

HARLEM

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NO. 3

RESEARCH CENTER FOR THE STUDY OF NEGRO COMMUNITIES

HARLEM

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SLUM CLEARANCE PLAN
UNDER TITLE I OF THE
HOUSING ACT OF 1949

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JANUARY 1951



REPORT TO MAYOR IMPELLITTERI AND THE BOARD OF ESTIMATE

BY THE COMMITTEE ON SLUM CLEARANCE PLANS

This Committee was appointed on December 17, 1948 to study and expedite specific slum clearance projects by private capital under anticipated Federal law, later known as Title I of the National Housing Act of 1949. Our Committee made a preliminary report on July 14, 1949 and was instructed to continue its studies and prepare a definite program for public discussion.

On January 23, 1950 a further interim report was made, outlining the problem and recommending eight specific projects for further investigation. Two resolutions were adopted by the Board of Estimate on January 26, 1950 Calendar No. 170, one requesting the reservation of \$16,000,000 in Federal funds — being the City's share of \$200 Million available nation-wide for 1950-51 — and the other directing the Committee to continue with its work. Subsequently the Federal Housing and Home Finance Agency reserved earmarked funds for this purpose and the City of New York set aside its share, \$8,000,000 in capital funds, to meet the proposed Federal grants.

This field is new, untried and experimental. The initial procedure therefore is necessarily slow and cumbersome. Neither Federal nor municipal funds are available in sufficient volume to do more than blaze the way for a larger future program. The size of New York's problem can be measured by the acres of recognized slums which cannot be eradicated by ordinary private, speculative building. This slum acreage is over 9,000. The present clearance program through public and quasi-public housing completed, under way and scheduled will be approximately 1,328 acres by 1955 — 15% of

the total. Obviously, private capital under a new Federal law must be brought into the picture on a large scale if we hope to escape a tremendously enlarged public housing program with all the implications which go with it.

Following is a review of the law and procedure and of progress made since the last report:

Title I of the National Housing Act of 1949 provides that any loss incurred by a City or local agency in acquiring and clearing slum sites and making them available for private redevelopment will be shared two-thirds by the Federal Government and one-third by the local government. To enable the City to proceed with this program, this Committee advanced, and the State Legislature, at the request of the City Administration, adopted Chapter 784 of the Laws of 1949. Local Law No. 104 of 1949, amending Section C41-1.0 of the Administrative Code, authorized the Mayor to execute Federal slum clearance contracts. To remove completely any further doubts of our authority to take advantage of the Federal law, at the request of the Federal Housing and Home Finance Agency the City Administration requested, and the State Legislature adopted, Chapter 799 of the Laws of 1950, which amended Section 72k of the General Municipal Law.

In the meantime, with the approval and by direction of the Board of Estimate, this Committee applied for Final Advance Planning funds for eight projects listed in our Second Report. The Housing and Home Finance Agency approved these funds in the amount of \$174,500 on June 30, 1950. Sufficient work had already been accomplished so that it was possible to by-pass an application for Pre-

liminary advance funds and go directly into the final investigation of these eight projects.

Subsequently, contracts were let to architects, engineers, real estate firms and relocation experts, and plans have proceeded. Briefly, the procedure under the Federal, State and local legislation is to present the data analyzing these slum areas to establish eligibility under the National Housing Act of 1947 for clearance and redevelopment by new private and public facilities mainly devoted to housing, but including also, if and where desirable, business and manufacture. A comprehensive plan for the redevelopment of each area must be prepared and approved by the City Planning Commission and Board of Estimate on behalf of the City, and by the Administrator of the Housing and Home Finance Agency of the Federal Government. This redevelopment will then be subject to an agreement between the City and Federal Government under which the Federal Government will absorb two-thirds of any loss incurred in acquiring and making a site available, and the City one-third.

Provisions of the Federal Law permit guaranteed loans for acquisition and site clearance, and construction of various site improvements such as utilities and public facilities, as well as the Planning Advances already provided. To induce private investors to redevelop these sites, losses will be incurred in offering the property for sale or lease. Normally it is anticipated that these losses would represent the value of the existing old buildings, cost of demolition and the expense of relocating tenants.

Tenant Relocation, the cost of which will be borne by the developers, will be under the control of the Board of Estimate through this Committee and the Bureau of Real Estate. Tenant Relocation Offices will be established on each site and site tenants will be interviewed as to their needs and preferences. Experienced and reliable real estate firms, such as the firm which made the Tenant Relocation studies on these projects, are available and will be employed by the Director of the Bureau of Real Estate. Low-income site tenants will have first priority in the 55,000 dwelling units of Federal Public Housing provided for New York City in the National Housing Act of 1949, and will be eligible also for other New York City Housing Authority projects. Moderate-income site tenants will have priority in the 11,000 dwelling units constructed on the 7 sites included in the Slum Clearance Program. Further, they will receive special consideration for admission to tax-exempt developments throughout the City. Financial assistance will be given to tenants where necessary.

This Committee now submits for public consideration seven projects. An eighth project, in the Morningside section of Manhattan, will be the subject of a separate report at a later date.

Prices used in the estimates of the architects are current as of late Fall, and rental rates for the various projects are based upon them. In the light of

possible national emergency conditions, construction costs may need to be revised before completion of these projects. All projects could support somewhat higher rentals if necessary. It has been the aim of this Committee to keep rentals down.

Our Committee does not recommend that the Board of Estimate take action on any specific project until there is a bona fide offer from responsible private developers to purchase and redevelop the site in accordance with a plan acceptable to the City and Federal governments. Upon receipt of such offers, the Committee will make recommendations to the Board of Estimate. The matter must then go to the City Planning Commission for report upon the redevelopment plan. After this report, the Board may accept, reject or modify offers. Redevelopment plans and an application for capital grants from the Federal Government are then presented to the Housing and Home Finance Agency. Upon approval, the City may proceed with acquisition of property, presumably by condemnation, and sale to the developer, provided no higher offer is received at the public auction required by Law.

Following is an outline of the seven projects submitted at this time:

1 WASHINGTON SQUARE SOUTH

An area of approximately 40 acres south of Washington Sq. in the Borough of Manhattan, generally bounded by West Houston St., Avenue of the Americas, West Third St., and Mercer Street.

2 SOUTH VILLAGE

An area of approximately 14½ acres in the Borough of Manhattan, generally bounded by Avenue of the Americas, West Houston St., West Broadway, and Spring Street.

3 DELANCEY STREET

An area of approximately 11 acres in the Borough of Manhattan, generally bounded by East Houston St., Allen St., Delancey St., and Forsyth St.

4 CORLEARS HOOK

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Delancey St., Franklin D. Roosevelt Drive, Cherry St., Jackson St., Grand St. and Lewis St.

5 HARLEM AREA

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Fifth Ave., West 132nd St., Lenox Ave., and West 135th St.

6 NORTH HARLEM

An area of approximately 12 acres in the Borough of Manhattan, generally bounded by Lenox Ave., West 142nd St., Fifth Ave., and West 139th St.

7 WILLIAMSBURG SECTION

An area of approximately 45 acres in the Borough of Brooklyn, generally bounded by Wilson Ave., Division Ave., Marcy Ave., Hewes St. and Wythe Ave.

This report outlines the Harlem Project. The basic elements of this redevelopment on a sound economic basis are a population density of 100 families per acre, openness by restricting buildings to not over 20% of the land and sufficient retail use to meet local needs and to produce additional income to permit moderate housing rents.

The report recommends construction of 1105 dwelling units in 20-story fireproof buildings covering 10% of the land. There are to be demolished solid rows of substandard firetrap tenements with littered, sunless rear yards—1683 dwelling units plus rooming houses and hotels. Population density would be 331 persons per acre as against 594 per acre now. The new buildings would be 200 ft. apart with open landscaped parks.

The area for immediate redevelopment is approximately half that being studied. It was decided that the relocation of tenants in the entire area, with little or no vacant land available for a start, was too much of a problem at the start, and that we would be more apt to meet with success by proceeding piecemeal.

This project together with Abraham Lincoln

Houses, Riverton Houses, Harlem Hospital and the North Harlem Project four blocks north are all part of a great neighborhood redevelopment. The proposed Title One Project under private ownership will be taxpaying.

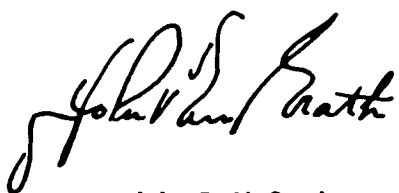
Financial analysis indicates that a rent of about \$29 per room will be required if the residential land is sold at \$2 and the retail at \$2.50 per sq. ft. The real estate consultants advise that there is a market at such rents and that the proposed re-use value is proper.

The Committee recommends that offers be solicited at \$2 for residential and \$2.50 per sq. ft. for retail land for redevelopment, the purchaser to demolish buildings and relocate tenants as outlined in the report following:


Discussions have been held with developers and considerable progress has been made. Details of financing and planning have not been agreed upon, but discussions are continuing and we are hopeful that an agreement will be reached. Offers from other interested developers are, however, solicited. We do not as yet recommend action by the Board of Estimate.



Philip J. Cruise
Chairman, New York City Housing Authority



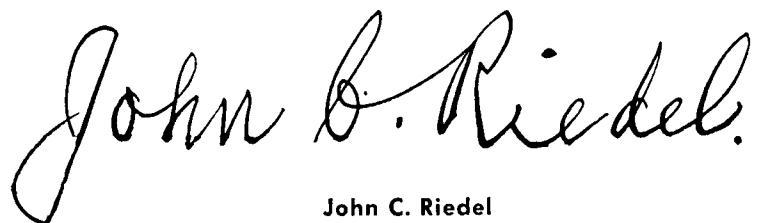
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Chairman
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Construction Co-ordinator and Planning Commissioner



Lazarus Joseph
Comptroller



John C. Riedel
Chief Engineer, Board of Estimate

HOUSING AND HOME FINANCE AGENCY OF THE UNITED STATES

RAYMOND M. FOLEY, *Administrator*

N. H. KEITH, *Director, Slum Clearance and Urban Redevelopment*

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JOHN J. BEGGS, *Assistant Director*

CONSULTANTS

SKIDMORE, OWINGS & MERRILL, *Architects-Engineers, Coordinating Architects*

CHARLES F. NOYES COMPANY, INC., *Real Estate Consultants*

WOOD, DOLSON COMPANY, INC., *Real Estate Consultants*

REDEVELOPMENT PLAN

Certain utilities and community facilities that serve the surrounding neighborhood will be maintained on the site for economic reasons. A few buildings, city and privately owned, will also be preserved. This necessitates a redevelopment plan that will allow access to these facilities from outer streets, without bringing outsiders into the housing area itself.

Studies by the Board of Education Staff, the Architects and the Committee Staff have led to the conclusion that provision of adequate school facilities for this site and the North Harlem Project just to the north will require reconstruction of Public School 89 at Fifth Avenue and 135th Street. Consideration was given to the modernization of this old grade school, but cost and other practical factors indicate that reconstruction is advisable. About one-third of the registration in this school will come from the Harlem Project and about one-third from the North Harlem Project.

The redevelopment plan separates the stores and services from the purely residential areas. The new store areas allow access to non-project buildings and form a buffer along the busy cross street at the northern boundary of the project and along Lenox Avenue to the west. The residential area includes landscaped sitting areas and playgrounds reserved solely for the tenants and their small children. The existing Harlem Children's Center and playground for older children are enclosed within the residential area but are still accessible from outside. Elimination of uneconomic street areas protects the children within the project and opens up more play space. Parking areas off the streets are provided for tenants' use in percentage to meet the new requirements in the modified Zoning Resolution of the City of New York.

Given the high land values in Manhattan, the problem of the site plan is to establish a sufficient density to afford a proper return on the investment without producing excessive coverage of the site. The trend in recent years has been toward higher buildings with more space between them, but fourteen-stories is still the conventional height. After a number of cost studies it was found more expedient to use twenty-story buildings which would house the same number of people in fewer buildings and leave more space for light and air. The construction cost remained the same with the only increase a slight one for higher speed elevators.

Therefore the site plan presents seven buildings, each twenty-stories high, with eight apartments per floor making a total of 1,113 dwelling units compared to 1,683 dwelling units now on the site. This arrangement produces a density of close to 100 families per acre, with not more than 400 persons per acre, for the net area of approximately twelve acres. The net area includes the beds of closed streets but excludes the properties that will not be acquired and an extension of the Harlem Children's Center playground.

In reviewing the economic and marketing conditions in the area of the site, population trends were considered. The general population trend throughout Manhattan started downward in 1910. The census returns show a moderate drop from 1910 to 1920 and a sharper drop from 1920 to 1930 as people moved to other boroughs. In this twenty-year period Manhattan lost roughly 20% of its population, but from 1930 to 1940 it rose 1.2%. At the Harlem site, the rise was about 3% in that period, and in the next ten years the population rose 22.5% (comparing the Wood, Dolson Co., Inc. 1950 findings at the site with those of the census of 1940). The 1940 racial distribution was .9% native whites, .6% foreign-born whites, and 98.5% non-white.

While the population was increasing, the rentals at the site were declining. The 1940 census showed an average family rental of around \$37.00 per month. The Wood, Dolson Co., Inc. findings of 1950 indicate a drop to an average family rental of \$29.00 per month in these three blocks. The percentage of owner occupied dwelling units in Manhattan was 1.2% according to the 1940 census, whereas the Wood, Dolson Co., Inc. findings of 1950, on the site, indicate .95%. The 1,683 families living on the site in 1950 have an average annual income of \$2,331, according to Wood, Dolson Co., Inc. figures.

Stores on the site consist almost exclusively of conversions of the first floors or basements of residential structures. There are six of these small stores in the three blocks of the site, and only one modern store. This is a moderate size supermarket that was built in 1949 on 135th Street which, with Lenox Ave-

nue, serves shoppers of the neighborhood. Using the Consolidated Edison Survey of the New York City Market (1944) as a basis, the different types of stores in the 14 blocks including and surrounding the site are as follows:

<i>Type of Store</i>	<i>Total Number</i>
Food	118
Wearing Apparel	10
General Merchandise	1
Drug Stores	9
Home Furnishings	6

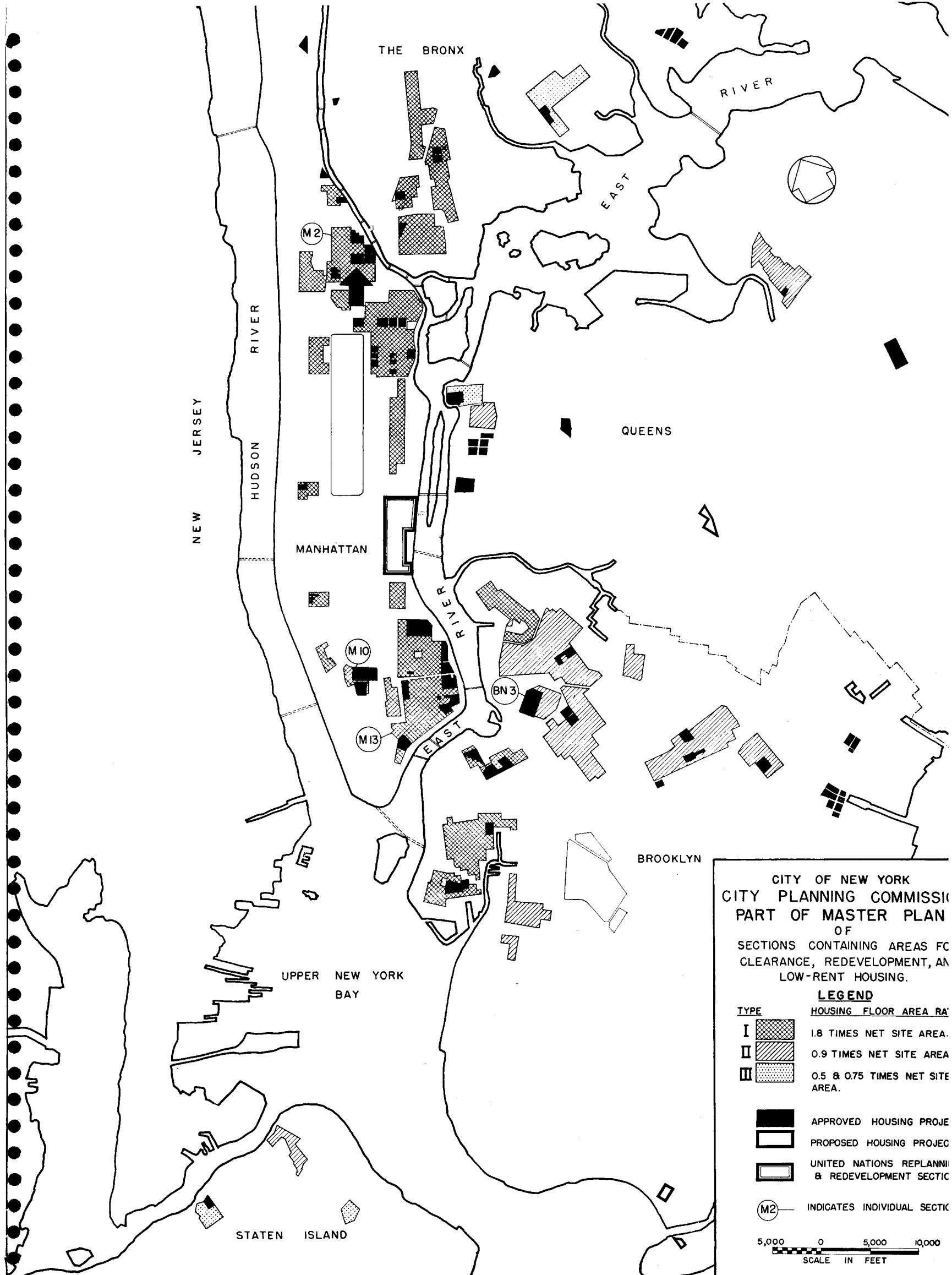
As can be seen by the above, there is a totally inadequate number of stores for the increased density of population. This predicated the assignment of the frontages on West 135th Street and Lenox Avenue to store usage in the redevelopment plan, to serve not only the families on the site, but the surrounding neighborhood as well.

- I LOCATION**
- II SITE PLAN**
- III AERIAL VIEW**
- IV UNIT PLAN**
- V TENANT RELOCATION**
- VI COST ESTIMATES & FINANCIAL PLAN**

LOCATION

The Harlem site is in a densely populated, blighted neighborhood lying in Section M2 of the Master Plan of Sections Containing Areas for Clearance, Redevelopment and Low Rent Housing. The site is limited to the three city blocks from West 132nd to West 135th Streets, between Lenox and Fifth Avenues. Directly east of it lies Abraham Lincoln Houses, a low-rent housing project operated by the New York City Housing Authority, with rentals subsidized equally by the State of New York and the City of New York. Northeast of the site is Riverton, a moderate rental housing development of the Metropolitan Life Insurance Company. In all other directions stretch gloomy and overcrowded buildings so poorly lighted they are unsafe after dark. The whole area is slated for eventual improvement at the densest ratio of population recommended on the Master Plan. The Harlem project will replace approximately 15 acres of this blighted area with modern apartments, stores, and off-street parking places, leaving ample space for light and grass and trees, and play areas for small children.





THE BRONX

RIVER

EAST

RIVER

NEW JERSEY

HUDSON

QUEENS

MANHATTAN

RIVER

M10

BN3

M13

EAST

BROOKLYN

UPPER NEW YORK BAY

STATEN ISLAND

CITY OF NEW YORK
 CITY PLANNING COMMISSION
 PART OF MASTER PLAN
 OF
 SECTIONS CONTAINING AREAS FOR
 CLEARANCE, REDEVELOPMENT, AND
 LOW-RENT HOUSING.

LEGEND

- | TYPE | HOUSING FLOOR AREA RATIO |
|------|---|
| I | 1.8 TIMES NET SITE AREA. |
| II | 0.9 TIMES NET SITE AREA. |
| III | 0.5 & 0.75 TIMES NET SITE AREA. |
| | APPROVED HOUSING PROJECT |
| | PROPOSED HOUSING PROJECT |
| | UNITED NATIONS REPLANNING & REDEVELOPMENT SECTION |
| (M2) | INDICATES INDIVIDUAL SECTION |

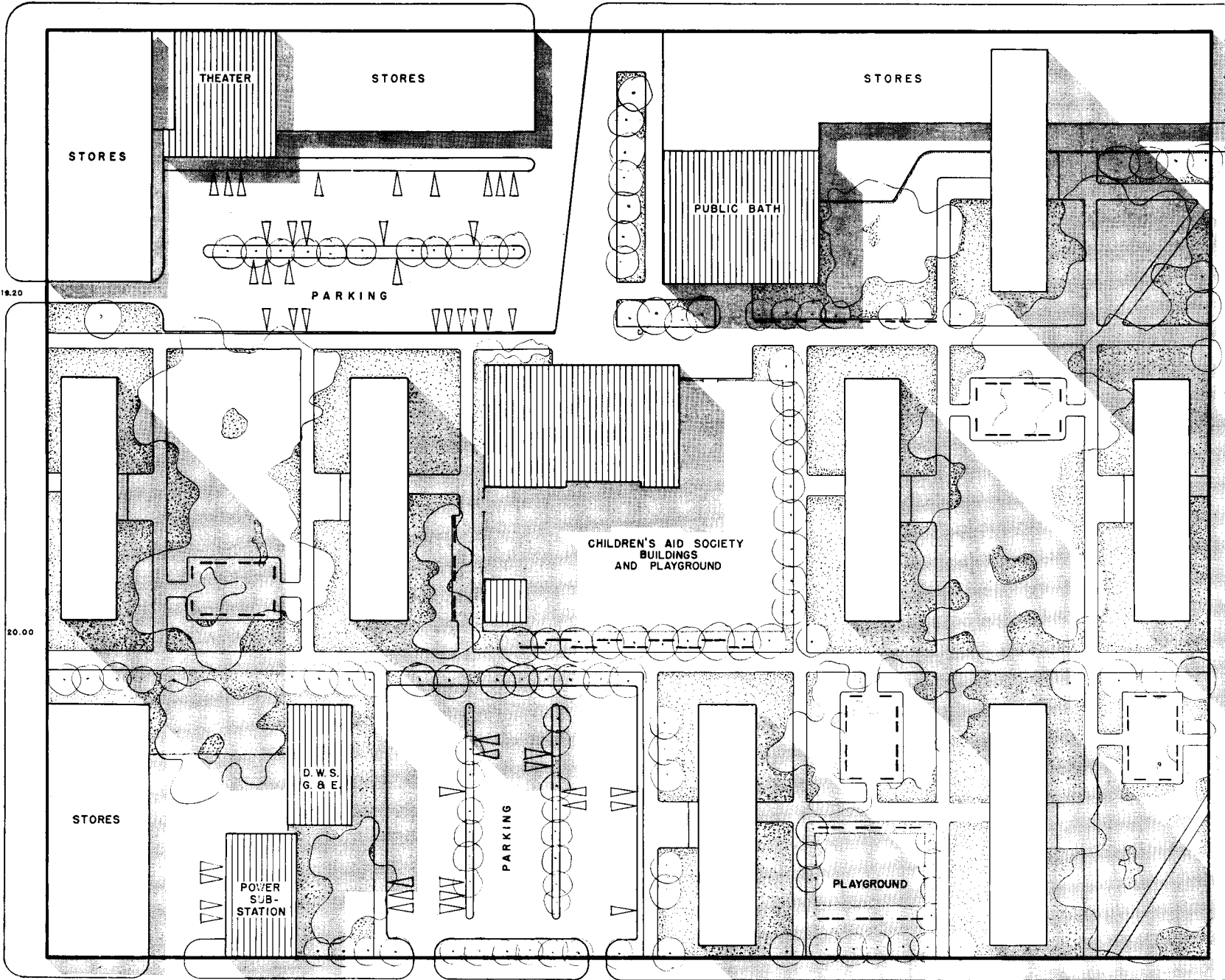
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SITE PLAN



18.30

W. 135 STREET



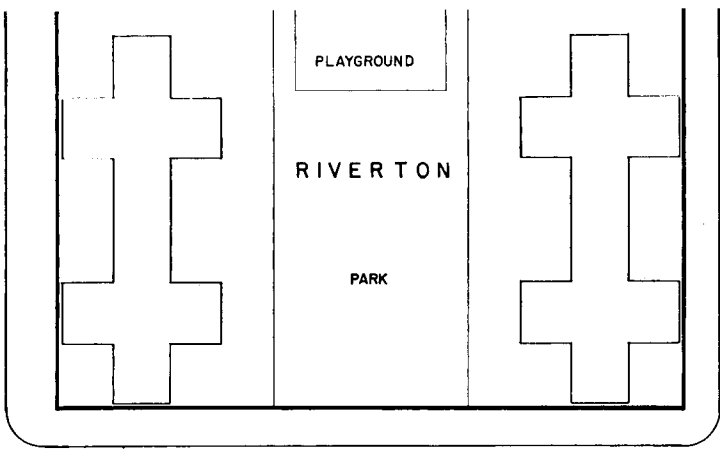
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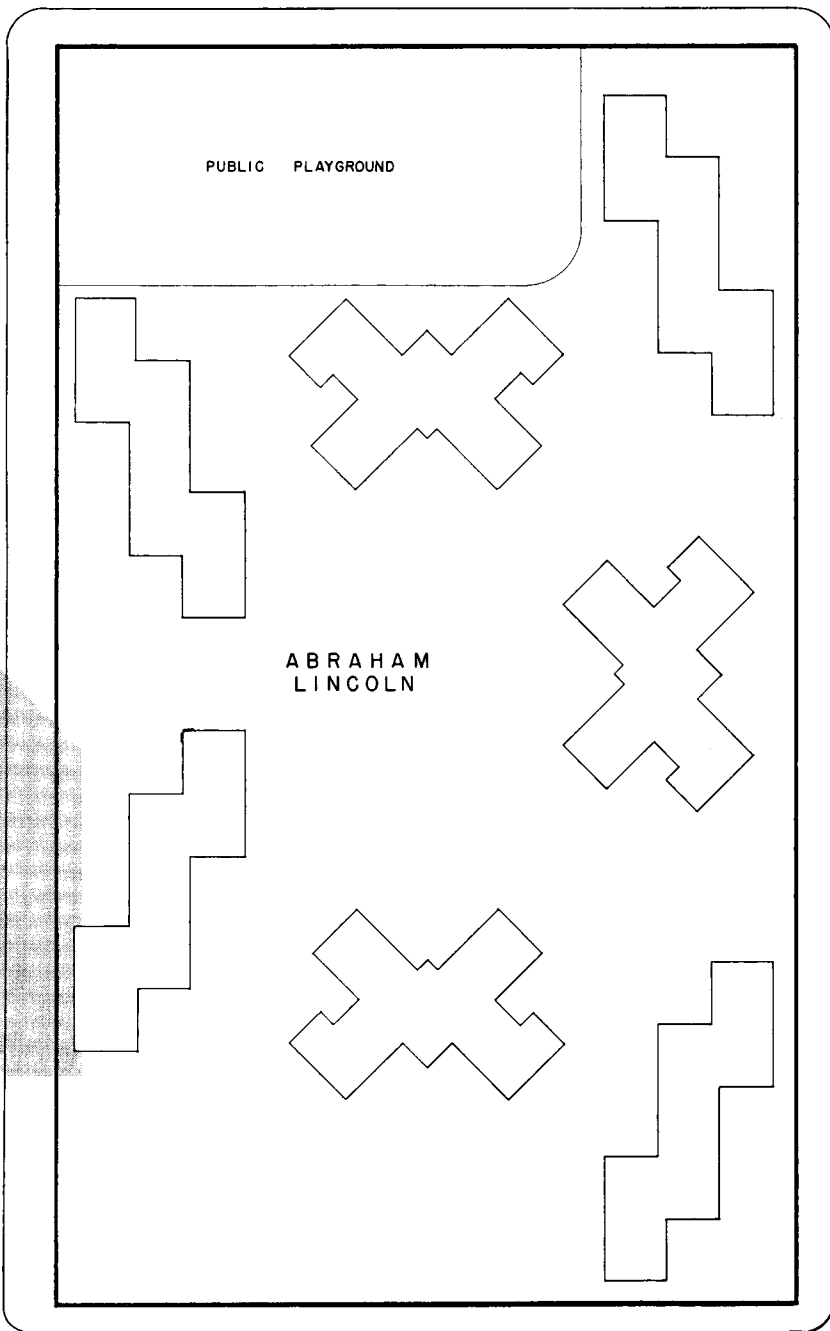
W. 132 STREET



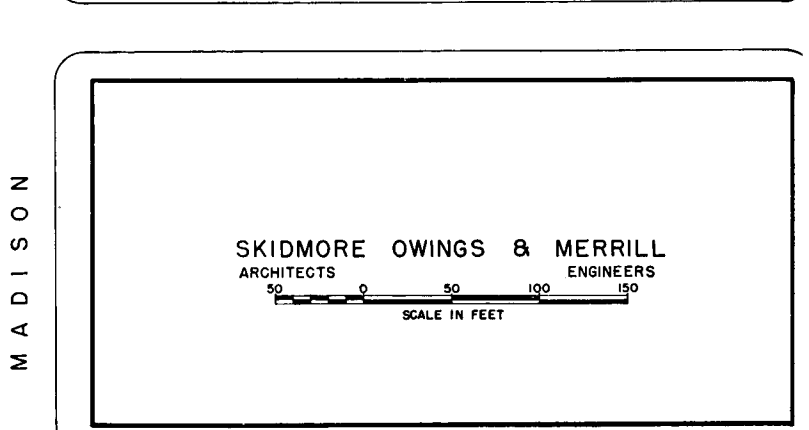
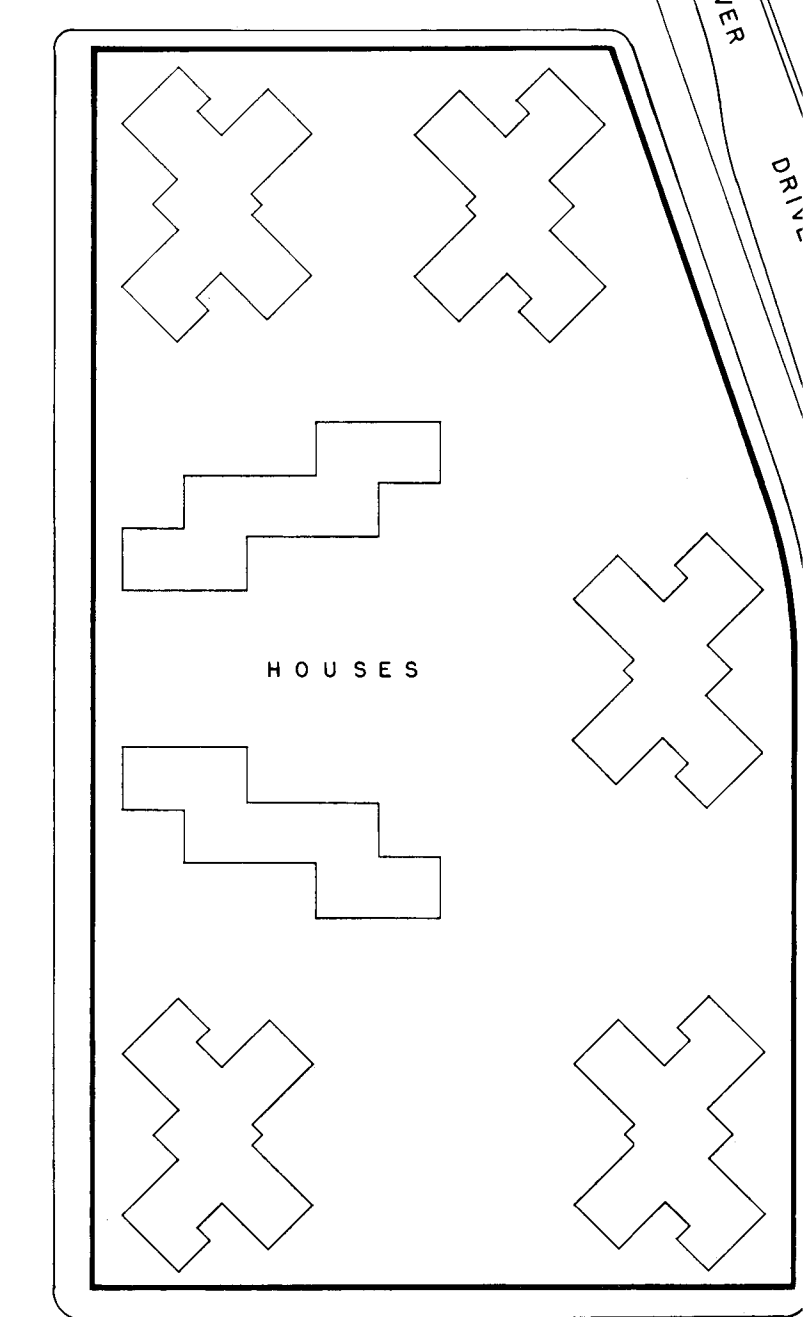
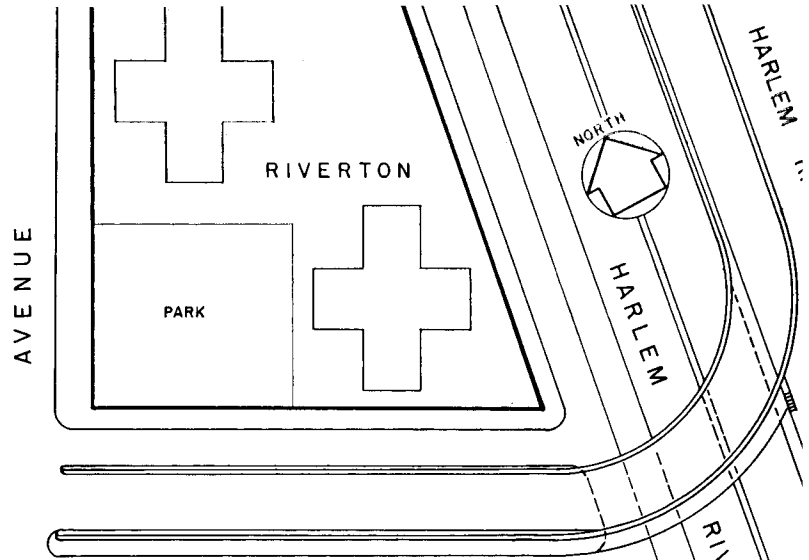
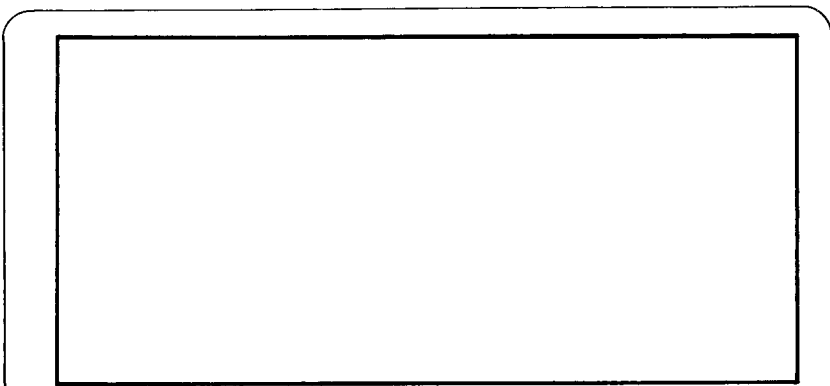
AVENUE
H
F



E. 135 STREET

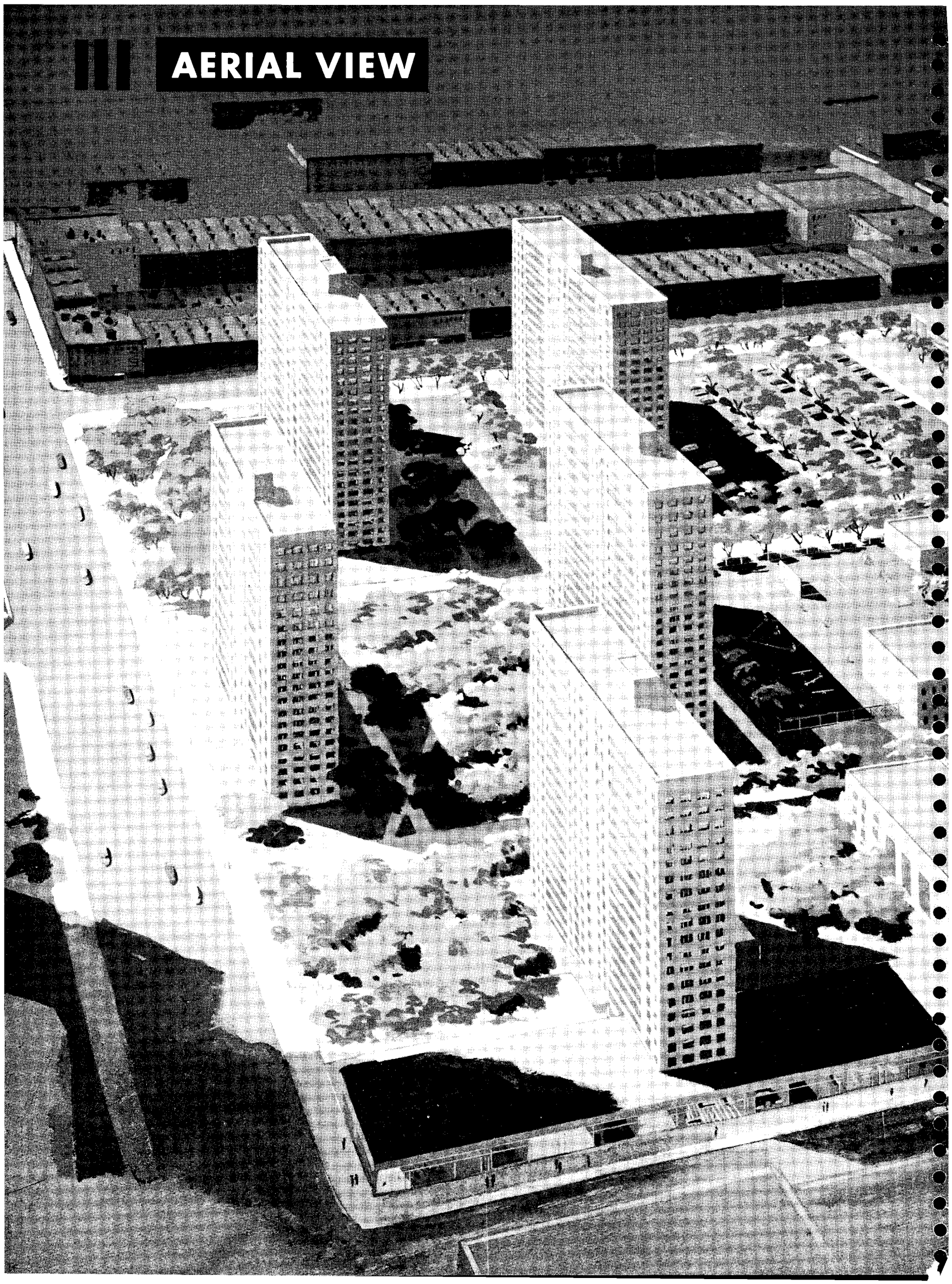


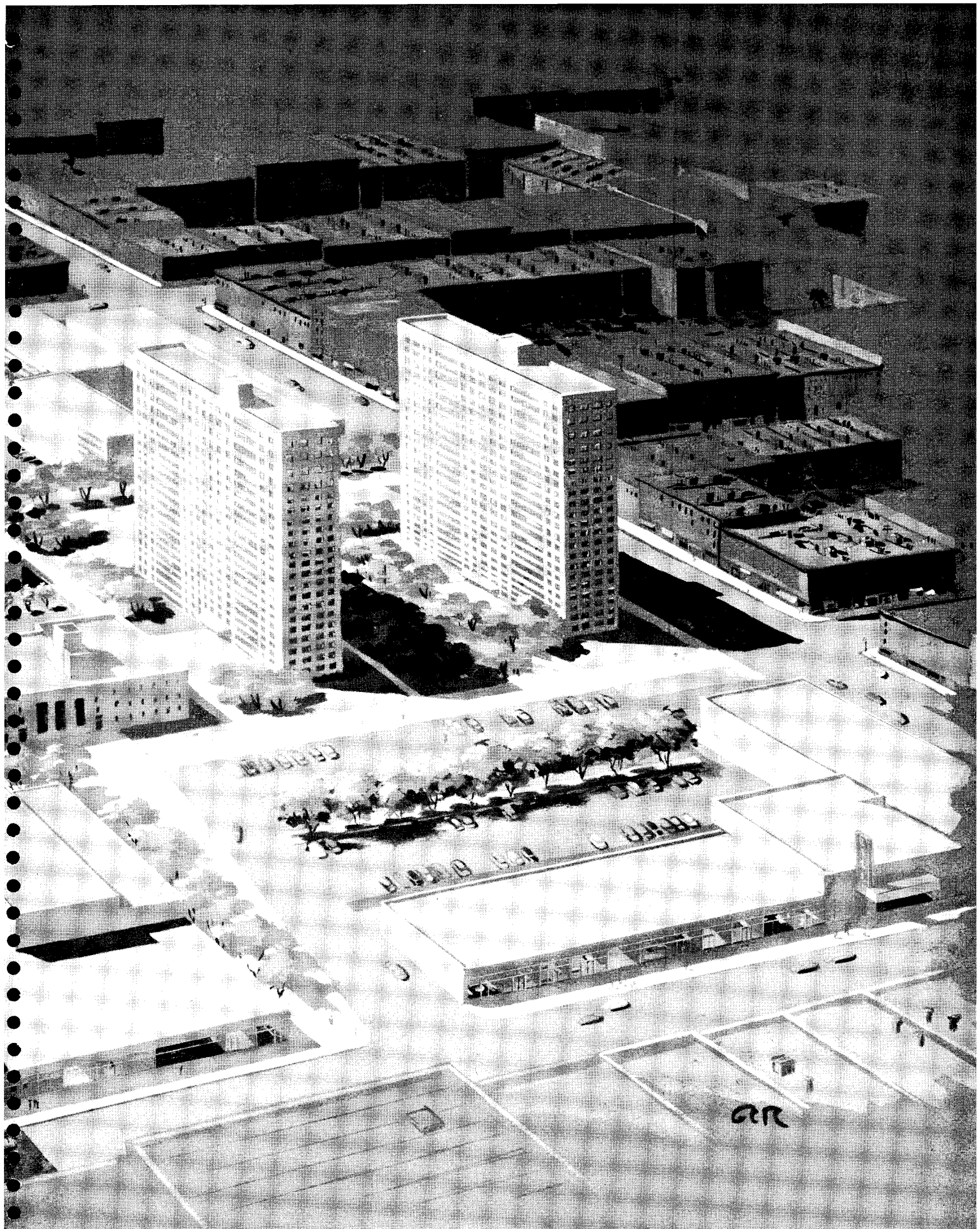
E. 132 STREET



SKIDMORE OWINGS & MERRILL
ARCHITECTS ENGINEERS
50 0 50 100 150
SCALE IN FEET

AERIAL VIEW





SKIDMORE OWINGS & MERRILL
ARCHITECTS ENGINEERS

IV UNIT PLAN

In developing a practical and economical unit plan for apartment buildings several cost studies were made. After analyzing various heights of buildings, the study was narrowed down to fourteen stories versus twenty stories. A comparison was made between the cost of building three fourteen-story structures as against two twenty-story structures with variations of eight, ten and twelve apartments for each floor.

The advantage to the site plan of achieving the same density of population in fewer buildings was obvious. It meant taller buildings with more space between them for light and air. Some of the space was indeed mandatory for off-street parking to meet the new requirements of the Zoning Resolution of the City of New York.

The cost analysis was developed in three main divisions, namely the relative costs of building construction, of the three mechanical trades, and of elevators. For the first, the relative costs of the reinforced concrete structural frame-work were analyzed by Strobel & Salzman, structural engineers. The other features of construction costs were analyzed by the Architects' estimating department. For plumbing, electrical, heating and ventilating work, the analysis was made by Sears & Kopf, mechanical engineers. The Otis Elevator Company engineering department analyzed the comparative costs of elevators for the different height buildings.

The result of the analysis of these three main divisions of cost was the discovery that two twenty-story buildings cost no more than three fourteen-story buildings as far as construction goes. If concrete of 4000 pound strength is used for the six lower floors of a twenty-story building and the conventional 3000 pound strength elsewhere, no cost is added. The mechanical cost also remains the same.

There is, however, a slight increment in the cost of elevators due to the greater speed needed to service twenty stories. The elevators recommended have cars of 2500 pounds instead of the conventional 2000 pounds, and a speed of 350 feet per minute. The larger cars with wider doors speed up the moving of both furniture and passengers.

The analysis of elevator efficiency helped to determine the number of apartments that would be economical for each floor of a twenty-story building. A unit plan of eight apartments per floor was arrived at with the apartments on each side of a center cor-

ridor. This resulted in buildings of a length that fitted advantageously on the site, without overlapping closed streets or disturbing existing utilities under the streets.

Fifty percent of the apartments on each floor have two exposures to light and air. The others, although having only one exposure, are oriented so as to have either morning or afternoon sun and look out across an unusually wide expanse between buildings. The height of the buildings adds to the view and the general feeling of space.

The proposed unit plan takes advantage of the current practice of providing interior bathrooms. This assigns the maximum light and air to living rooms, bedrooms, and kitchens, leaving the inside area for halls, storage closets, bathrooms, and other space not in continual use.

The apartment layout allows the maximum of privacy to both living and sleeping areas, having entrance foyers between the two. There is also direct access in all cases from the foyer to the kitchen for delivery of packages and the removal of rubbish and garbage.

All apartments have a dining alcove adjoining the living room, sharing the advantage of the long window.

Bedrooms are generous in size, large enough for two occupants, except for one bedroom on each floor. This exception is in the largest apartment where the third bedroom is ten feet by eleven and a half feet. The large apartments also have an additional lavatory and toilet.

At the opposite end of each floor from the three-bedroom apartments are two two-bedroom apartments. These are specially arranged so that it is possible to convert them into a three and a one-bedroom apartment by means of a minor rearrangement of doors and the addition of an interior wall to form a passageway to the third bedroom. Such an arrangement allows flexibility in the size of apartments in each building to meet the fluctuations in demand of new tenants and even the increased needs of growing families already living in the building.

The distribution of different size apartments is balanced according to the family statistics on the site. The most numerous are two-bedroom apartments with one three-bedroom and one one-bedroom apartment on each floor. More one-bedroom units occur on the ground floor of each building where the entrance lobby reduces the available living space.

Tenant facilities such as bulk storage space, perambulator storage, and laundries will be provided for each building.

APARTMENT DISTRIBUTION:

Apt. Types	APARTMENTS PER FLOOR			APARTMENT TOTALS	
	Bed Rooms	First Floor	2nd Thru 20th Fl.	Per Bldg.	Project Totals
3 Room	1	1	1	20	140
3 1/2 Room	1	2	0	2	12*
4 1/2 Room	2	3	6	117	812*
5 1/2 Room	3	1	1	20	141*
		7	8	159	1105*

* Includes variation at N. end of N.E. Building

Apt. Types	Bed Rooms	Percentage	Total Construction Rooms	Total Rental Rooms	Rental Rooms Added
3 Room	1	12.6	420	420	
3½ Room	1	1.1	36	42	½ Per Apt.
4½ Room	2	73.5	3248	3654	½ Per Apt.
5½ Room	3	12.8	705	775 ½	½ Per Apt.
		<u>100.0</u>	<u>4409</u>	<u>4891 ½</u>	

LAND:

	Sq. Ft. Area	Area In Acres
Total area of site excluding streets:	536,544	12.32
Area of streets to be closed:	107,400	2.47
Total area of site including streets:	<u>643,944</u>	<u>14.79</u>

Land retained by city:

Block 1730 (Property retained by Dept. W.S.G.&E.)	4,996		
Block 1730 (Property retained by Elec. Substation)	5,620		
Block 1730 (Inside Lot 132)	1,000		
Block 1732 (Bath House)	12,490		
Block 1732 (Public Access to Bath House and Children's Aid Soc.)	31,983	56,089	1.29
		<u>587,855</u>	<u>13.50</u>

Land left in Present Ownership:

Block 1731 (Harlem Boys Club)	14,888		
Block 1731 (Children's Aid Soc.)	14,888		
Block 1731 (Extension to Children's Aid Soc.)	10,790		
Block 1732 (Theatre)	8,743	49,309	1.13

Net area of Land for Redevelopment:

(Net Area for Housing)	446,820	538,546	12.37
(Net Area for Stores)	91,726		2.10

Land covered by apartment buildings:

Land covered by stores:	86,913		2.00
Total land covered by buildings:	<u>142,325</u>	<u>55,412</u>	<u>3.27</u>

Percentage of Coverage of Land for Redevelopment:

By Apartments only:	10.3%
By Stores only:	16.2%
By all Buildings:	<u>26.5%</u>

Parking Area (224 Cars)

74,875 1.72

Playground Area — (Children's Aid) (Not included in net area for redevelopment)

25,678 .59

Total land area per apartment:

515 Sq. Ft.

Total land area per constr. room:

127.5 Sq. Ft.

Land cost as if cleared:

\$3.50 per Sq. Ft.

Land cost in present condition:

\$2.18 per Sq. Ft.

BUILDINGS:

Number of Buildings:	7-20 Stories
Number of Apartments:	1,105
Number of Construction Rooms:	4,409
Rental Rooms:	4,891 ½
Gross Area per Constr. Room:	247.4 Sq. Ft.
Estimated Population:	4,312 persons

349 persons per redeveloped acre. (89 families)

430 persons per net residential acre. (107 families)

Cubage: 12,691,230 cu. ft. total

10,334,459 cu. ft. apts.

2,356,771 cu. ft. stores

Total Sq. Ft. floor area:

1,225,288 Sq. Ft.

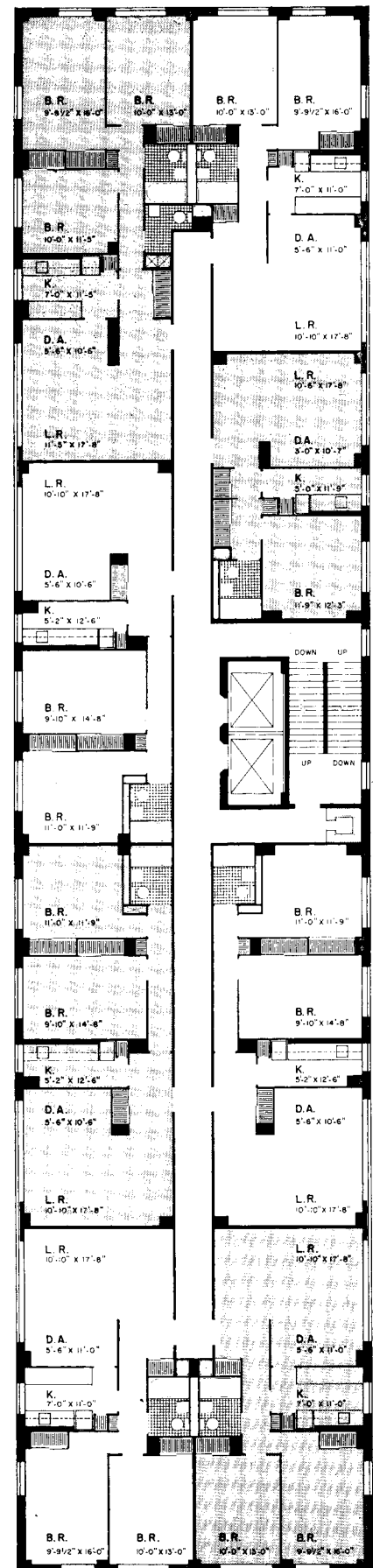
Total Sq. Ft. Residential area (20 Stories)

1,051,462 Sq. Ft.

Total Sq. Ft. Store Area: (1 Story)

173,826 Sq. Ft.

(Includes cellar areas in each)



TYPICAL FLOOR PLAN

SCALE IN FEET





TENANT RELOCATION

NEW YORK CITY HOUSING AUTHORITY
63 Park Row New York 7, N. Y.

October 16, 1950

Title I of the Housing Act of 1949 fixes the conditions and responsibilities regarding relocation by a local public agency under Section 105 (C) as follows: "Contracts for financial aid . . . which require that . . . there be a feasible method for the temporary relocation of families displaced from the project area, and that there are or are being provided in the project area or in other areas not generally less desirable in regard to public utilities and public and commercial facilities and at rents or prices within the financial means of the families displaced from the project area, decent, safe, and sanitary dwellings equal in number to the number of and available to such displaced families and reasonably accessible to their places of employment."

Information of a social and economic nature was ascertained regarding the families to be relocated, complete reports of properties on the sites were verified through building by building field inspections, listed by block numbers, lot numbers, addresses, conditions, numbers of apartments, owner occupants, occupied and vacant stores in residential buildings, non-residential properties were designated and corresponding summaries were made. Apartment data was broken down according to numbers of rooms per units related to rents, and apartment facilities were broken down according to central heat, hot water and lack of heat, cold water and lack of heat and hot water, complete bathrooms and separate toilets. Estimates were made of family income brackets related to rental ranges. Further estimates were made of the numbers of persons occupying specific numbers of rooms and the relocation preferences of all families.

Site tenants who will have to be displaced in the Slum Clearance Program fall into two broad groups each of which requires different methods. One group, due to low earnings, consists of families ELIGIBLE for public housing. The other group, earning above applicable limits, is INELIGIBLE.

To cover families ELIGIBLE for publicly assisted housing an inquiry was directed by the Chairman of the Committee on Slum Clearance Plans to the Chairman of the New York City Housing Authority as to accommodations the Authority could offer these ELIGIBLE families. Under the Housing Act of 1949 priority is given ELIGIBLE site tenants on proposed Title I projects for admission to any Title III Federally aided local project. A reply to the letter of inquiry indicates that 50,000 to 55,000 units under Title III Federally aided housing will be preponderantly more than enough to take care of the estimated 3,911 families ELIGIBLE. A copy of the reply follows:

Honorable Robert Moses, Chairman
Committee on Slum Clearance Plans
Office of City Construction Co-Ordinator
Randall's Island
New York 35, New York

Dear Mr. Moses:

In accordance with your request of October 2nd, 1950, we have carefully reviewed the Tenant Relocation Surveys of the Title I Slum Clearance Projects. Our analysis indicates the following estimated relocation possibilities for low-rent housing.

Site	Total No. Families	Families Eligible for Low-Rent Housing (Est.)	
South Village	1680	587	35 %
Washington Square			
South	2464	370	15 %
Corlears Hook	718	172	24 %
Delancey Street	1569	581	37 %
North Harlem	920	368	40 %
Harlem	1683	1010	60 %
Williamsburg	3292	823	25 %
Totals:	12326	3911	31.7 %

The Authority's anticipated schedule of construction is estimated at 50,000 to 55,000 units under Title III of the Federal Housing Act, and an additional 24,000 units in the New York State Housing Program. It is the Authority's intention to have this program provide suitable dwellings for all Title I site families eligible for low-rent housing. The Authority expects that its construction schedule will be timed so that the necessary apartments are available as required during the site clearance process.

The above relocation analysis was based on the following factors which our experience has indicated to be most applicable to the problem:

Generally families earning up to \$2500 per annum were considered eligible for low-rent housing at present income limits for admission. Single person families, most of whom are estimated to earn less than \$2500, were treated as ineligible as such individuals may not be admitted to Federally-aided Housing Developments, and there are only a limited number of such units in State-aided Projects. Consideration was given to the fact that income limits for the smaller non-veteran families are less than \$2500, while income limits for non-veteran large families (five persons or more) range up to \$3024. In addition, income limits at State-aided Projects for veteran families of all sizes are higher than the income limits for non-veteran families.

The effect of each of these factors on eligibility with respect to each site studied were estimated to arrive at the result indicated.

Authority experience at our operating sites is that the proportion of families relocated to self-acquired accommodations in privately owned real estate ranges from 42% to 81% of those vacating; varying in accordance with differences in site occupancy and other site conditions.

Sincerely yours,

PHILIP J. CRUISE

Chairman

Of the tenants INELIGIBLE for admission to public housing more than half will receive preferential status and can be taken care of fully in the 11,000 dwelling units proposed to be built under Title I itself. The remaining INELIGIBLE tenants, according to the experience of the New York City Housing Authority as indicated by the following survey "Removal Experiences of the New York City Housing Authority in Tenant Relocation" indicates that this group of tenants will prefer to relocate themselves. Available to this group are approximately 20,000 annual vacancies occurring in the normal course of events through deaths, circulation within the City and removal from the City of other families. According to recent construction figures about 80,000 new dwelling units are being or will be built within the City of New York within the near future.

In addition, it is contemplated that a private local relocation service be engaged to establish an office at each slum clearance site. This private agency is to be directed, supervised and controlled by the City of New York Bureau of Real Estate to assure compliance with the intent of local and Federal laws and regulations, eviction procedures, and management policies and the encouragement of speed in clearing the sites for eventual Title I redevelopment. Listings of vacancies will be solicited and, if necessary, purchased from local real estate brokers. The cooperation of local welfare agencies, newspapers, radio and television stations, real estate boards and agencies, civic organizations, and religious groups will also be enlisted.

In stimulating independent relocation, emphasis must be placed upon site families making every reasonable effort to relocate themselves in apartments of their own choosing. Where such tenants are not able to relocate themselves the relocation service will assist them. Obviously the work of site clearance will be relieved and accelerated if a great number of tenants relocate themselves. Self-relocation also reduces to a great extent the difficult relations arising out of urging on families a choice which is not their own. Useful in expediting such relocation is piece-meal demolition of buildings as vacated and financial contribution to the site families who relocate themselves.

Provisions of Title I also require a feasible method

for the Temporary Relocation of families living in a project area. This provision is intended to meet a situation in which it may not be possible in undertaking a project to fulfill immediately all the standards specified for the permanent rehousing of such families. Temporary rehousing is required to be at rents comparable to those paid by displaced families to be relocated and generally no less desirable as to standards. These requisites are met by progressing the construction in sections through rearranging the tenants in partially vacated buildings combined with the use of vacant land and business and commercial properties. The conditions will vary in each project.

In order to set at rest any fears, families are assured that relocation help will be readily available and there is a frank desire to be of maximum assistance in carrying out the individual wishes of each family. Emphasis is placed on the preferential eligibility of site tenants to return to the project when completed, or if eligible, to be admitted to publicly aided housing. Letters in simple understandable language will be circulated to the site tenants advising them of relocation policy, and their rights to admission in the proposed projects or in existing dwelling units. Consistent with a policy of keeping the site occupants well informed, personal interviews will be conducted to help and encourage occupants to move.

The total number of families break down as follows:

	Total Families	Eligible for Public Housing	Will Relocate in Project	Will Relocate Outside of Project
South Village	1,680	587	546	547
Washington Square	2,464	370	1,047	1,047
Corlears Hook	718	172	273	273
Delancey Street	1,569	581	494	494
North Harlem	920	368	276	276
Harlem	1,683	1,010	336	337
Williamsburg	3,292	823	1,234	1,235

Removal Experiences of the New York City Housing Authority in Tenant Relocation — as of 9/1/50

Site	Date of Acquisition	Total Relocated No. %	Self-Relocated No. %
Smith	7/25/46	1,716 100%	748 44%
Melrose	8/3/46	1,213 100%	504 42%
Foster	8/2/46	1,433 100%	676 47%
Flushing	10/18/49	220 100%	103 47%
St. John's	3/15/50	126 100%	69 55%
St. Nicholas	10/1/49	1,339 100%	1,080 81%

Included in "A Guide to Slum Clearance and Urban Redevelopment Under Title I of the Housing Act of 1949" as revised July 1950, on page 27 is a requirement that the local agency describe the adequacy of the relocation service established or utilized by the local public agency. Typical of firms adequate for relocation service is Wood, Dolson Company, Inc., which has prepared this tenant relocation report. It is a real estate service organization established for more than half a century. It maintains fully staffed departments in listing and renting apartments, tenant relations, management, brokerage, maintenance engineering, accounting, appraising and insurance. It has available trained personnel, exhaustive records and up to date tax maps. It will be advantageous to combine the functions of tenant relocation, management and demolition in a single office. The types of properties such companies currently deal with cover the types found on the slum sites and those proposed to be erected.

In redeveloping an area such as the Harlem site, it is feasible to carry out both demolition and new construction in at least two progressive stages. By demolishing only one section of the site it is possible to leave the other residences undisturbed until the first section of new apartment buildings is completed. Where possible the first section is chosen to include vacant land and a large proportion of industrial and commercial buildings. The last section to be demolished can be that where future stores or parking areas will be situated.

The first step in tenant relocation is to ascertain which tenants are eligible for public housing and to help them move into existing projects. Of the 1683 families on the Harlem site it is estimated that 1010 or 60% will be eligible for public low rent housing and can move as soon as vacancies are available. This will leave empty apartments on the site for the temporary use of those families who are waiting to move into the first of the new apartments in the redevelopment.

On the Harlem site demolition could start with the eastern part of the three blocks. Referring to the Block, Lot, and House Number Map in the Appendix, this first section would include block 1730 east of lots 18 and 54, block 1731 east of lots 24 and 49, and block 1732 east of lots 128 and 45.

Construction could then be started without disturbing the remaining residential buildings so that some new apartments would be ready for occupancy before any more demolition is started.

The last land to be cleared would be the western sections of blocks 1730 and 1732 where new stores and a parking lot are to be situated.

Of the tenants not eligible for public housing there will be an estimated 337 families or 20% at least who will prefer to relocate themselves and who will be given all possible assistance. It is estimated that an equal number will choose to rent in the redevelopment itself and will be given preferential status. These families may need only temporary accommodations until that is ready. Tenants from the Harlem site will have the choice also of moving into the North Harlem project, which is expected to be the first of the two to be completed. There will be more apartments available for site tenants if more than the number we have estimated do prefer to stay within the project. There will be 1105 new apartments whereas we have only estimated approximately 337 families will wish to relocate in the project. They will also be given preference in other Title I projects, and the converse will also be true.

V COST ESTIMATES & FINANCIAL PLAN

ESTIMATED COST TO PRIVATE REDEVELOPER

LAND:

Appraised Resale Value as if Cleared: 538,546 sq. ft.	\$ 1,884,911
Less: Estimated Cost of Obtaining Possession: (Demolition and tenant relocation)	710,000
Resale Value of Land in its Present Condition	<u>\$ 1,174,611</u>

BUILDING:

Field Cost of Structures	\$12,176,530
Architects' Fee (3.5%)	426,178
Total Structural Cost	<u>\$12,602,708</u>
Cost of Landscaping and Site Improvements	165,800
Total Cost of Buildings and Site Improvements	<u>\$12,768,508</u>

PROJECT:

Interest on Land during Construction	\$ 113,095
Interest on Building during Construction	383,055
Total Interest on Working Capital	<u>\$ 496,150</u>
Real Estate Taxes on Land during Construction	108,396
Finance, Legal and Organization Expense	255,370
Total Interest, Taxes and Financing during Construction	<u>\$ 859,916</u>
Total Estimated Cost of Building	<u>\$13,628,424</u>

TOTAL ESTIMATED COST OF PROJECT

\$15,513,335

FINANCIAL PLAN FOR PRIVATE REDEVELOPER

Cost of Land at Appraised Resale Value as if Cleared	\$ 1,884,911
Estimated Cost of Buildings as of Date of Completion, including all fees, taxes and financing	13,628,424
Total Estimated Cost of Project	<u>\$15,513,335</u>

Estimated Rental Value:

Apartments: 4,891 1/2 rental rooms @ \$29.50 per room per month, or \$354 per room per annum	\$ 1,731,591
Stores: 86,913 sq. ft. basement @ 30c	26,074
86,913 sq. ft. grade fl. @ \$3.00	260,739
Parking Space: 224 cars @ \$120	26,880

Total Estimated Rental Value	\$ 2,045,284
Less: Vacancy Reserve of 7%	143,170
Effective Rental Value	<u>\$ 1,902,114</u>

Operating Expenses:

Apartments: 4,891 1/2 rental rooms @ \$90	\$ 440,235
Stores: 173,826 sq. ft. @ 20c	34,765

Total Operating Expenses	\$ 475,000
Real Estate Taxes	375,000
Total Operating Expenses and Taxes	<u>\$ 850,000</u>

Net Return on a Free and Clear Basis	\$ 1,052,114
Percentage of Net Return on Investment	6.78%

EFFECT OF REDEVELOPMENT PLAN ON AREA

- I TRANSPORTATION**
- II STREETS & LOCAL
TRANSPORTATION**
- III COMMUNITY FACILITIES**
- IV EXISTING ZONING**
- V PROPOSED ZONING**
- VI UTILITIES**
 - 1 SEWER**
 - 2 WATER**
 - 3 GAS**
 - 4 ELECTRIC AND
TELEPHONE**

TRANSPORTATION

The existing transportation facilities will not be materially affected by the redevelopment of three blocks. No streets carrying buses are to be closed. The reduced density of population will relieve rather than increase congestion of present transportation. The Lenox Avenue branch of the west side I.R.T. Subway provides an express stop at 135th Street. Bus lines on Lenox Avenue, Fifth Avenue, West 135th Street, and nearby Madison Avenue, provide convenient connections to other transportation lines. These in-

clude the 125th Street Station of the New York Central Railroad and the New York, New Haven, & Hartford Railroad.

The 135th Street crosstown bus runs west to Eighth Avenue, and east across the Madison Avenue bridge to the Bronx, and considerable vehicular traffic follows the same route. However, 135th Street is now a 100-foot major cross street and its traffic load will not be noticeably increased by the redevelopment plan.

STREETS & LOCAL TRANSPORTATION

The local street pattern around the project is little disturbed by closing West 133rd and 134th Streets since these are already prevented from being through streets by the Abraham Lincoln project on the east. The main cross-town traffic runs on 135th Street, which is a 2-way 100-foot thoroughfare. Access to the new stores on the site will be from 135th Street

and from Lenox Avenue. Parking areas are arranged to separate most of the apartment buildings from the stores. They are for tenants' use and are entered from West 132nd and 135th Streets. The Department of Water Supply, Gas, and Electricity building on 133rd Street will have to be entered from 132nd Street instead of 133rd, necessitating a new entrance drive.

COMMUNITY FACILITIES

The redevelopment of the site will not only be adequately served by community facilities in the neighborhood, but will in turn, provide increased services to the surrounding community and the redevelopment itself. The Harlem Children's Center, operated by the Children's Aid Society, at present provides social and athletic facilities for several boys' groups and for a teen-age girls' group after school hours. They will have ready access to the building and through the building to the enlarged playground. This same access will also serve as the approach to the Public Baths and Swimming Pool at 33-47 West 134th Street.

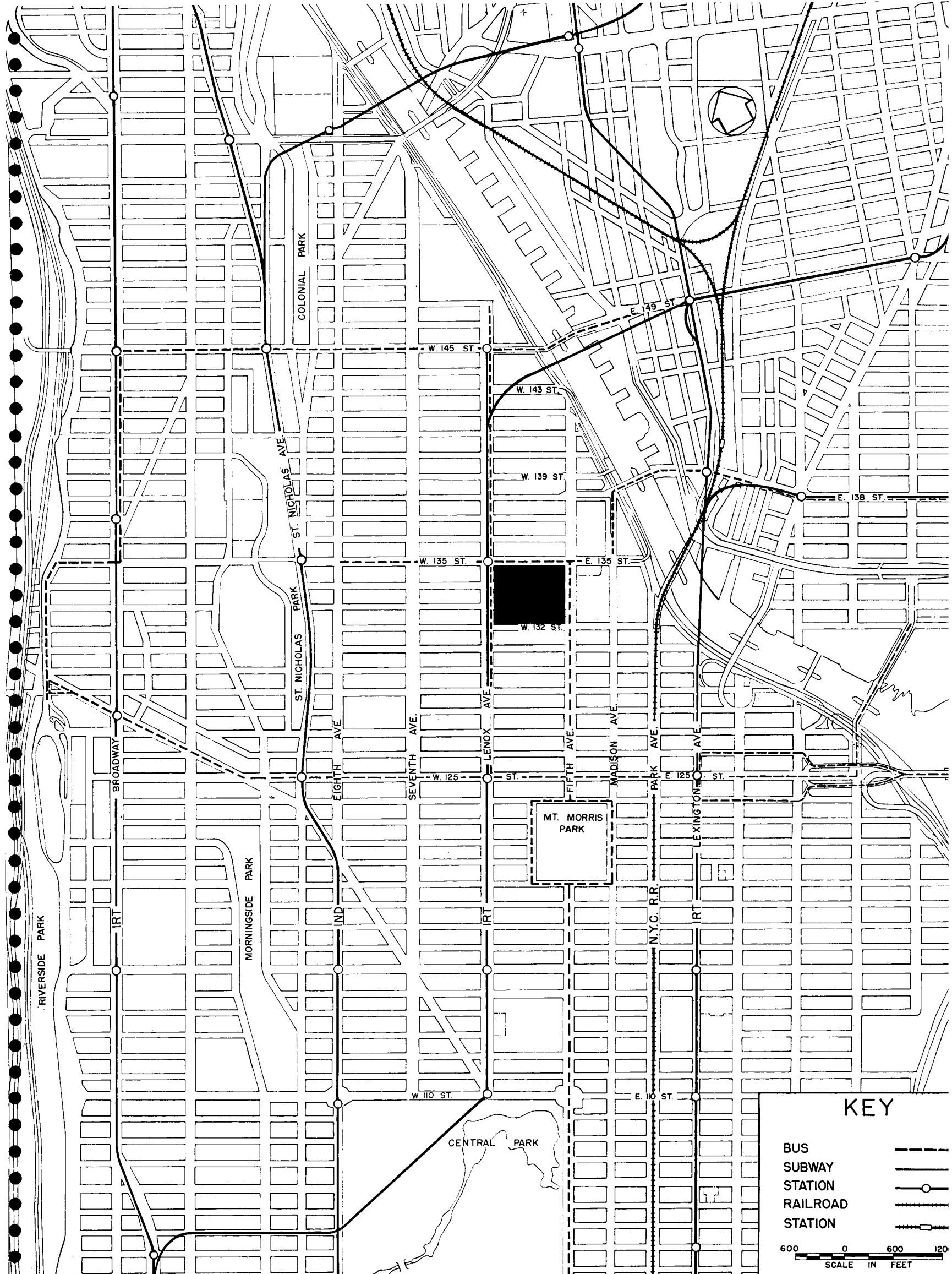
Three other public services occupy buildings within the boundaries of the site, but are not included in the land to be acquired. These are the Department of Sanitation and the Department of Water Supply, Gas and Electricity, which occupy jointly 60-62 West 133rd Street, and the subway power station at 73-75 West 132nd Street. Enough site area will be assigned for access to these buildings from 132nd Street.

The new stores proposed in the redevelopment plan will help to alleviate the shortage of shopping facilities for the entire neighborhood. Statistics on available stores are included in the first section of this report.

The accompanying map shows the public facilities of service to the community located within a half mile of the Harlem and nearby North Harlem sites. Within this area on the Manhattan side of the Har-

lem River there are 8 public schools, 2 junior high schools, a vocational high school, several large churches, five fire stations, five police stations, the Harlem Hospital and two health stations, three branches of the Public Library, four public parks, and seven public playgrounds of varying sizes and purposes but including a large one for which a recreation building is proposed. This recreation building will include a swimming pool, auditorium, gymnasium, club rooms, etc. A large branch of the Y.M.C.A. is situated one block west of the project. One privately owned theatre lies within the site boundaries and will not be disturbed. Three low-rent public housing projects and one moderate rental project, Riverton, operated by the Metropolitan Life Insurance Company, are in the area. An additional low-rent federal housing project, East Harlem Houses, is proposed at E. 125th St. and 2nd Ave.

Special consideration was given to the grade school problem by the staff of the Board of Education, Architects and the Committee Staff. The adjacent building Public School 89 at 135th Street and Fifth Avenue, which will serve this project and the North Harlem Project, is old and inadequate. As indicated in the Redevelopment Plan, rehabilitation of this school was found impractical and, accordingly, complete replacement is recommended. The cost of reconstruction on an estimated registration basis would appear to be chargeable one-third to this project and one-third to the North Harlem Project.



COLONIAL PARK

ST. NICHOLAS AVE

MORNINGSIDE PARK

RIVERSIDE PARK

CENTRAL PARK

MT. MORRIS PARK

BROADWAY

ST. NICHOLAS PARK

EIGHTH AVE.

SEVENTH AVE.

LENOX AVE.

FIFTH AVE.

MADISON AVE.

N.Y.C. R.R.

LEXINGTON AVE.

W. 145 ST.

W. 143 ST.

W. 139 ST.

W. 135 ST.

E. 135 ST.

W. 132 ST.

W. 125 ST.

E. 125 ST.






W. 110 ST.

E. 110 ST.

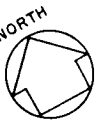
E. 149 ST.

E. 138 ST.

KEY

- BUS 
- SUBWAY 
- STATION 
- RAILROAD 
- STATION 

600 0 600 120
SCALE IN FEET



RIVERTON

ABRAHAM
LINCOLN
HOUSES

W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

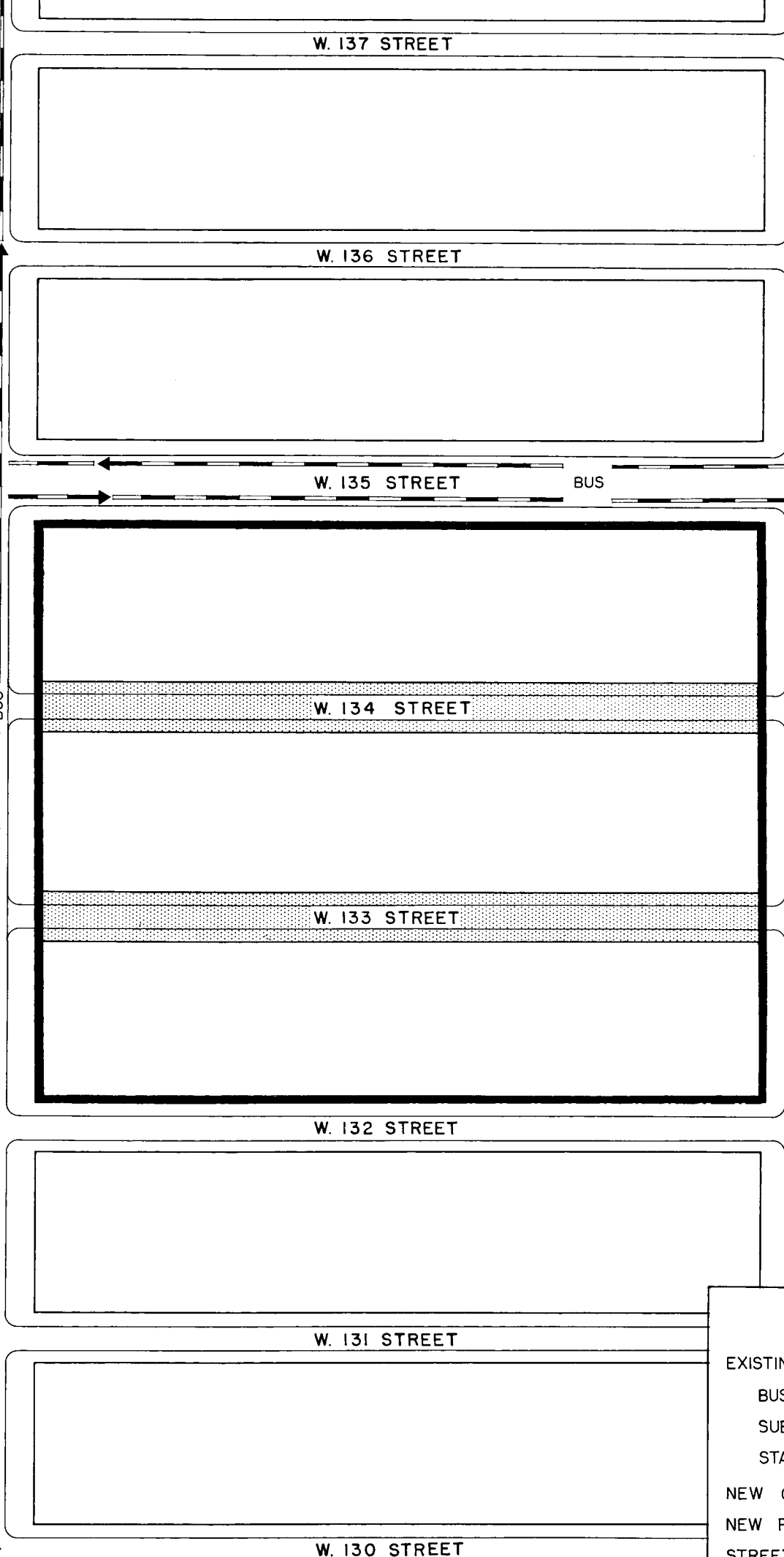
W. 132 STREET

W. 131 STREET

W. 130 STREET

LENOX AVENUE

FIFTH AVENUE



KEY

EXISTING ROUTES

BUS

SUBWAY

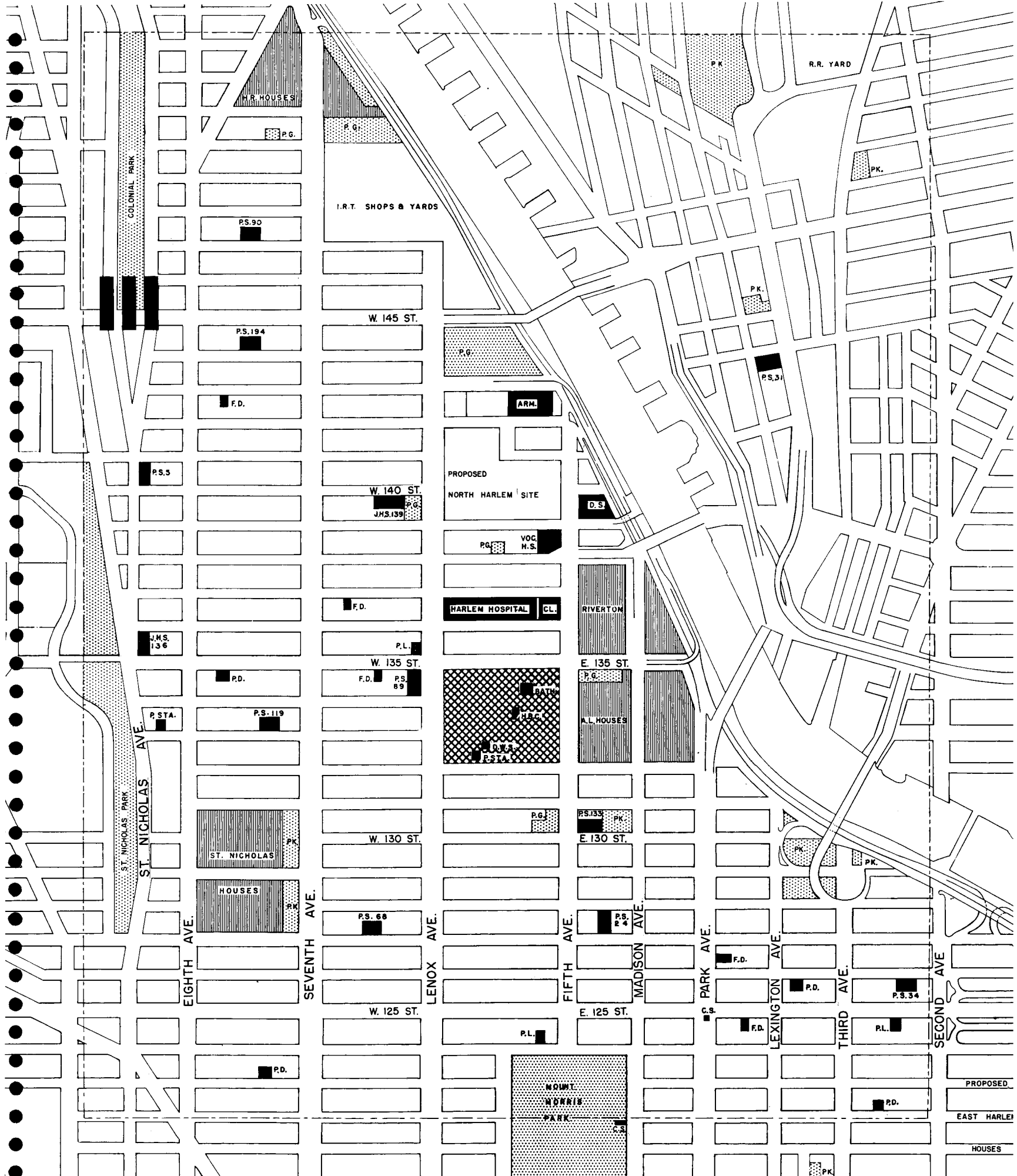
STATION

NEW CURB LINE

NEW PROPERTY LINE

STREETS TO BE CLOSED
AND DEEDED TO
DEVELOPER

80 0 80 160
SCALE IN FEET



KEY

HARLEM SITE		PUBLIC SCHOOL	P.S.
HOUSING PROJECT		JR. HIGH SCHOOL	J.H.S.
POLICE DEPARTMENT	P.D.	VOC. HIGH SCHOOL	VOC. H.S.
FIRE DEPARTMENT	F.D.	POWER STATION	P.STA.
DEPT. OF SANITATION	D.S.	COMFORT STATION	C.S.
PUBLIC LIBRARY	P.L.	PARKS & PLAYGROUNDS	



IV EXISTING ZONING

The existing zoning for the site is classified in three main divisions under the Zoning Resolution of the City of New York, namely Use Districts, Height Districts, and Area Districts.

Residential structures are further subject to the Multiple Dwelling Law of 1929, and wherever an inconsistency between the Zoning Resolution and the Multiple Dwelling Law occurs, the more restrictive of the two codes applies.

Under Use Districts, the Harlem site is zoned for three uses: Retail along the west side of Fifth Avenue from West 133rd Street north, Local Retail on both sides of West 135th Street and the east side of Lenox Avenue. The balance of the area is zoned for residential use. Retail Districts exclude some specific types of uses, notably manufacturing, but permit a limited percentage of floor space for related manufacturing in a retail establishment. Local Retail Districts are more restrictive still in that no related manufacturing of any kind is permitted, additional uses are specifically excluded, and local retail is restricted to the first floor. Residential Districts are limited to residential uses plus a few specific types of civic facilities, public and private schools, churches, institutions and the like.

Height Districts establish a ratio of the height of buildings at the property line to the width of streets on which a property faces. Height Districts also regulate the angle and position of setbacks allowed above the established height at the property line.

The Multiple Dwelling Law further restricts the heights of buildings for residential use by superimposing a total height limitation related to the width of the widest street on which a building faces.

Area Districts limit the percentage of coverage on a given lot and the sizes and proportions of courts and

yards required for ventilation. Area Districts also regulate the percentage of off-street parking space required for the total number of dwelling units on a site.

On the Harlem site, the proposed store locations follow the limitations set by Local Retail Districts. The apartments all fall within a residential area or a less restricted area. The height permitted at the property line on Lenox Avenue, Fifth Avenue, and West 135th Street, is 178 feet, which exceeds our height needs.

The Harlem Site all lies within a one and one-half Height District. At a few points the new buildings might exceed the height limits but Section 21C of the Zoning Resolution provides that large residential developments on sites of 75,000 square feet or more may be granted variances from the Use, Height and Area restrictions. These are granted by the Board of Standards and Appeals of the City of New York following public notice and hearings, and a favorable report from the City Planning Commission. However, it is still required that a ratio be maintained between the height of buildings and the distance between them, and that the equivalent of the minimum provision of light and air is offered, and that the maximum floor areas permitted by the Zoning Resolution are not exceeded.

All of these requirements are met by the proposed site plan. Under Title I of the Housing Act of 1949, the whole redevelopment plan has to be approved by the City Planning Commission.

The "B" Area Districts requirements permit 65% lot coverage including open spaces in rear yards and courts required for ventilation. Our coverage is far less and all buildings stand detached, surrounded by front, rear, and side yards far in excess of the legal minimum space.

V PROPOSED ZONING

The only change in zoning proposed for the protection of the redevelopment would be to eliminate the Local Retail zone on the west side of Fifth Avenue between West 132nd and West 133rd Streets, and the Retail Zone on the west side of 5th Avenue from West 133rd Street northward to West 135th Street.

For these areas it is proposed that Residential Zoning be substituted, except for the northwest corner of the intersection of 5th Avenue and West 135th Street. Here it is proposed that the present Local Retail district on the south side of West 135th Street be extended eastward to the 5th Avenue frontage.

VI UTILITIES

The existing utilities are to be undisturbed by the redevelopment. All buildings are to be located within the existing property lines, so none will stand over the beds of closed streets. Easement rights will be extended to the various utility companies, and manholes and other means of access provided on the proposed site.

Alterations to existing utility lines will consist largely of the capping and discontinuance of some local branches, and the provision of new branch connections for the new buildings. The essential utilities have proved adequate for the requirements of the present population and will take care of the less densely populated redevelopment.



RIVERTON

ABRAHAM
LINCOLN
HOUSES

IV

LENOX AVENUE

FIFTH AVENUE

W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

W. 132 STREET

W. 131 STREET

W. 130 STREET



KEY

USE DISTRICT

RESIDENTIAL

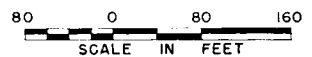
BUSINESS

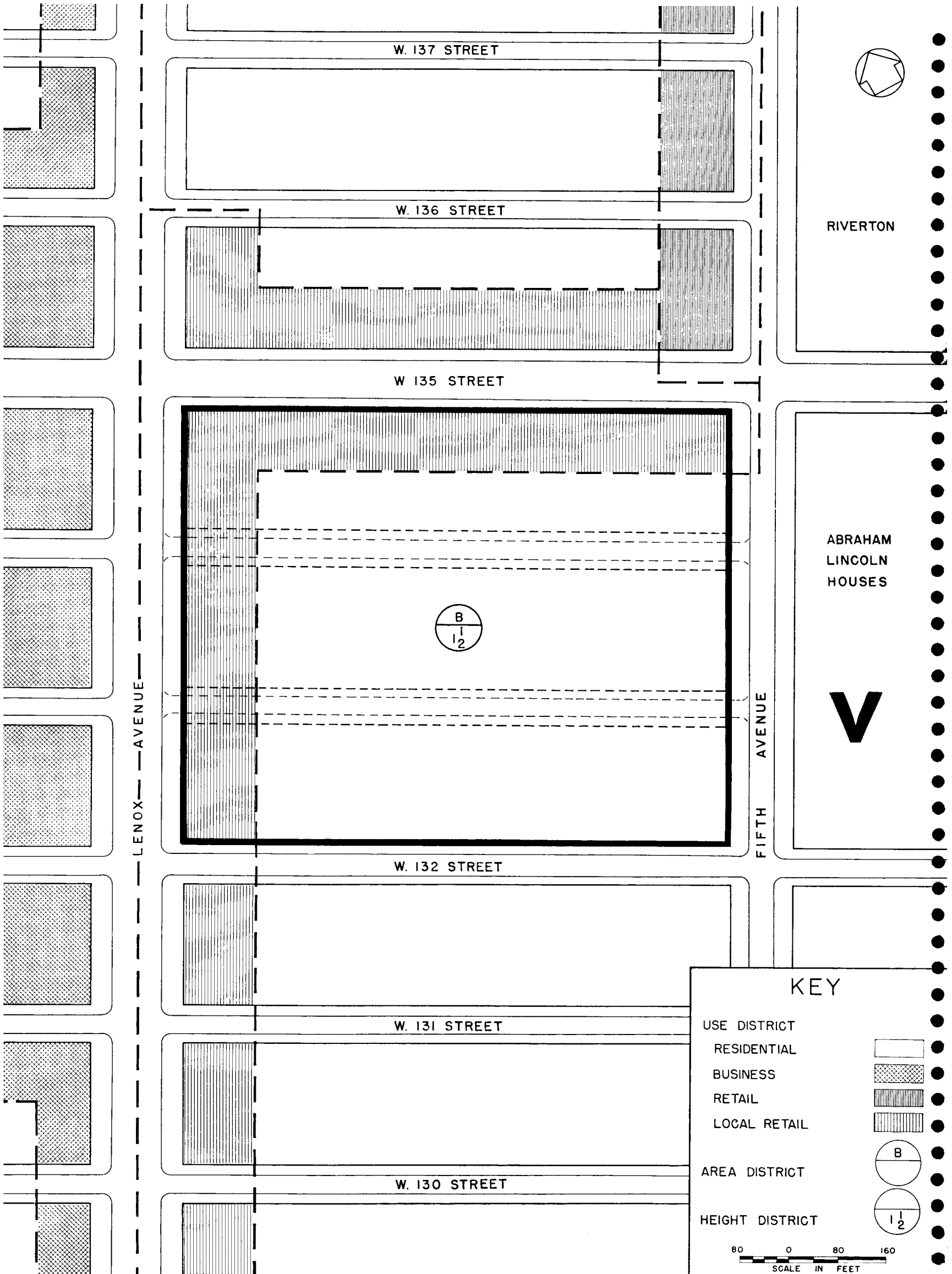
RETAIL

LOCAL RETAIL

AREA DISTRICT

HEIGHT DISTRICT





W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 132 STREET

W. 131 STREET

W. 130 STREET

LENOX AVENUE

FIFTH AVENUE

RIVERTON

ABRAHAM
LINCOLN
HOUSES

V

B
1
2

KEY

USE DISTRICT

RESIDENTIAL

BUSINESS

RETAIL

LOCAL RETAIL

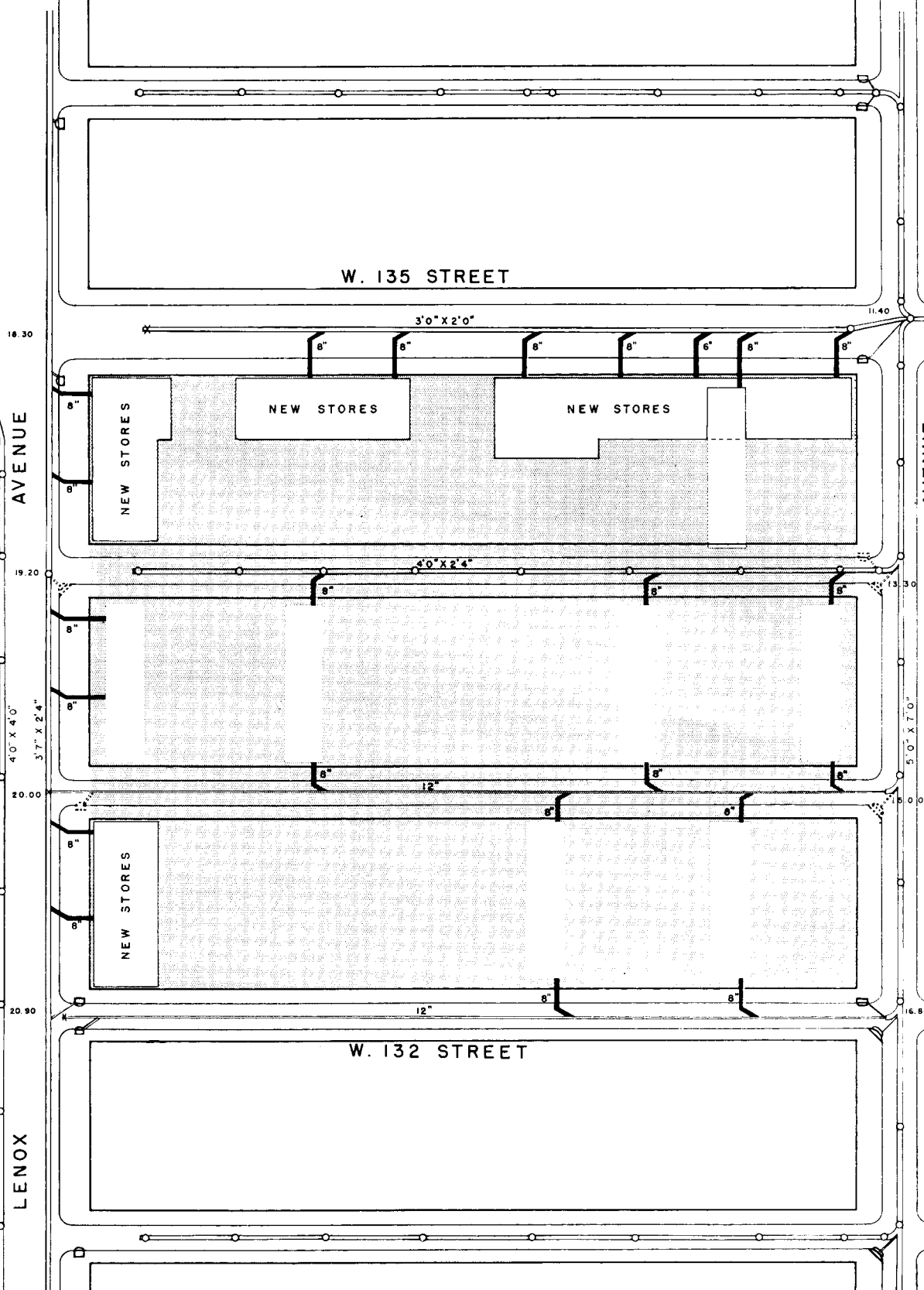
AREA DISTRICT

HEIGHT DISTRICT



80 0 80 160

SCALE IN FEET



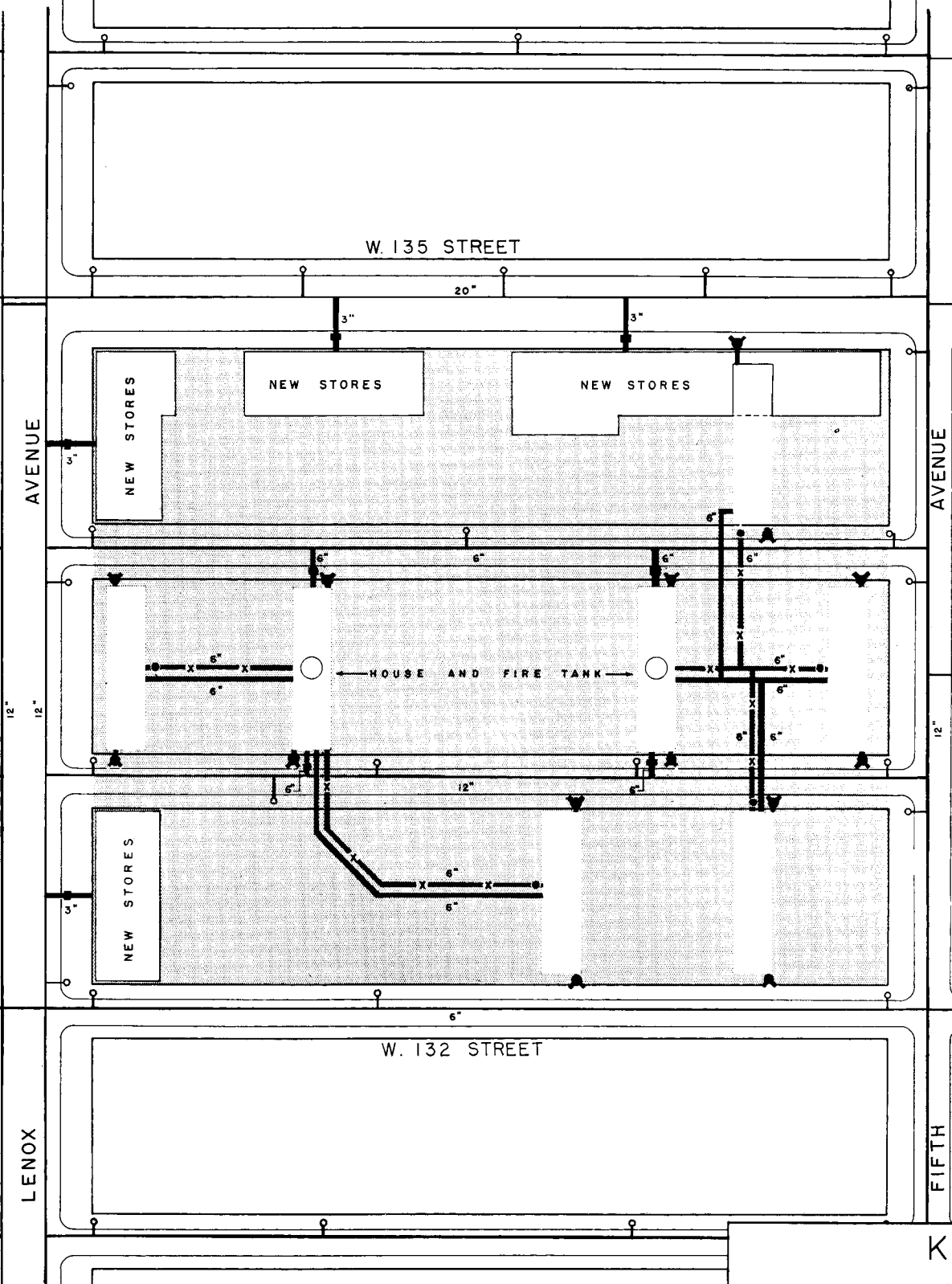
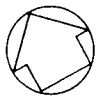
KEY

SEWER	EXISTING TO REMAIN	EXISTING REMOVED OR ABANDONED	NEW OR RELOCATED
MANHOLE	—○—		
CURB BOX	—▽—		

NOTE: THICKNESS OF LINE INDICATES SIZE OF SEWER.

80 0 80 160
SCALE IN FEET

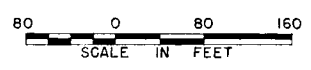
SEWER SYSTEM



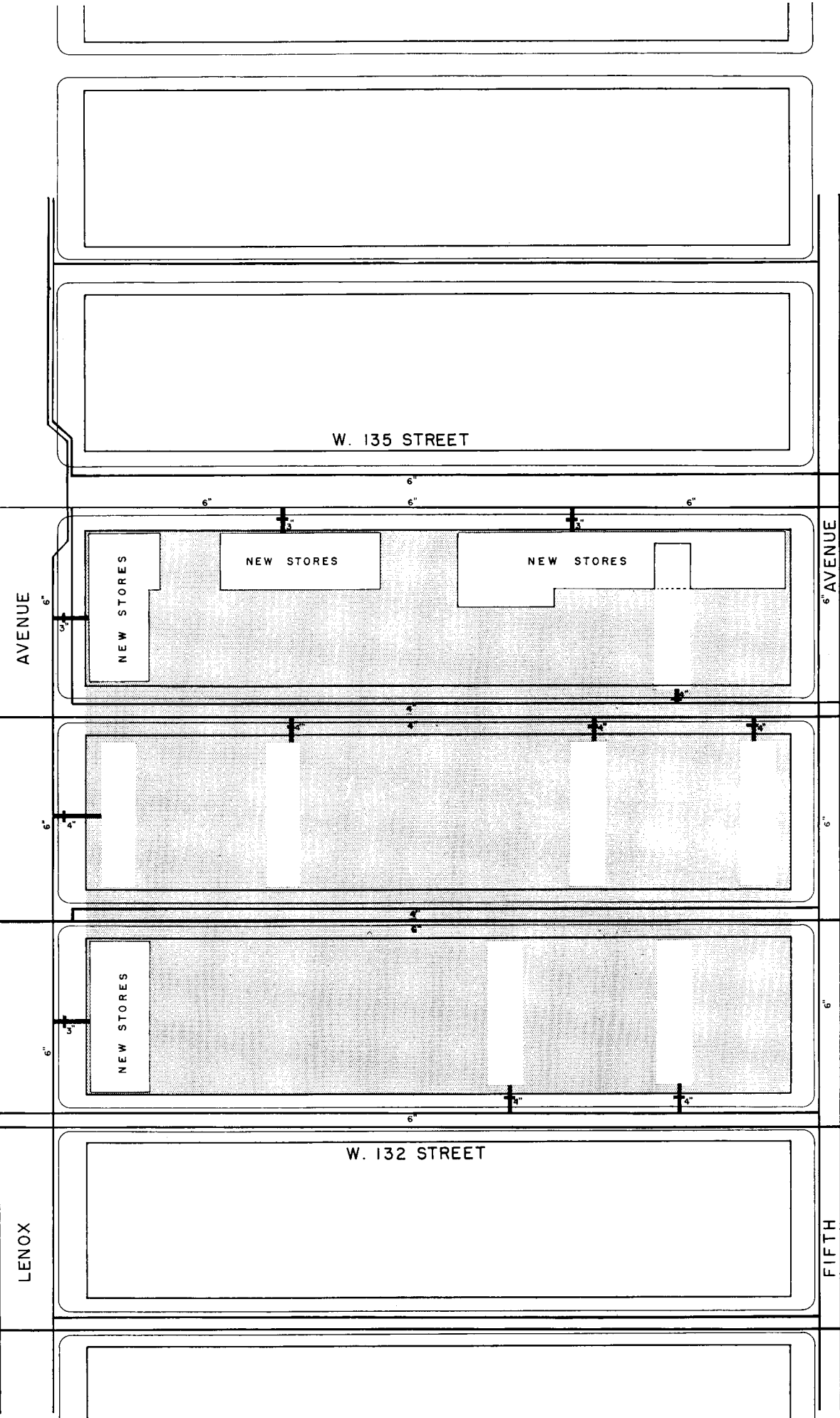
VI

KEY

EXISTING TO REMAIN	NEW OR RELOCATED
LOW PRESSURE	3" x 3" x 6" SIAMESE
HYDRANT	
FIRE STANDPIPE	
VALVE & CURB BOX	
POST INDICATOR VALVE	






WATER SYSTEM



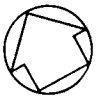
VI

KEY

- EXISTING MAINS TO REMAIN 
- NEW MAINS 
- VALVE AND CURB BOX 



SCALE IN FEET
GAS SYSTEM



AVENUE

W. 135 STREET

AVENUE

NEW STORES

NEW STORES

NEW STORES

VI

NEW STORES

W. 132 STREET

LENOX

FIFTH

KEY

	EXISTING TO REMAIN	EXISTING REMOVED OR ABANDONED	NEW OR RELOCATED
TELEPHONE CONDUIT	---		---
ELECTRIC CONDUIT	---		---
PULL BOXES	○		○
MANHOLES	○		○
STREET LIGHTS	⊥-○	⊥-○	
FIRE ALARM BOXES	⊥-○ FA		
TRAFFIC LIGHTS	⊥-○ TL		
POLICE TELEPHONE	⊥-○ PD		
TRANSFORMER VAULTS	TR		



ELECTRIC SYSTEM

DEMONSTRATION OF SLUM CONDITIONS

- I LAND USE**
- II CONDITION OF
EXISTING STRUCTURES**
- III AGE OF
EXISTING STRUCTURES**
- IV LAND COVERAGE**
- V POPULATION DENSITY**
- VI TENANT DATA**
 - 1 FAMILY COMPOSITION IN
RELATION TO SIZE OF
DWELLING UNIT**
 - 2 FAMILY INCOME IN RELATION
TO RENTALS**
 - 3 RENTALS**
 - 4 TYPES OF DWELLING UNITS**
 - 5 HEATING AND SANITARY
FACILITIES**

LAND USE

Deterioration of property characteristic of "blighted areas" can be seen throughout the site. Violations of the Zoning Resolution of 1916 occur in each block due to conversions from residential use made prior to that date. There are numerous vacant lots, abandoned buildings, rooming houses, and many stores and churches in the ground floors of residential buildings.

Of approximately 12 acres to be acquired at the site, 7.9% are used entirely for commercial purposes while about 27% have ground floor stores. Buildings of institutional character, private and public, occupy 6.6% of this area, while another 3% occupy only the first floors of structures. Vacant land comprises 3.3% of the area and vacant buildings 1.2%. This leaves 81.4% of the area to be acquired as purely residential. Of this residential area, almost 40% of the most northerly block consists of rooming houses. Hotels, although classed as commercial, add to this congested land use for residential purposes.





W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

W. 132 STREET

W. 131 STREET

W. 130 STREET

RIVERTON

ABRAHAM
LINCOLN
HOUSES

LENOX
AVENUE

FIFTH
AVENUE

KEY

- RESIDENTIAL
- PUBLIC & INSTITUTIONAL
- COMMERCIAL
- UNOCCUPIED BUILDINGS
- FIRST FLOOR STORE
- VACANT LAND
- PARKS & PLAYGROUNDS



CONDITION OF EXISTING STRUCTURES

The classifications of residential buildings shown on the accompanying map indicate buildings as "well-kept," "fair" and "run-down." It must be emphasized that these descriptions are purely relative and apply to a group of buildings which are almost all ancient, poorly lighted, badly laid out, inadequately ventilated, and generally occupied by more families than they were originally designed to accommodate.

The condition of the structures was determined during a house to house survey and the ratings are from the tenants' point of view. These tenants are accustomed to living conditions existing on the site and to paying the prevailing rents. Their point of view was required to establish criteria for tenant

relocation in comparable accommodations. To be graded as "well-kept" an older building had to be very clean requiring no major repairs or painting. A "fair" grading meant a building that was moderately clean and tidy, perhaps requiring some painting and repairs. To be graded as "run-down" a building would need drastic restoration to be brought into decent shape. Such a building might have deteriorated to the stage of being an object for demolition.

On the Harlem site, no residential buildings were found that met the requirements of "well-kept." Only 18 out of 164, or 11% were found in "fair" condition. The balance, 146 out of 164, or 89% were classified as "run-down."





RIVERTON

ABRAHAM
LINCOLN
HOUSES

W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

W. 132 STREET






W. 131 STREET

W. 130 STREET

LENOX AVENUE

FIFTH AVENUE

KEY

- RUN DOWN 
- FAIR 
- NON-RESIDENTIAL 
- VACANT LAND 
- PARKS & PLAYGROUNDS 



AGE OF EXISTING STRUCTURES

The date of construction of every building on the Harlem site was obtained from the New York City Department of Housing and Buildings. 71% of the residential structures were built before 1901, 28% between 1902 and 1914 and less than 1% since that time. Of the non-residential buildings, 76% were built before 1916.

The so-called "model tenements" built before 1901, with their excessive coverage of the lot, and inadequate courts and air shafts, were only slightly improved by the Tenement House Law of 1901. The notorious "dumb-bell" plan and variations of it are found in most five and six story tenements until 1916.

Since the Zoning Resolution of the City of New York of that year and the Multiple Dwelling Law of 1929 the trend has been toward larger courts and more open space between buildings.





RIVERTON

ABRAHAM
LINCOLN
HOUSES

W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

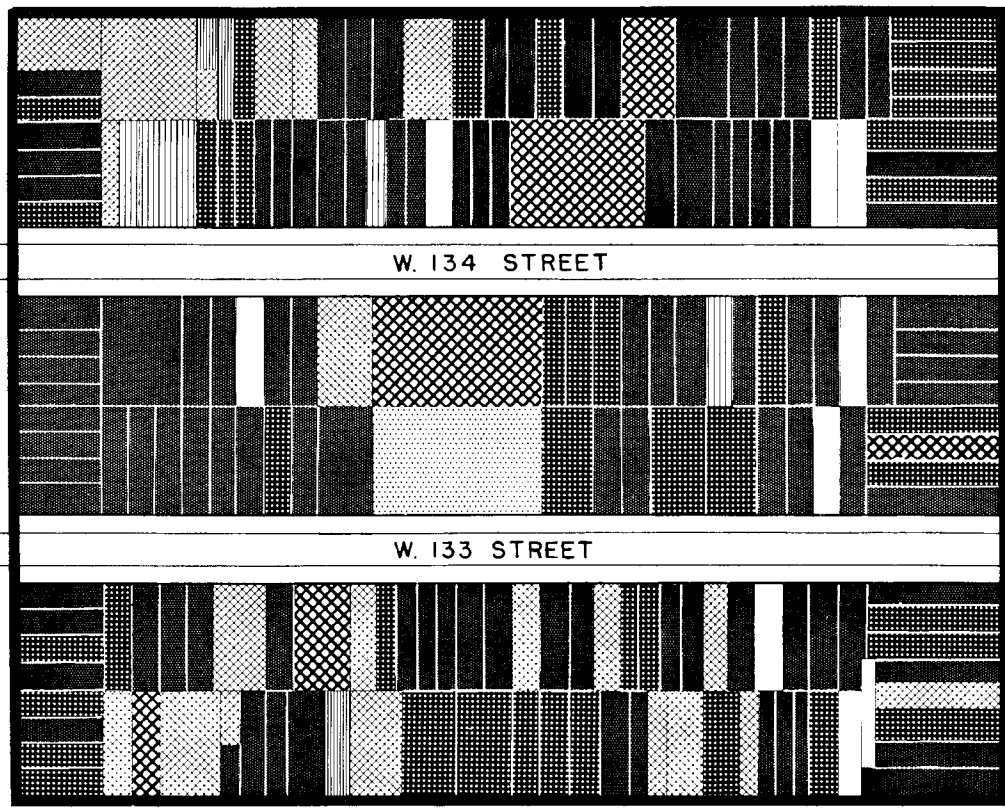
W. 132 STREET

W. 131 STREET

W. 130 STREET

LENOX AVENUE

FIFTH AVENUE



KEY

RESIDENTIAL

1901 & BEFORE

1902 - 1914

1915 - 1929

1929 - 1949

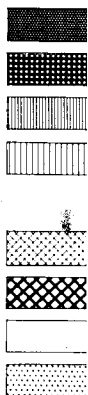
NON-RESIDENTIAL

PRIOR TO 1916

1916 - 1949

VACANT LAND

PARKS & PLAYGROUNDS



IV LAND COVERAGE

Land coverage has been considered both as to residential and non-residential use. Where the buildings are residential, including those with first-floor stores, the land coverage averages approximately 73% of the lot.

Non-residential structures approach 85% average coverage with a number of one-story and a few multi-story buildings having 100% coverage.

The redevelopment plan proposes 10.3% coverage for residential structures on the area of land to be acquired, and 26.5% coverage when stores and apartments are considered as a whole. Some of this gain in space is accomplished, of course, by the closing of streets.





W. 137 STREET

W. 136 STREET

W. 135 STREET

W. 134 STREET

W. 133 STREET

W. 132 STREET

W. 131 STREET

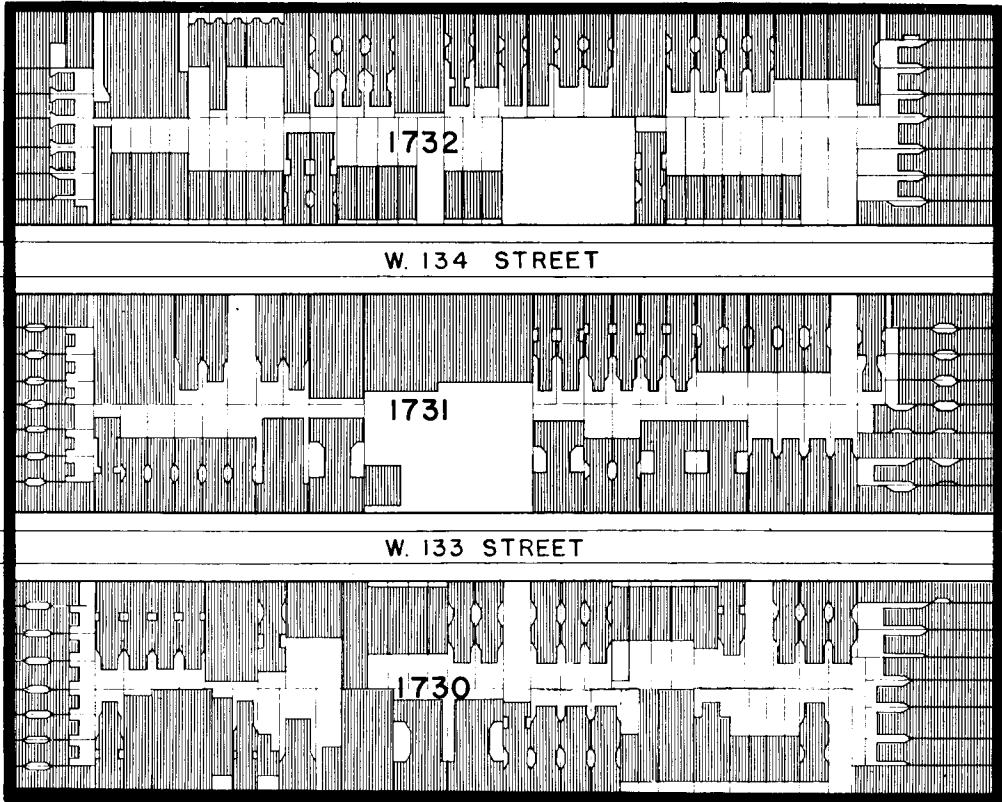
W. 130 STREET

RIVERTON

ABRAHAM
LINCOLN
HOUSES

LENOX
AVENUE

FIFTH
AVENUE



KEY

EXISTING BUILDINGS

VACANT LAND



80 0 80 160

SCALE IN FEET

IV POPULATION DENSITY

Population density has been analyzed on the basis of present residential areas only, within property lines, for comparison with the proposed density within net residential areas. This is at variance with the practice used in the census maps, which report on residential use, but give densities per acre, taking areas to the middle of streets. As a result, the 1940 census categories that show over 400 persons per acre on the Harlem site, actually indicate densities of over 594 per net acre of residential use. Contrasted to this is the Wood, Dolson Co., Inc. finding of a total population of 7,419 persons in the three blocks of the site, including rooming houses, but excluding hotels. This indicates a present population of 803 persons per net acre of residential use. The proposed redevelopment will have a density of 440 persons per net residential acre, or 349 persons per acre for the entire acquired area including new one-story stores.





RIVERTON

ABRAHAM
LINCOLN
HOUSES

W. 137 STREET

W. 136 STREET

W. 135 STREET

2516 PERSONS - BLOCK NO. 1732

W. 134 STREET

2632 PERSONS - BLOCK NO. 1731

W. 133 STREET

2271 PERSONS - BLOCK NO. 1730

W. 132 STREET

W. 131 STREET

W. 130 STREET

LENOX AVENUE

FIFTH AVENUE

KEY

400+ PERSONS / ACRE

NON-RESIDENTIAL

VACANT LAND

PARKS & PLAYGROUNDS



V TENANT DATA

Tenant data was collected, compiled and analyzed by the Wood, Dolson Co., Inc. Field surveys were conducted and records of the State Rent Commission and of various city departments were investigated.

The charts on the next pages demonstrate graphically family composition in relation to the number of rooms occupied, family income in relation to rentals, distribution of rents paid, types of dwelling units, and standards of heating and sanitation.

The following tabulation supplements the chart of family composition by showing in percentages the size of the family in relation to the number of rooms occupied.

Persons per Family	NUMBER OF ROOMS					% of Total
	1-2½	3-3½	4-4½	5-5½	6+	
1	3.4	4.3	2.7	1.8	—	12.2
2	3.8	7.0	4.9	5.1	.4	21.2
3	3.3	4.2	6.0	7.7	.8	22.0
4	1.8	4.9	6.1	7.2	1.5	21.5
5	.8	1.2	3.3	4.2	1.4	10.9
6	.6	.2	1.8	2.6	1.2	6.4
7 & over	.4	.5	1.1	2.6	1.2	5.8
	14.1	22.3	25.9	31.2	6.5	100.0

The figures below the dividing line show the large percentage of dwelling units that are overcrowded (more than 1.5 persons per room counting all rooms except bath, halls, and storage). 100% of these dwelling units are in walk-up tenements, the majority of which are five-story.

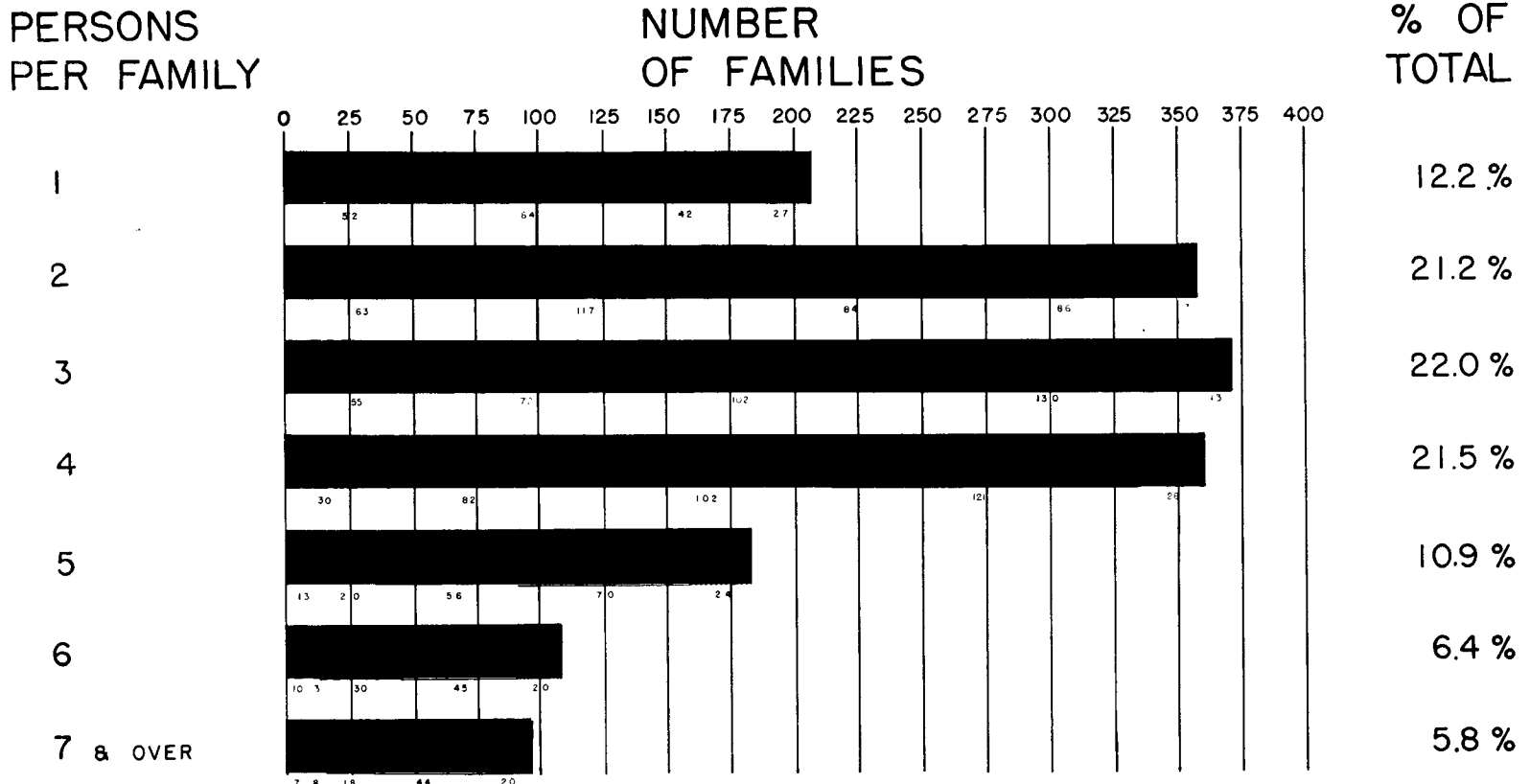
The average family size derived from these figures is 3.42 persons. The unit plans for the redevelopment of the site are scaled for an average family size of 3.88 persons.

The chart shows a relatively low level of rent compared to income. The average annual income is \$2,331 and the average monthly rent is \$29.00.

A majority of the dwelling units have central heat and hot water, and a complete bathroom, however, the condition of these facilities in the main varies with the buildings, 89% of which are run-down.

The present population on the site is 1,683 families (7,419 persons), while the redevelopment with its lower density will house 1105 families (approximately 4,312 persons). Some of the present residents will want to move into the redevelopment and it may also be possible for some to move into the North Harlem project. Others will be eligible to move into low rent housing projects. Seventy-one percent have expressed a desire to stay in the same neighborhood.

FAMILY COMPOSITION IN RELATION TO SIZE OF DWELLING UNIT

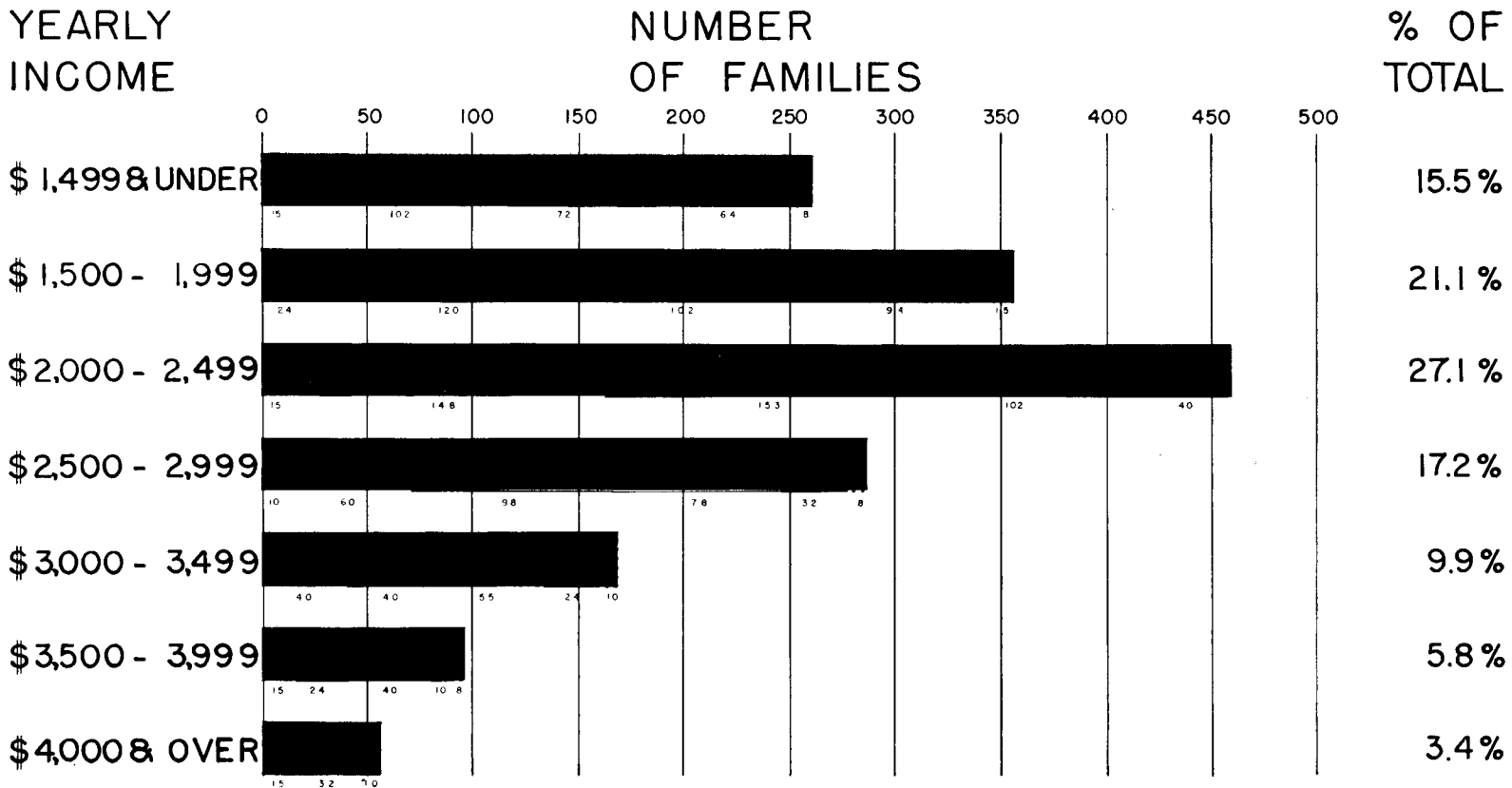


TOTAL: 1,683 FAMILIES

KEY TO SIZE OF DWELLING UNIT ROOMS: 1 - 2½ 3 - 3½ 4 - 4½ 5 - 5½ 6 & OVER

NUMBER OF DWELLING UNITS PER SIZE IS SHOWN BELOW BAR.

FAMILY INCOME IN RELATION TO RENTALS

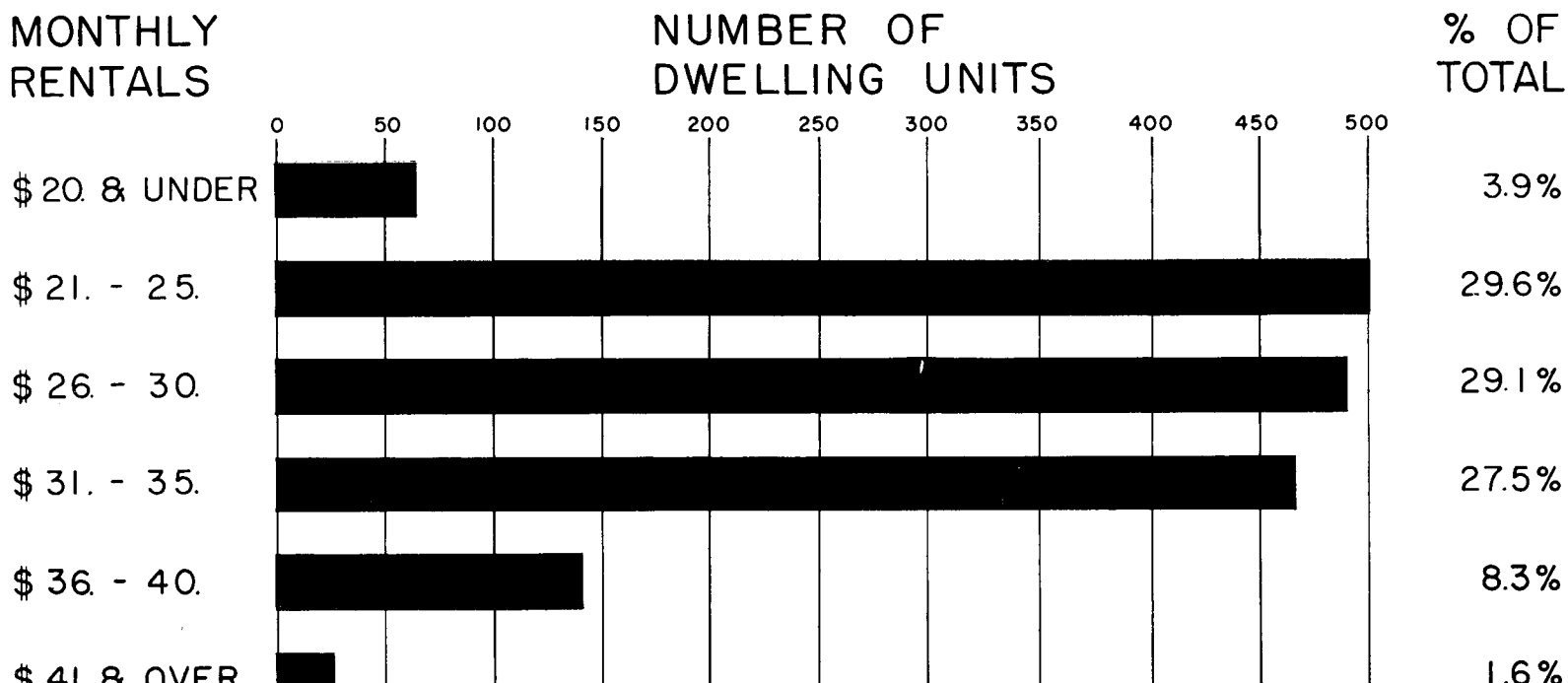


KEY TO AMOUNT OF MONTHLY RENTALS

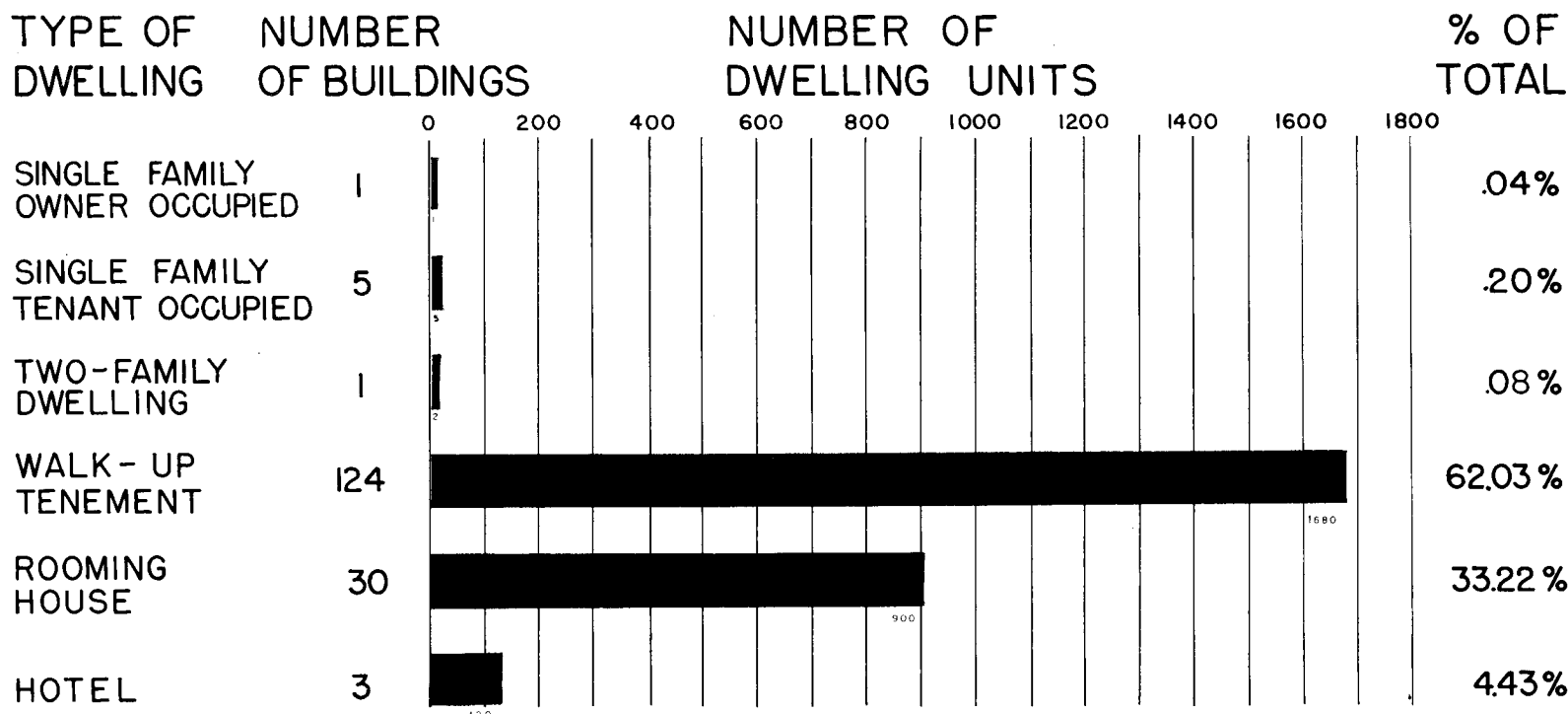
\$ 20. & UNDER 21.-25. 26.-30. 31.-35. 36.-40. 41. & OVER

NUMBER OF APTS. PER RENTAL RANGE IS SHOWN BELOW BAR

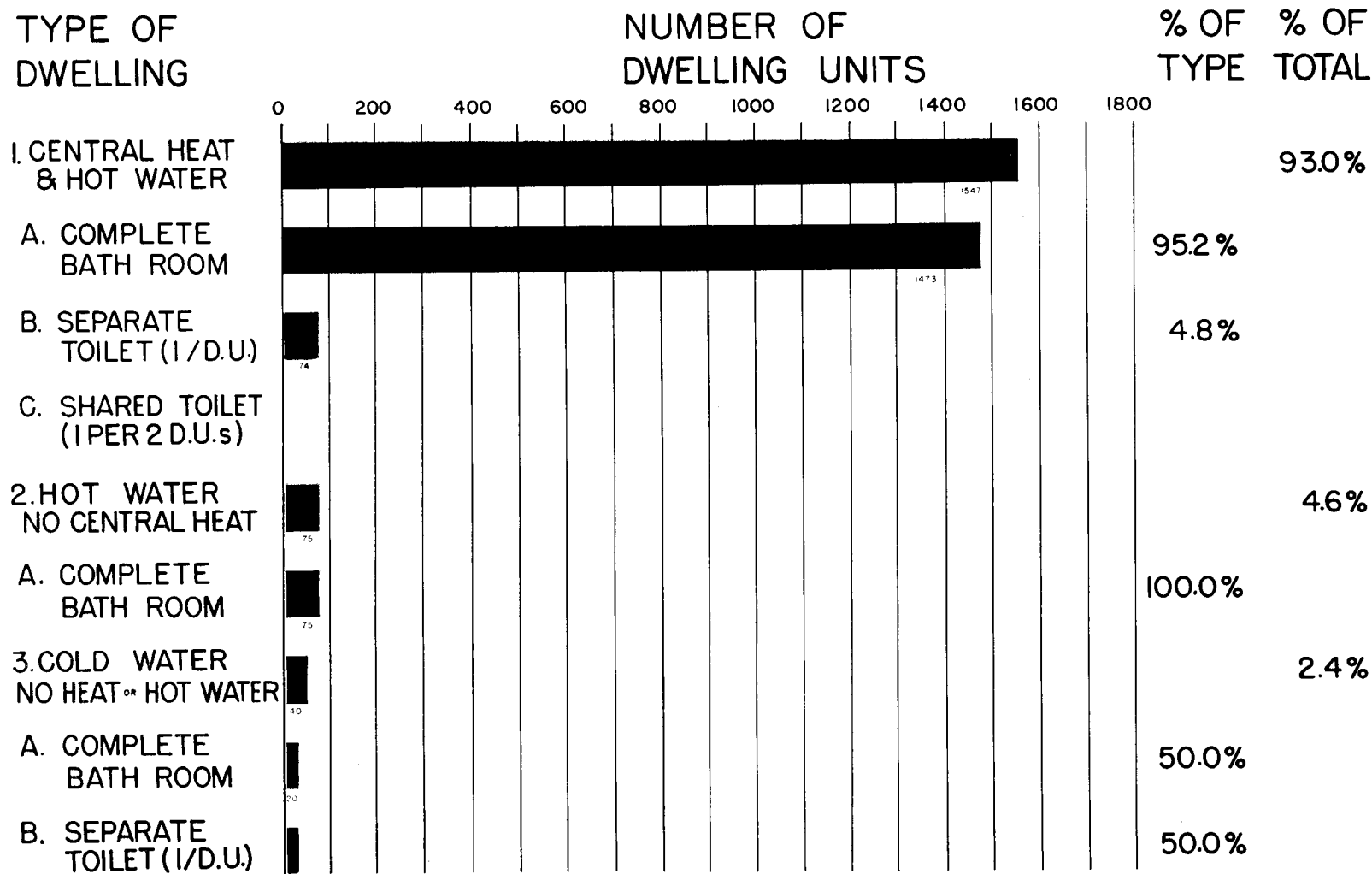
RENTALS



TYPES OF DWELLING UNITS



HEATING AND SANITARY FACILITIES

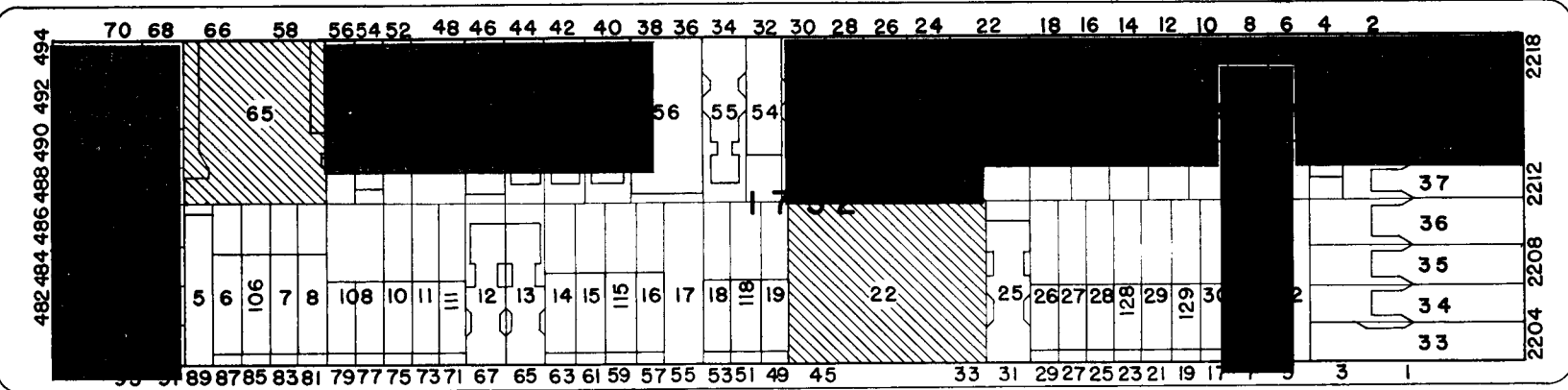


APPENDICES

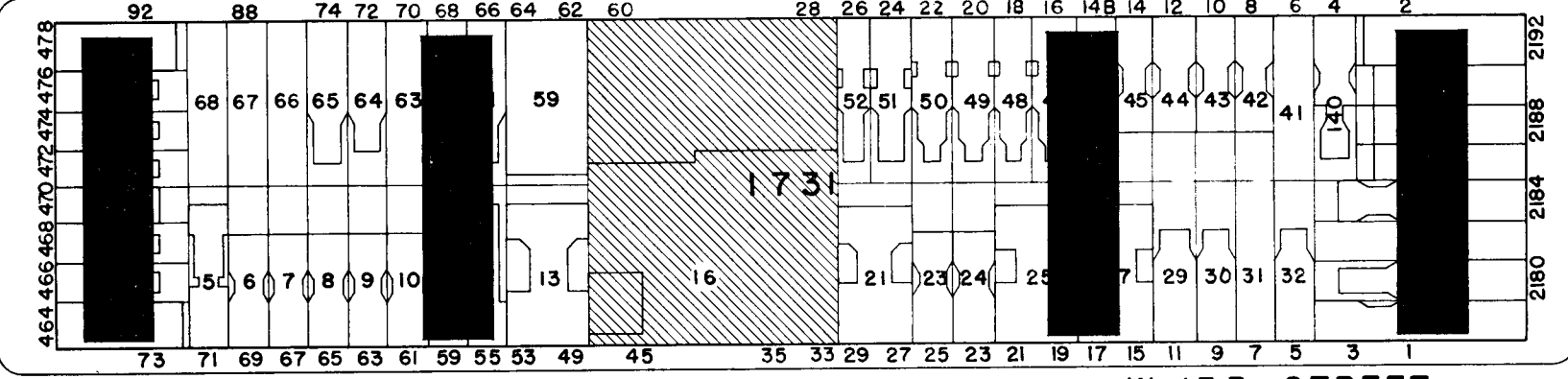
- I BLOCK, LOT &
HOUSE NUMBER MAP**
- II ACQUISITION APPRAISAL**
- III RESALE APPRAISAL**



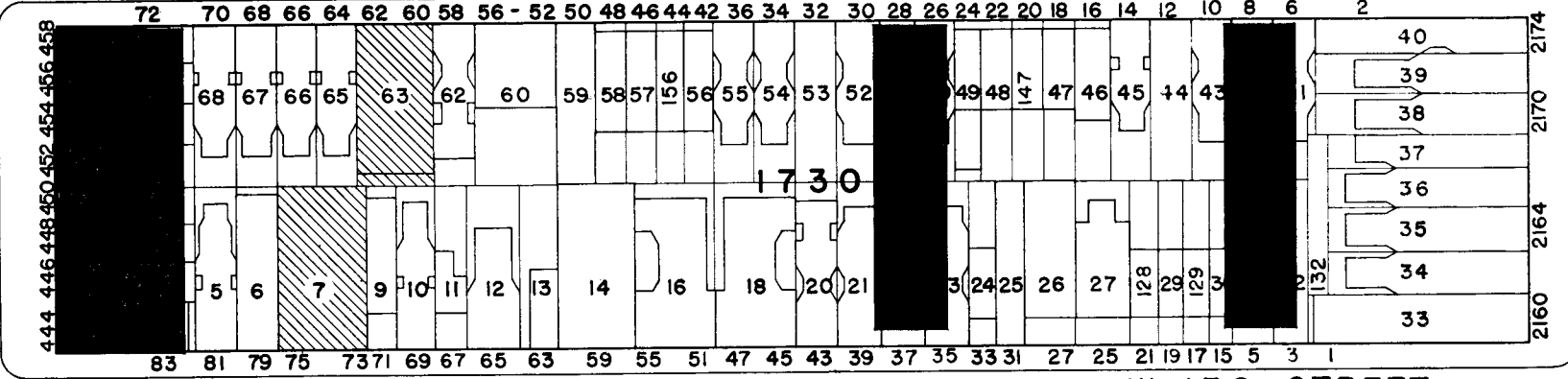
W. 135 STREET



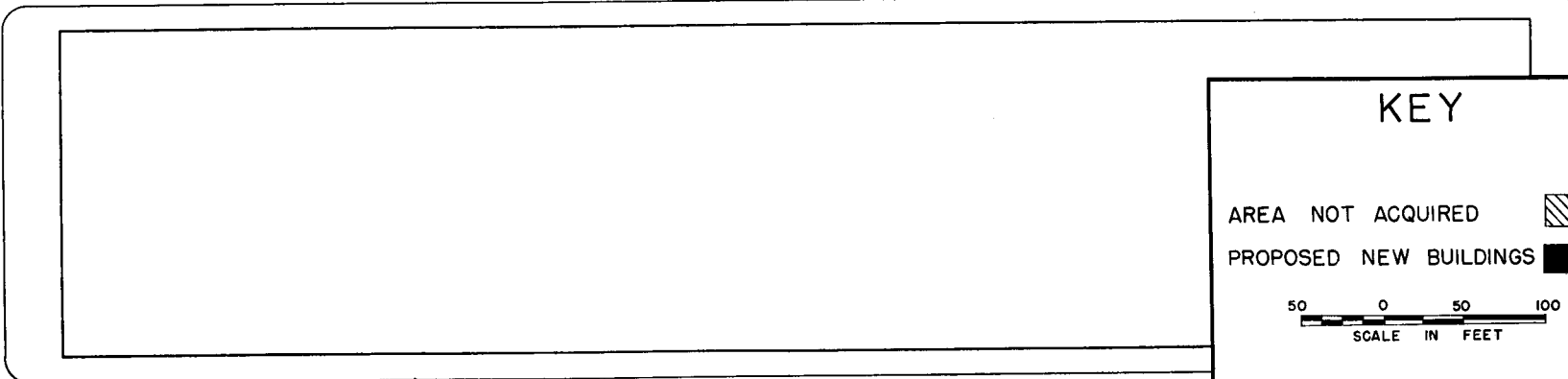
W. 134 STREET



W. 133 STREET



W. 132 STREET



FIFTH AVENUE

KEY

AREA NOT ACQUIRED

PROPOSED NEW BUILDINGS



SCALE IN FEET

BLOCK, LOT & HOUSE NUMBER MAP

ACQUISITION APPRAISAL

Within the boundaries of this site there are 194 separate parcels of real estate held in private ownership, in addition to 4 parcels owned by the City of New York. It is estimated that as of this date it would cost \$4,450,000 to acquire that portion of the site in private ownership, in addition to an assessed valuation of \$254,500 on the parcels now owned by the City, or a total of \$4,704,500. On a square foot basis, this works out to a cost of \$8.69 per square foot of property acquired.

In arriving at this estimate as to the probable cost of acquisition, the realtor was concerned with the method of acquisition, and also took into account all of the many factors affecting the value of the properties under consideration, such as the present use and condition of the improvements on the site, the general neighborhood including transportation, educational, cultural and religious facilities, prevailing rentals, value as evidenced by recent sales of properties within the site, and decisions of the Court in condemnation proceedings.

As to the method of acquisition, it is considered probable that by far the larger portion of this land will have to be acquired by the City of New York through the exercise of its right of eminent domain. Extensive study of the assemblage of substantial plots within the City during the recent past leads to the conclusion that it is virtually impossible to assemble a site more sizeable than two acres without resorting to condemnation.

No doubt it will be possible to acquire individual parcels within the site through purchase or option at an amount somewhat below the assessed valuation; however, it is impossible to predict how successful such activity will be, or to what extent the savings so effected may be offset by higher awards on the condemned portion than are now foreseen.

Present Use and Condition of Buildings on Site:

This district is almost entirely residential in use. The easterly section, Block 1730, 1731 and 1732 consists chiefly of 3 to 6 story tenements on small lots, and some private houses.

The only commercial properties on this section of the site are a garage, a parking lot, two warehouses, a funeral parlor, and a theater. There is a playground and children's centre within the site, as well as a public bath house.

All of the remainder of this section of the site is used for residential purposes, including several hotels, some private dwellings, and many apartments in old run down tenements. The majority of the apartments rent for between \$21 and \$35 per month. About 80% of the present tenants of these

apartments have family incomes below \$3,000 per year.

The westerly section of the site, between Lenox Avenue and Seventh Avenue, falls into two categories. The southerly two blocks of this section consist principally of 3 story former dwellings now used as rooming houses. Some of these buildings are only 12½ feet in width.

The northerly two blocks consist primarily of tenements. There are a few garages and a school, a theatre, and a church within the site. All of the buildings along Lenox Avenue and Seventh Avenue have stores on the grade floor.

The rental and income ranges for this section are substantially the same as those for the easterly section of the site.

Surrounding Neighborhood:

To the north of 135th Street between Fifth Avenue and Lenox Avenue, there is a block of somewhat larger and more modern apartment buildings, north of which is the block occupied by Harlem Hospital.

To the northeast is Riverton, an insurance company housing development; to the east are the Abraham Lincoln Houses, a New York State Housing Development. To the east and southeast there are more tenements, with a few small commercial properties. To the south, west and northwest, there are large areas of residential development of varying quality.

There are two playgrounds and a public school at Fifth Avenue and 131st Street. There is a parochial school at Madison Avenue and 130th Street, and a public school near Eighth Avenue running through from 133rd Street to 134th Street. There is also a public school within the westerly section of the site, at Lenox Avenue between 134th Street and 135th Street.

There are churches of almost all of the larger denominations in the vicinity. There are also many churches of smaller sects in the neighborhood, as well as within the site itself. These smaller congregations occupy space in the residential buildings.

Prevailing Rentals:

The existing rentals in the neighborhood of this property for apartments in tenement buildings and for stores and lofts in commercial properties, although showing a rather satisfactory yield based upon the depressed value of these old buildings, would nevertheless be insufficient to return a reasonable profit upon the reconstruction value of the various structures. In other words, the rentals are on a very low level which reflects a satisfactory

yield for sub-normal properties. This unique condition is one of the factors preventing the elimination of slums by the investment of private capital without the intervention of the municipality charged with the well being of its citizens.

Value as Evidenced by Sales:

A search of recorded conveyances revealed that since January 1, 1947 there were 31 bona fide sales of properties within the boundaries of this site. These sales were analyzed in detail and revealed the following indications of value:

The sales were made at considerations averaging 98% of the assessed valuation at the time of conveyance, and 91% of the 1950/51 assessed valuation of properties conveyed.

There was a total area of 86,835 square feet involved in these sales; the total consideration applicable to land was \$297,631, showing an average land price of \$3.43 per square foot. It might be well at this point to explain the method used in deciding what proportion of the consideration was attributable to land value. The consideration was allocated to land and building in the ratio existing between the land and building assessments at the time of the sales. While it might be argued that this method of analysis presumes too heavily upon the correctness of the assessed valuation, there is no other objective approach to a proration of the consideration. It would be fallacious for the appraiser to estimate the replacement cost of the building and deduct it from the total consideration, thereby finding a residual land value, since (a) the building may well be worth substantially more or less than its replacement cost, from an economic standpoint, and (b) the appraiser cannot project himself into the minds of both parties to each transaction in order to ascertain the opinion of the parties as to the relative worth of land and building in establishing the consideration to be paid by the buyer and accepted by the seller.

In a further study designed to determine the extent, nature, and trend of the market, the following figures were disclosed:

The sales covered 17% of the area of the site, and 15% of the 1950/51 assessed valuations of the site. The 31 sales covered 32 tax lots; there are 194 privately owned tax lots in the site, therefore the market covered 16% of the total number of tax lots in the site.

In 1947 there were 12 transactions averaging 88% of assessed valuation; in 1948 there were 8 transactions averaging 96% of assessed valuation; in 1949 there were 9 transactions averaging 101% of assessed valuation; in 1950 there were 2 transactions averaging 168% of assessed valuation;

a total of 31 transactions averaging 98% of assessed valuation.

Decisions in Condemnation Proceedings:

Since it is deemed probable that virtually all of the land for the proposed development will have to be acquired through condemnation, particular study was made of the relationship between awards made by the New York State Supreme Court in the First Judicial District and the assessed valuation of properties condemned in the recent past. The appraiser consulted with members of the Corporation Counsel's staff, and studied the awards made in condemnation proceedings for the acquisition of land for public use, both for housing and other purposes, such as street widening, and for the acquisition of land to be resold to private investors for use in the public interest in the creation of new housing.

Statistical data in connection with the most pertinent of these awards have been made available to the Committee. It is sufficient to note here that during the past decade such awards have ranged from 83% of the assessed valuation to 128%, and that since the general improvement in the real estate market in 1947, in no instance have awards been lower than the assessed valuation.

Assessed Valuation:

In connection with this site, detailed studies were made of the assessed valuation of each tax lot for the tax years 1949/50 and 1950/51. A brief summary of the 1950/51 assessed valuations involved follows:

	No.	Land	Building	Total
Unimproved Lots:				
Private				
Ownership	10	\$151,100	---	\$151,100
N. Y. City Owned	1	500	---	500
	<u>11</u>	<u>\$151,600</u>	<u>---</u>	<u>\$151,600</u>
Improved Properties:				
Private				
Ownership	184	\$1,792,000	\$2,107,400	\$3,899,400
N.Y. City Owned	3*	52,500	201,500	254,000
	<u>187</u>	<u>\$1,844,500</u>	<u>\$2,308,900</u>	<u>\$4,153,400</u>
Totals for Site:				
Private				
Ownership	194	\$1,943,100	\$2,107,400	\$4,050,500
N. Y. City Owned	4	53,000	201,500	254,500
	<u>198</u>	<u>\$1,996,100</u>	<u>\$2,308,900</u>	<u>\$4,305,000</u>

*Excludes Power House Assessment

Detailed studies upon which we have based our opinion as to the probable cost of acquisition of this site, and from which the foregoing information has been abstracted, have been made available to the Committee.

CHARLES F. NOYES CO., INC.
George A. Hammer,
Vice President

RESALE APPRAISAL

In order to estimate the resale value of the land within this site, we have made an analysis of the proposed redevelopment plans for this area, and have made a careful study of all factors affecting the value of the land in this site for the proposed redevelopment. We have come to the conclusion that the over-all reuse value of the land as if cleared is \$3.50 per square foot, or \$152,460 per acre. Since the area to be developed for middle cost housing consists of 538,546 square feet, the total resale value as if cleared, of this portion of the site, would be \$1,884,911. It should be borne in mind that since it is intended to sell this site encumbered with the present improvements, it will be necessary to apply a discount to the above value in order to compensate the purchaser for the attendant cost of obtaining possession from the present occupants of the buildings, and for the cost of demolition. It has been estimated that the resale value of the land in its present condition would amount to \$1,174,611 or approximately \$2.18 per square foot.

It has been planned by the Committee to develop an area of approximately 12.36 acres as a housing project, with a two-fold purpose.

- (1) The elimination of a slum area.
- (2) The alleviation of the shortage of residential space in the middle income brackets within the Borough of Manhattan in the City of New York.

We, as realtors, have been asked to exercise our judgment as to (a) the suitability of this area for housing of the desired type, (b) the economic feasibility of such an undertaking, and (c) the price which could be realized by the City of New York for the site if offered at public auction to private investors after its acquisition by the Committee through the use of its right of eminent domain.

Before reaching a conclusion in relation to the above points, we made a careful survey of the site and its surrounding neighborhood. The results of this survey as to the site and the surrounding neighborhood have been incorporated in our report relative to the probable acquisition cost of the property. Another factor to which we gave considerable study before reaching our conclusions was the present market value of the land as used today, through an analysis of all sales of property within the site occurring since January 1, 1947. The data relating to these sales were also fully discussed in our report concerning acquisition cost, and it would seem unnecessary to develop the point further herein.

Additional factors considered before reaching our final conclusions included a study of the cost attendant to the construction of the project, the rentals which could be obtained upon completion of the improvement, the expenses attendant to the operation of the completed structures, the yield that could reasonably be anticipated by a private investor on

the over-all investment, and the potential value inherent in this land for the projected use.

Construction Costs:

Estimates as to the cost of constructing the proposed buildings, including all professional fees, as well as the cost of landscaping and site improvements, were supplied to us by the architects for the project. To these figures were added allowances for costs involved in the completion of the projected buildings, such as interest on land and on capital invested in the building during construction, real estate taxes on land (based on the present assessed valuation of the land), and finance, legal and organization expenses involved in a project of this size. This latter item includes inspection and examination fees, and title and recording charges.

Rental Values:

In connection with the estimation of the rental value of the projected apartments, intensive study was made of the prevailing rentals in other large apartment developments both within the Borough of Manhattan and in the New York metropolitan area generally. Particular attention was given to rentals in new buildings which are not subject to rent controls. Within Manhattan, almost all new apartment construction, other than subsidized and tax exempt housing, is in the luxury class, with very few rentals at less than \$50 per room per month, and a large number of rentals ranging up to \$100 per room per month. However, in suburban New York, there are a large number of apartments renting at between \$30 and \$40 per room.

The apartments within the projected development for this site can be rented very readily for \$29.50 per room per month. In fact, on the present rental market, they could undoubtedly be rented at higher rates. However, since one of the objectives of the Committee is to provide housing at the lowest possible rental consistent with sound financial planning, and since the approach to value through the capitalization of a stream of income presumes the continuance of that income on a reasonably steady plane, we have used this minimum rental of \$29.50 per room per month as a basis for our calculations as to the capitalized value of this projected development.

It was also necessary to determine the rental value of certain other space in the projected buildings, including stores and parking facilities. The rental values of this commercial space were established after a consideration of all pertinent factors such as the nature of the space, the market for such space created by the projected housing, and rental value of similar space in the vicinity.

Operating Expenses:

We estimate that the proposed improvement for

this site could be operated at a cost of approximately \$90 per room per annum by a private investor. This figure is based on current rates for labor, materials and utilities and includes the following items:

Payroll, Payroll Taxes, Fuel, Water, Insurance, Repairs, Gas and Electricity including tenants' consumption, Painting and Decorating, Reserve for Replacements, Supplies, Management and Brokerage, and Miscellaneous Expenses. Payroll estimates are predicated on the use of automatic rather than manually controlled elevators.

The figure of \$90 per room does not include real estate taxes or amortization of the investment, which have received consideration in the projection of the net return applicable to the proposed development.

This estimate was made after extensive study as to the cost of operating somewhat comparable buildings in the recent past, including a number of large projects within the City operated by such investors as insurance companies.

Anticipated Yield:

Based on the foregoing estimates of rental value and operating costs and computing real estate taxes on the basis of a reasonable approximation of the assessable value of the proposed project, the estimated net return on a free and clear basis shows a yield of approximately 7% on the total investment involved. We believe that this represents an adequate return on an investment of this character. Since it will probably be possible for a potential investor to secure a substantial mortgage at considerably lower interest than 7%, the percentage of return on the equity would be proportionately higher than 7%.

Projected Use:

We consider this site to be an excellent location for a moderate rental housing development. It is near existing schools and recreation centers, and near two existing housing developments.

Abraham Lincoln Houses provides housing at a scheduled rental of \$8.63 per room, through the medium of subsidies, to families in the lower income brackets. Riverton apartments rent at approximately \$16.33 per room, with partial subsidies in the form of tax exemption.

There is still a great demand for housing accommodations at moderate rentals in this district. The Harlem area is the most densely populated in the

City, with the worst slum conditions. The program of development planned for this and the nearby North Harlem Site would aid in the amelioration of these notorious slum conditions, already implemented to some extent by the housing projects mentioned above.

The land if so developed will have a greater value as if unimproved than sales in the area would now indicate. Such development would tend to stabilize value at a higher level than could be maintained if the existing old buildings were left remaining on the plot.

The economic feasibility of private development of this site has been investigated, and study reveals that the projected development is economically sound.

Comparative Approach to Value:

Another type of appraisal procedure usually applied in determining the valuation of land is the comparative method, through which analogies are drawn between the assets and benefits inherent in the site being appraised and those found in similar sites suitable for the same purpose and offered concurrently for sale or lease.

This method of appraisal could not be applied in this manner in the instant case due to the fact that no similar assemblage of land presently improved with sub-standard housing, is to be found on Manhattan Island, which is susceptible to private negotiation as distinguished from acquisition through the use of the right of eminent domain.

It was possible, however, to ascertain the acquisition cost of other housing projects, both private and public, and to compare the assets and benefits of those sites (as to their relative location, transportation facilities, neighborhood conditions, and desirability) with those of the subject site.

In order to establish a value on this site for resale purposes, at a level consistent with its market value for the use envisioned by the Committee on Slum Clearance, the comparative method was applied to this extent. In the application thereof, the records and statistics of many private and public projects were studied and analyzed to determine (a) acquisition cost, (b) construction cost, (c) operating expenses incurred, (d) rentals obtained, and (e) the resultant monetary yield.

All of the foregoing study is reflected in the resale value which we have placed upon this site.

CHARLES F. NOYES CO., INC.
George A. Hammer,
Vice President