, 62, 63, 64
11	1225	27, 28, 29, 31, 32, 33, 37, 38	33	1220	49, 50, 51, 52
12	1208	1, 2, 3, 4, 104, 5, 6, 7, 107, 8, 9, 10, 110, 54, 55, 56, 156, 57, 58, 158, 59, 60, 161, 61, 62, 64	34	1220	17, 19, 21, 24, 25, 26, 27, 28, 29, 31, 32, 34, 35, 36, 37, 38, 39, 40, 41, 42, 43, 44, 45, 46, 47, 48
13	1224	159, 60, 61, 62, 63	35	1203	1, 2, 3, 4, 5, 60, 160, 61, 63
14	1224	47, 48, 148, 49, 50	36	1219	1, 5, 105, 6, 61, 62, 63, 64
15	1224	42, 43, 44, 46	37	1219	40, 41, 42, 45, 46
16	1224	29, 32, 33, 34, 36, 37, 137	38	1219	26, 27, 28, 29, 30, 31, 32, 33, 34, 35, 37, 38, 39
17	1207	1, 5, 60, 61, 62, 64, 160	39	1202	1, 105, 6, 7, 8, 108, 9, 10, 55, 56, 57, 157, 58, 59, 60, 61, 63, 64
18	1207	9, 11, 111, 12	40	1202	26, 27, 28
19	1223	120, 21, 22, 23, 123, 24	41	1218	1, 2, 3, 4, 5, 6, 7, 107, 8, 57, 157, 58, 59, 60, 61, 62, 63, 64
20	1223	32	42	1218	128, 129, 29, 30, 31, 32, 33, 34, 36, 37
21	1206	1, 3, 4, 5, 60 (part), 61, 63, 64	43	1201	1, 2, 3, 4, 5, 6, 7, 63
22	1206	44 (part), 46, 47, 49, 50, 51, 52, 53, 54, 55, 56, 57, 58, 60 (part)			

ADMINISTRATIVE STAFF and CONSULTANTS

URBAN RENEWAL BOARD — THE CITY OF NEW YORK

Samuel Ratensky
Director

H. Arthur Steinberg
Counsel

Joseph F. Nelson
Administrative Officer

Elizabeth E. Kempton
Community Organization Consultant

Alonzo M. Browne
Architect

BROWN AND GUENTHER — CANDEUB AND FLEISSIG

Planning Consultants

George D. Brown, Jr., A.I.A.
Member of Firm

Bernard W. Guenther, A.I.A.
Member of Firm

Denton S. Layman, A.I.P.
Project Director

Thomas R. Brown
Deputy Director

Joel Frisch
Survey Supervisor

Leon S. Eplan
Statistician

Isadore Candeub, A.I.P.
Member of Firm

Morris B. Fleissig
Member of Firm

Nicholas N. Ryshkoff-Karr
Senior Planner

Roland Zunde
Associate Planner

Gail Schwartz
Report Editor

BROWN, HARRIS, STEVENS, INC.

Real Estate Consultants

John R. White, M.A.I.
Vice President in Charge,
Consultation Department

BRAISLIN, PORTER & WHEELOCK, INC.

Relocation Survey Consultants

Through its affiliate, General Relocation Corp.

Morgan D. Wheelock
President

Robert Van Horne
Survey Supervisor

WEST SIDE URBAN RENEWAL STUDY

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