

SECTION 2

2.1 Introduction

Section 2.1 addresses the first three goals set by the Working Group. These are (1) to identify trends and best practices, (2) to foster the development and preservation of affordable rental and ownership housing with an emphasis on the preservation of the existing stock, and (3) to identify sites meeting community needs in accordance with criteria recommended by the study, consistent with the priorities of community board in terms of annual expense and capital budget.

CD 12 is a dense urban place in which over 208,000 people live. Residents of CD 12 have known difficult times over last twenty-years and have faced the challenges of distrust and decay only to confront new and unexpected tests of resolve. CD 12 is a kind of microcosm of American society; its community history represents the investments of many generations and many cultures. This area contains a number of universal place types, but each has its own specific and local identity making it a unique part of its neighborhood and city. Overall, they describe the spirit of a place.

The sense of community extends to concern for the neighborhood given one ingredient – hope for the future. Relatively short decision-making cycles fuel the idea of building quality places with a stable community over the long term. This community portrait sees new and rehabilitated housing that will be standing well into the next century, as will its newly planted trees^a. The average life expectancy of a child today will extend to cover most of this century. Issues such as global climate change the growing disparity in the distribution of wealth, and the implementation of policies that prevent damage to future generations affect us all.^b Regardless of economic status, the most successful residents of New York City know one thing; they must stay if they are to contribute to the creation of a great neighborhood.

2.1.1 Overview of Demographic Study and Best Practices

This community portrait starts with a review of its demographic characteristics. It compares CD 12 to Manhattan and New York City, and assesses changes between 1990 and 2000. It uses quantities - concrete measurable items, and qualities - subjective concepts and emotional perceptions. The social characteristics and vital statistics of CD 12 create a “baseline” description for comparison to other periods, and geographic areas - Manhattan, New York City and the nation. This baseline can be used to help in drawing conclusions about community needs, interests, and concerns. The study also integrates information from a variety of sources such as observation, interviews, historical documents, previous studies, and opinion surveys.

Before describing CD 12, it is useful to include a sense of the issues framed by the larger context of New York City. A thriving urban society is one that supports a diverse population, but which at the same time also offers local social identities and cultures that strengthen individual community's capacity for growth and renewal. While the workings of the city as a whole may seem an impregnable mystery, fulfilling the community's vision will require measurable tests against which progress can be marked. Comparisons of census data for CD 12 to New York City and Manhattan serve best; however, highlights of national statistics also serve to illustrate the issues in the context of national trends. Analyses of data from the census (and the changes between 1990 and 2000) involve information on (1) population, (2) age, (3) race, ethnicity, and national origin, (4) housing and (5) household characteristics, specifically: income, employment, and education. The census data on rents and housing values is limited to the periods and geography provided by the last two *New York City Housing Vacancy Surveys*. (HVS)

The Persistence of Poverty

The issue of poverty is central to the examination of the social and economic characteristics of CD 12. Around 30% of all households fall into this category, a rate that has not changed for some time. However, to some degree, this fact serves to mask an even more important issue, namely the growing separation between households that are doing well and those who are facing subsistence living conditions.

The report by Mayor Bloomberg's commission on reducing poverty became available in September 2006 and his challenge to the city's agencies to respond within 90 days is significant. Manhattan has recorded the biggest income gap of any county in the country. The top fifth of earners report median earnings of \$330,244 — about 41 times more than the \$8,019 of the bottom fifth. The median household income has remained the same since 2004, at \$43,434, while average income rose indicating almost all the gains occurred at the upper-income end. Overall, some 5 percent of households in the city reported incomes of \$200,000 while 13 percent reported making less than \$10,000.^c Growing inequality is a concern, especially when wage increases do not match even the recent low rates of inflation. This produces higher percentages of households in poverty. Furthermore, the median hourly wage in New York City only increased slightly by 1.9% through June 2006, while the New York Metropolitan consumer price index (CPI) increased by 16.2%, several points higher than the national CPI at 12.8%.

The use of targeted strategies, such as focusing on households with children headed by a woman can have a dramatic effect. This group has risen to nearly half of the households with children in New York City. Action in this area alone can produce high quality, long-term benefits. However, other programs must complement these if the overall situation is to improve, including incentives to businesses to increase employment.

New York State has the widest income gap between the rich and poor of all 50 states.^d This makes it the only high-income state that also ranks among the highest in poverty rate. New York City's poverty rate hovers consistently close to 20% compared to 30% for CD 12. Broken down by zip code, the poverty rate in 10032 is 33% with unemployment at 15%, in 10033 the poverty rate is 28% with unemployment at 14% and in 10034 it is 29% with unemployment at 12%. In Inwood (10040), the poverty rate is 29% with unemployment at 14% (U.S. Census 2000).

New York is among six states that traditionally attract immigrants. Manhattan may well continue to attract this population by the force of history alone. However, while the manufacturing employment picture of past decades did not require English fluency, it does so today. This reduces employment options. Lack of choice is isolating CD 12's Hispanic/Latino neighborhoods; however, there is a mix of ethnic backgrounds, national origins, educational attainment, and incomes which could form the basis of a rich diversity. CD 12's regional service institutions such as the New York Presbyterian Hospital and associated land uses further augment the social and economic diversity of the area by importing thousands of people on a daily basis to Washington Heights. While Inwood retains a more residential character, it too has regional institutions that draw their employees from throughout the City.^e

All of the detail that follows is to call attention to the need for preservation of an older urban environment of significant architectural quality in a way that uplifts the people who live there now. It is information that should begin the process of finding investors for CD 12 that are as willing to bet on its future as a place where new forms of social diversity, business strength and stable housing will thrive in the cradle of a strong and vital Latino culture. However, the numbers strongly suggest that the sense of a rising tide in CD 12 will not lift all boats.

The last 50 Years

Over the last fifty years, much has changed in the neighborhoods that make up Community District 12. Stretching from the Harlem River to the Hudson north of 155th Street, this area was home to just over 200,000 residents in 1950, living in 73,000 apartments of which 71,000 were rental accommodations (97%). It was a diverse community, but predominately white, non-Hispanic at 84% with 16% African American or Hispanic (largely Puerto Rican).

New York City's population began to decline in the 1950's, but only by a few thousand people through 1970. By 1980, the population of CD 12 fell to 180,000, but then began a slow but steady recovery to well over 208,000 by 2000. This population now resides in 70,500 apartments of which 66,000 are rental accommodations (94%). During the years 1950-2000, the population became predominantly Hispanic/Latino at 74% (largely Dominican).

Washington Heights is remarkable for the success achieved by community leaders and government agencies during these fifty years by preventing the levels of deterioration and abandonment that hit many other parts of Northern Manhattan, the Bronx, and Brooklyn. Leveraged investment by the City through its Neighborhood Preservation Program and by nonprofit lenders such as the Community Preservation Corporation resulted in the renovation and/or "weatherization" of over 70,000 apartments from the mid 1970's to the mid-90s in Northern Manhattan.^f It is obvious that CD 12 benefits greatly from a substantial and renewed housing stock. In fact, the most notable change over the last twenty years has been the extensive rehabilitation of housing (1985-2005) and the steady production of privately renovated housing.

Table 2.0.5: Immigration 2000 to 2003 by Age Group

Area Name	New York	Manhattan	CD12	MN12 as %
0-14 years - '02	6,892	880	308	35.0%
15-24 years - '02	16,157	1,999	570	28.5%
25-34 years - '02	21,412	3,982	736	18.5%
35-64 years - '02	31,499	4,574	973	21.3%
65 years and over - '02	7,863	1,023	277	27.1%
0-14 years - '01	13,571	1,795	566	31.5%
15-24 years - '01	15,503	2,043	609	29.8%
25-34 years - '01	22,019	4,436	824	18.6%
35-64 years - '01	30,434	4,742	1,011	21.3%
65 years and over - '01	3,526	412	99	24.0%
0-14 years - '00	13,830	1,805	374	20.7%
15-24 years - '00	15,073	1,958	485	24.8%
25-34 years - '00	19,678	3,785	662	17.5%
35-64 years - '00	27,186	4,225	883	20.9%
65 years and over - '00	3,688	352	86	24.4%

Source: Immigration 2002, 2001, 2000 from US Immigration & Naturalization Service via Infoshare.org

Challenges Ahead

Building on these housing and institutional assets, a major issue facing CD 12 is innovation in the preservation of affordable rental housing by a re-energized institutional/banking network. In addition, extensive employment in retail districts (about 8,000) provides a source of reasonably stable if not rapidly increasing household income that is essential source of income for the 20% of Latino households that are linguistically isolated. A second issue is that wages are as much as two-thirds lower than past manufacturing employment and that CD 12 is especially vulnerable to the decline of manufacturing employment as 17% of its jobs (about 7,000 workers) remain in this sector. This combination produces fear in the community such as the loss of an apartment do to inability to survive a crisis, and the general perception that every change is for the worse. A recent study found rapid small businesses growth in immigrant communities, in Washington Heights. Between 1994 and 2004, there was 17.8% growth in businesses to 2,129 and a 33.6% increase in overall growth in employment to 25,334.^g

A destabilizing housing market in which an increasing share of household income goes to shelter will also produce significant stress on local community-owned businesses. The effort needed to keep rents fair and equitable should be a high priority.

If the community works with owners of rental properties, it is more likely that a working arrangement can be achieved, thereby reducing the likelihood of community disruption as programs can be put in place allowing the basic community fabric to remain. Programs that allow tenants to gain ownership are one method, and models based on the use of special lending programs could help answer this need.

But the community will need more than just housing: programs must also develop the capacity to manage change. These will include social capital innovations such as specialized school programs, summer and after school camps, adult education services, training and job placement services, and credit unions.^h Such services increase the sense of “place” for residents, and give them greater confidence in building their lives around an established location.

2.1.2 National Perspective

The Nation and Northeast

The last Census (1990-2000) counted the largest numerical increase in the nation's population growth with 32.7 million people. Nevertheless, the United States (along with the rest of the developed world) represents a declining share of the world's population. In the global context, the U.S. share of the world's population declined from 6% in 1950 to 4.5% in 2000.

The Northeast has remained the most densely populated region in the U.S. over the last 100 years, containing one-fifth of the U.S. population of 300 million on just one-twentieth of the nation's land area. The Northeast supports 330 people per square mile, the next highest is the South with 115 people per square mile. The population growth rate of the northeast has been the slowest in the nation but has been continuous since 1970.

New York City

New York City has benefited from population growth since 1980. It was the only city in the United States to grow in population without changing its borders from 1980 to 1990 (+3.6%), and it was the only city to surpass a previous peak in population at just over eight million from 1990 to 2000 (+9.4%). The density (people per square mile) requires added emphasis.

New Yorkers are urban people who understand and like density. The density of CD 12 is nearly 70,649

per square mile.¹ The highest density is Manhattan's CD8 (Upper East Side) with 109,628 people per square mile. It is fair to say the "daytime" density of CD 12 will rise with the continued construction of commercial offices and facilities related to the rapid expansion of the CD 12's "health district".

An important innovation in the Census for 2000 was the addition of the category "two or more races" for self identification. Although this also makes it somewhat more difficult to compare the ethnic backgrounds of residents with those shown in previous census counts, it does more fairly represent the reality of modern America. This category has been added to the previous list which consisted of . White; Black or African American; American Indian and Alaska Native; Asian and Pacific Islander; and "Other".

Washington Heights and Inwood

New York City is symbolic of the nation's heritage of "national origins" through immigration. The city is said to have over 112 ethnic groups and speak more than 143 languages.. Some city agencies claim the capacity to serve NYC residents with as many as 180 languages. Americans borrow and exchange cultures and ethnic experience most visibly through the arts, media, politics and less obviously, but with equal effectiveness through small business exchanges and social action networks.

Metaphors such as "rainbow", and "melting pot" are used to describe the "social construct" of race or ethnicity, which, it is now realized is largely a matter of social definition rather than a scientifically testable concept. Some would even suggest that race should be considered a fiction of the last century. Among New Yorker's there is a broad public recognition of cultural diversity as something that is more important than its more obvious skin tones. Unfortunately, though, for many, the issue of "race" is not a fiction when the terms fairness or social justice are incorporated into policies for dealing past wrongs or correcting old injustices. This particularly applies in the areas of employment, education, housing and credit.

Poor neighborhoods, especially when dominated by nonwhite or immigrant groups from non-northern European backgrounds continue to struggle against these forms of discrimination, which have both external components as well as, in many cases, an internalized sense of dependence or futility that makes challenging these conditions even more difficult. Programs that help build a stake in the community are therefore doubly important.

Community District 12

There are 35 U. S. Census Tracts used to define Community District 12 in Manhattan. Three census tracts cover parkland and industrial area (297, 302, 311 and 313). Only about 130 persons lived in these four tracts in 2000. The rest of the tracts had significant populations as described below and in the appendix.

Analysis by Selected Census Tracts

An overall summary is available for each Census Tract in CD 12 in the Resource Appendix. To make these clear, one tract, 251, has been used here as an example showing characteristics of both the population and the housing stock.¹

Total Population	2,976
<u>Population density</u> (people per square mile)	49,600
Pct. population under 18 <u>years old</u>	25.3%
Pct. population 65 <u>years old</u> and over	9.3%

Population by race/ethnicity (2000 def)

Pct. non-Hispanic White alone population	4.7%
Pct. non-Hispanic Black/African American alone population	12.3%
Pct. non-Hispanic, Asian, Hawaiian and Pacific Islander alone pop.	3.6%
Pct. non-Hispanic American Indian/Alaska Native alone population	0.2%
Pct. non-Hispanic other race alone population	0.2%
Pct. non-Hispanic multiracial population	0.4%
Pct. Hispanic/Latino population	78.5%
Total Households	874
Average household size	3
Pct. married-couple hhlds. with own children under 18 years old	14.1%
Pct. single-parent-headed hhlds. with own children under 18 years	25.1%
Pct. family households without own children under 18 years old	33.8%
Pct. non-family households	27.1%
Education	
Pct. persons 25+ yrs. old with no high school diploma or GED	54.3%
Pct. persons 25+ yrs. old with a bachelors or graduate/professional degree	7.3%
Income / Employment	
Median household income last yr (\$)	\$21,354
Poverty rate	45.6%
Pct. population 16 years old and over who are employed	31.1%
Unemployment rate	36.6%
Housing	
Total housing units	901
Median year structure built	1942
Pct. housing units in single-family detached homes	0.6%
Vacancy rate	3.9%
Homeownership rate	1.3%
Housing costs	
Median value for specified owner-occupied housing units (\$)	\$275,000
Median gross rent of specified renter-occupied units with rent (\$)	\$573
Housing Hardship	
Pct. hhlds. with inc. 0-80% of area median with hsg. cost burden	50.3%
Pct. hhld. w/inc. 0-80% of area median w/severe hsg. cost burden	32%
Pct. housing units that are overcrowded	34.5%

Mortgage Lending

Mortgage loans (all purposes)	7
Home purchase mortgage loans per 1,000 housing units	182
Median amount of mortgage loans for home purchase (\$)	\$242,000
Pct. of conventional home purchase mortgage loans by sub-prime lenders	N/A
Pct. of conventional refinancing mortgage loans by sub-prime lenders	100%
Borrower characteristics	
Median borrower income for owner-occupied home purchase loans	\$39,000
Median income of home purchase borrowers / Median household income	1.83
Pct. of owner-occupied home purchase loans to low-income borrowers	100%

This page is a sample of U.S. Census Variables for one Census Tract (251). All of the individual census tracts of CD 12 such as this sample are in the Report Appendix. The census tracts can be reviewed using www.dataplace.org for comparison with other areas of interest.

2.1.4 Population Change

Change in population at the district or neighborhood level in New York gradual though constant. People come and go in a community on a daily basis, though the full extent of the changes can only really be gauged once a decade when the census gives them numerical concreteness.

Figure 2.1.5 illustrates population changes from 1990 to 2000 highlighting areas in CD 12 in which the population increased or decreased by more than 10%. The reasons are many, some could be the result of lost or newly constructed housing. In others the cause of the gain or loss of population could be attributable to young people leaving or arriving to stay with family members. Lesser changes are harder to interpret, given the known inaccuracies of the enumeration process.

Areas where significant changes occurred (increases or decreases of 10% or more), could be the subject of future studies. This map also suggests that the losses are occurring (but not exclusively) in older, lower income areas of CD 12.

The magnitude of the overall change is suggested by the fact that some 38%, or about 69,114 households of those present in 2000 had moved into CD 12 since 1995. One of the primary goals of this study of CD 12 has been to identify those issues that relate to community instability and to address them. This, however, must be weighed against the natural desire of new immigrants to establish themselves socially and economically as their conditions improve, often by abandoning their initial homes once a degree of economic success has been achieved. Stabilizing and strengthening the neighborhood may encourage more of them to stay, thus providing both a model and a support system for those who are taking longer to integrate into the wider national fabric.

2.1.5 Household Characteristics

The decrease in the size of households over the last century has been dramatic in the United States. In 1900, 50% of all households had six or more persons; by 2000, 50% of residents lived in one, two, or three member households.

Nationally, women heads of households increased from 21% in 1970 to 36% in 2000. In New York City,

31% of all households are female headed. The term “no husband present” for women with children represents 16.7% of New York City’s 1.8 million households. In Manhattan, the percentage of female-headed households is 15.6% and the term “no husband present” for women with children is 30% of its 306,220 family households.

However, unlike these trends, CD 12 is primarily a community of families.

In CD 12, 35.5% of its 69,114 households are families of these 19% are female-headed households with children and 16.5% are married couples with children. The term “no husband present” represents 24.1% of the 46,608 family households in CD 12. There are twice as many families in CD 12 compared to Manhattan’s 17%. There are 33.5% non-family households. CD 12 represents 13.6% of its Manhattan’s total population but 18.3% of its family population, and just 5.8% its non-family population. CD 12 represents only 9% of the households in Manhattan without children. In comparison, Manhattan contains 19% of these households in New York City.

2.1.6 Education

The most important demographic characteristic to consider as a point of departure for building community assets is the level of formal education of its population.

The following describes the total educational experience in rank order for the total population over the age of 25 in CD 12, comprising some 132,595 people or about 65% of the population enumerated in the 2000 Census.

Figure 2.1.7 illustrates the location of adults 25 years and older with a bachelor’s degree or more by block group. Note the percentages by block group. The areas with the highest percentage of graduates are predominantly on the west side of the district.

Note (as shown in Chart 2.1.7a) that CD 12 has far fewer high school graduates than the nation; however, from nursery school through 12th grade (no diploma), the percentage for CD 12 is approximately double the national rate. The community is also competitive at the Master’s level and above, but trails in the rate of graduates from high school through four-year college degrees. This should be examined further to determine to what degree this is a function of educational levels of immigrants versus those of their children or older residents of the area who make up the bulk of those with higher educational attainment.

Within CD 12, 44% of population the 25 years and older do not have a high school or GED diploma, so that a small majority (56%) hold high school degrees or better. Of this, 18.5% hold college degrees. Women hold the larger number of higher education degrees.

Table 2.0.2: Population Characteristics

Households and Families	New York City	Manhattan	MN12	% of Manhattan
Population	8,008,278	1,537,195	208,328	13.60%
Households	3,022,477	739,167	70,606	9.60%
Families	1,869,809	306,220	46,608	15.20%
Non-family households	1,152,668	432,947	23,998	5.50%
Population in families	6,428,664	947,651	173,815	18.30%
Population in non-family households	1,397,403	529,688	30,789	5.80%

Source: Total Population, Households, Families 200 Census (long form) from Bureau of the Census US Department of Commerce as provided by Infoshare.org

Note: A household includes all the persons who occupy a housing unit. A family is a household in which the householder lives with one or more individuals related to him or her by birth, marriage, or adoption. A non-family household is one in which the householder lives alone or with non-relatives only.

Chart 2.1.7: Educational Attainment of the Population 25 Years and Over CD12

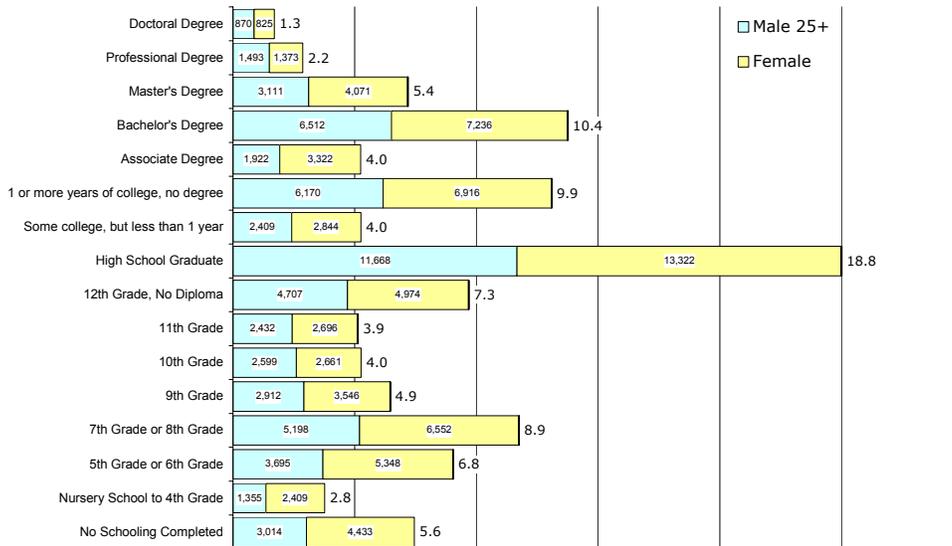


Chart 2.1.7: Educational Attainment USA/CD12 Compared for Population 25 Years and Older

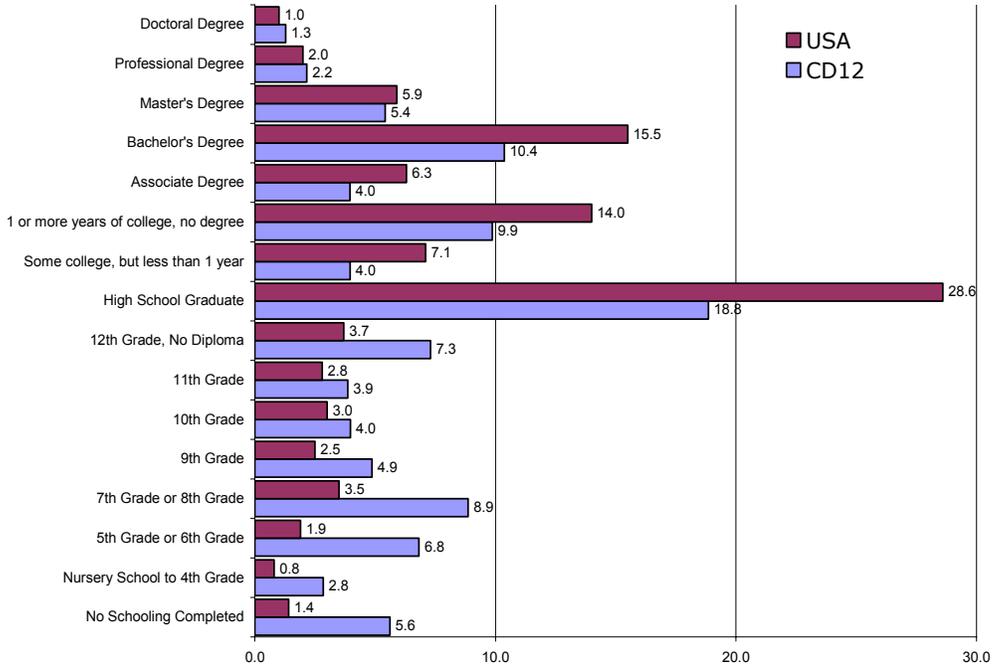


Table 2.1.7: Educational Attainment Persons 25+

	Total	Female
Completed no schooling	7,356	4,365
Completed nursery to 4th grade	3,734	2,379
Completed 5th and 6th grade	8,944	5,345
Completed 7th and 8th grade	11,677	6,523
Completed 9th grade	6,396	3,517
Completed 10th grade	5,166	2,645
Completed 11th grade	5,036	2,628
Completed 12th grade, no diploma	9,571	4,939
High school graduate (includes equivalency)	24,485	13,001
Completed some college, less than 1 year	5,187	2,787
Completed some college, 1 or more years, no degree	12,830	6,763
Completed associate degree	5,089	3,232
Completed bachelor's degree	13,541	7,169
Completed master's degree	7,152	4,041
Completed professional school degree	2,829	1,351
Completed doctorate degree	1,688	818
Total:	130,681	71,503

2.1.7 Immigration

The city's foreign-born population rose from 28 percent of the total population in 1990 to 36 percent in 2000.^k The large increase in the foreign-born population is most evident in Queens, where the largest percentage of the newest New Yorkers has settled. As of 2000 and unchanged from 1990, the largest foreign-born groups in the city were Dominicans, Chinese, and Jamaicans.

The City College of New York is home to the CUNY Dominican Studies Institute^l. A recent study entitled, *Dominicans in the United States: A Socioeconomic Profile, 2000* a comprehensive study of the status of the Dominican population of the United States helps policy makers to fully understand recent changes. In the 1980s, 75% of the Dominicans in the U.S. resided in New York by the year 2000, New York accounts for about 50%.

Table 2.1.9a below describes a significant increase in CD 12's population of young people (0-14 years) from 2000 to 2002. This sample was drawn from the Immigration and Naturalization Service (INS) data. The growth of families puts an additional burden on the resources of the working age population, those between 25 and 64 years of age

Table 2.1.9b lists the top 17 countries in which residents of CD 12 were born. According to the Census, nearly one-half of the population living in CD 12 was born in another country. Of these, the population from the Dominican Republic represents the largest single group.

Table 2.1.9a: Immigration 2000 to 2003 by Age Group

Area Name	New York City	Manhattan	CD12	MN12 as % Manhattan
0-14 years - '02	6,892	880	308	35.0%
15-24 years - '02	16,157	1,999	570	28.5%
25-34 years - '02	21,412	3,982	736	18.5%
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0-14 years - '01	13,571	1,795	566	31.5%
15-24 years - '01	15,503	2,043	609	29.8%
25-34 years - '01	22,019	4,436	824	18.6%
35-64 years - '01	30,434	4,742	1,011	21.3%
65 years and over - '01	3,526	412	99	24.0%
0-14 years - '00	13,830	1,805	374	20.7%
15-24 years - '00	15,073	1,958	485	24.8%
25-34 years - '00	19,678	3,785	662	17.5%
35-64 years - '00	27,186	4,225	883	20.9%
65 years and over - '00	3,688	352	86	24.4%

Source: Immigration 2002, 2001, 2000 from US Immigration & Naturalization Service via Infoshare.org

Table 2.1.9b: Country of Birth

Number of Persons born in:	New York City	Manhattan	MN12	CD12 % of Manhattan
Dominican Republic	369,186	125,063	78,818	63.0%
Ecuador	114,944	12,217	4,253	34.8%
Cuba	26,030	8,255	3,511	42.5%
Mexico	122,550	19,426	3,314	17.1%
Russia	81,408	5,832	1,487	25.5%
Colombia	84,404	5,927	1,389	23.4%
Germany	27,708	10,783	1,248	11.6%
China, excluding Hong Kong , Taiwan	207,914	54,964	979	1.8%
Honduras	32,358	3,426	870	25.4%
El Salvador	26,802	2,546	845	33.2%
Ukraine	69,727	3,194	764	23.9%
Haiti	95,580	5,083	735	14.5%
Philippines	49,644	7,319	674	9.2%
Jamaica	178,922	5,886	645	11.0%
other part of Caribbean	70,652	4,056	624	15.4%
Peru	27,278	2,598	599	23.1%
Ireland	22,604	4,147	531	12.8%

Source: Place of Birth of Foreign-born Population - 2000 Census ("Long form") from Bureau of the Census, US Department of Commerce through www.Inforshare.org

2.1.8 Hispanic/Latino Origin

Northeast

From 1980 to 2000, the proportion of Hispanic population in the USA has more than doubled. However, overall, African-Americans in the Northeast, South, and Midwest were the largest part of the population other than white. In many areas of the country, there has been a new trend toward 'minority-majority' meaning that no single group forms a majority, but that as a whole, minorities outnumber whites. In July 2001, the U.S. Census released data illustrating the nation's Hispanic population had become the nation's largest minority group at 37.1 million people. The economic future of many cities is directly tied to the success of this population in the national market place.

New York City

In New York City, white non-Hispanics were the only group to decline during the 1990s, dropping 11 percent to 2.8 million in 2000. The Hispanic population increased by 21 percent in the 1990s, reaching 2.2 million in 2000. The Black non-Hispanic population increased by a modest six percent, to just under two million, accounting for one-quarter of the city's population. Asian non-Hispanics increased from 490,000 persons in 1990 to 783,000 in 2000, the highest growth rate (60 percent) of the major race/Hispanic groups. The foreign-born population increased from 2.1 million in 1990 to 2.9 million in 2000. This is a new peak, surpassing immigration documented in the 1930 census at 2.7 million from southern and Eastern Europe.^m

Households that are either Hispanic or Latino form the majority in all but five of CD 12's census tracts. Figure 2.1.8 illustrates, in rank order, the geographic areas in the community (by census tract) that have a majority population of Hispanic or Latino households.

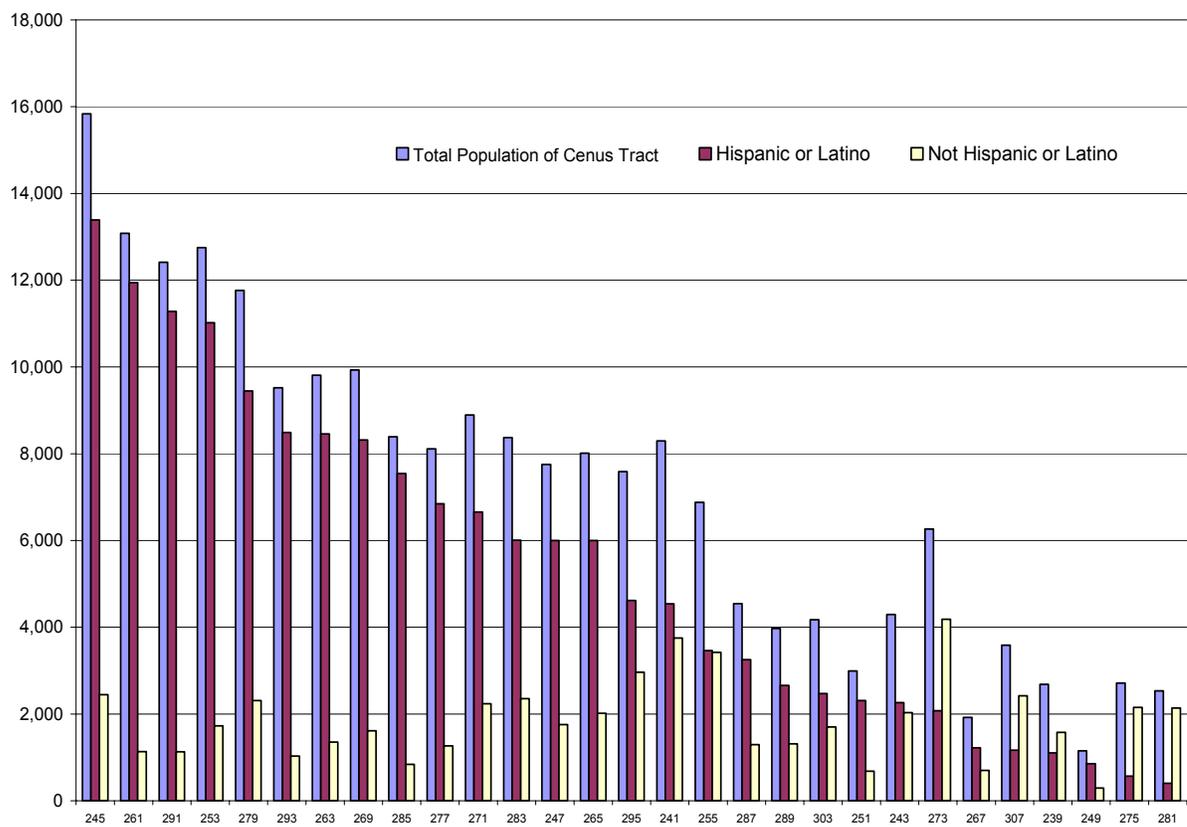
Washington Heights and Inwood

Figure 2.1.8 shows the proportion of the population that is Hispanic or Latino of any race in CD 12 on a block-by-block basis using 2000 Census Data.

- The US Census now ranks New York City as the most segregated metropolitan area in the US for Latino/Hispanic populations.
- The issue before the community board is about the actions needed to make this a powerful asset for growth in the most diverse city in the United States.
- Over the next several years, the growth of a more full and complete understanding of the Latino experience will constitute a major change in the culture of the city.

The next few pages review how forces of immigration and national origin can be expected to shape CD 12s future. They also show how the challenges facing the Hispanic/Latino community are defined by its young and senior populations and household income. They also demonstrate the decisive importance of the Earned Income Tax Credit (EITC). This section concludes with a brief review of the jobs residents hold and local job provision.ⁿ

Chart 2.1.8: Hispanic or Latino Population by Census Tract



Source: U.S. Census via Infoshare.com

2.1.9 The Young and the Old Community

Nationally

We are getting older as a *nation*, but comparatively younger as a *city* and substantially younger within the neighborhood of CD 12. At the beginning of the last century (1900), the median age for the nation was 22.9. At the beginning of this century (2000), it was 35.3 (34.5 for males and 37.1 for females).

The percentage of the nation's population over 65 has dipped slightly since 1990. This was due to the low number of births in the late 1920s and early 1930s. But, as Figure 2.1.10a below indicates, the number of elderly will begin a rapid increase in 2011 as the first of the baby boom generation turns 65.^o

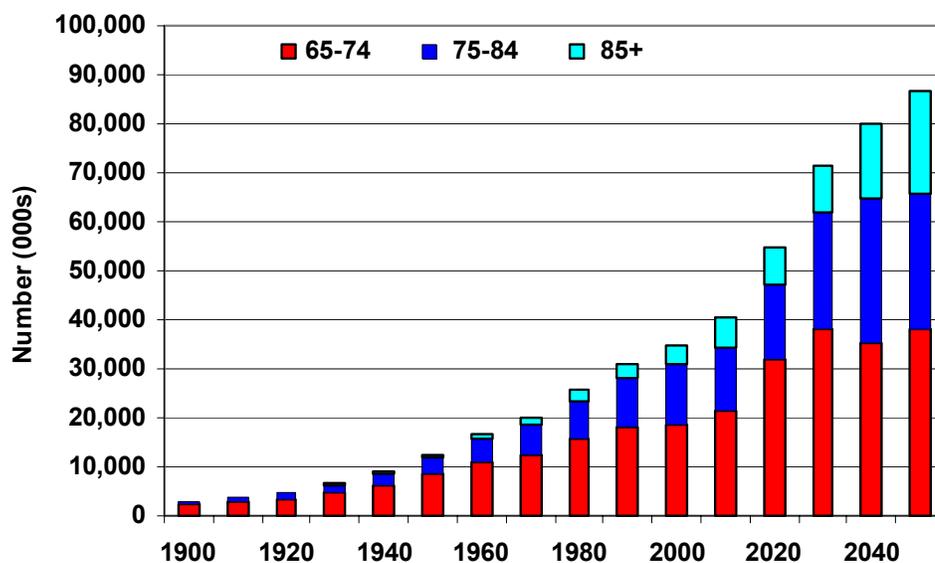
New York City

Today, the national median age is 35.3 and New York City's is 34.2. The median is the middle point. Thus, half of the population in New York City is over 34 years of age and half under. In New York City, the number of minority elderly increased by 32% (nearly 141,000) while the white, non-Hispanic elderly decreased by 20% (167,000). Overall, and in keeping with the national trend, the total population of 60 and over persons decreased, though only by about 26,000 people.^p Manhattan has the largest number of minority elderly with 176,324 persons.

Given the large percentage of recent immigrant households in CD 12, the impact of this social aging change process has been somewhat different. Extended families sharing an apartment slow the rate of generational change because extended families serve as an income supplement. The availability of at home childcare with elder caretakers (or renting a room to relatives of family friends) makes economic and cultural sense.

Figure 2.1.10b is sorted by the median age of women (labeled) and men in the community in descending order as an aid in illustrating portions of CD 12 that have a larger percentage of older residents. The median age of the female population in Washington Heights and Inwood ranges significantly from a low of 30.5 (CT 243.01) to 46 in CT 281 (just south of Ft. Tryon Park).

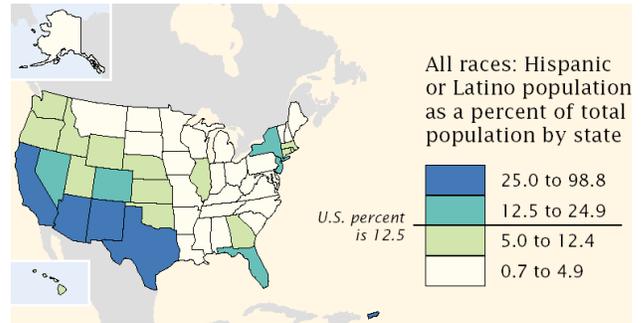
Chart 2.1.10a: Older Population by Age in United States 1900-2050



COMMUNITY DISTRICT 12-M
POPULATION OF HISPANIC OR LATINO ORIGIN

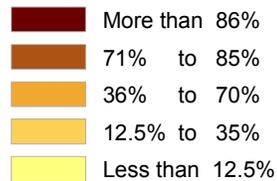


Source: NYCmap, Community Cartography, Census 2000



Source: U.S. Department of Commerce, Economics and Statistics Administration, U.S. CENSUS BUREAU

PERCENT OF POPULATION (all races)



Map 2.1.8 Hispanic or Latino Population

Population 65 Years and Older

The community is “older” in some places and “younger” in others. Figure 2.1.10a, illustrates the population is 65 years or older. The map shows blocks where there is one person 65+ for every six people. These areas can be expected to change more rapidly in family composition over the next two decades. On the other hand, it is possible that management policies of the New York City Housing Authority and other housing programs could alter this pattern if they provide additional, dedicated senior housing. But the trend, at least overall, suggests an “aging” of the population as a whole.

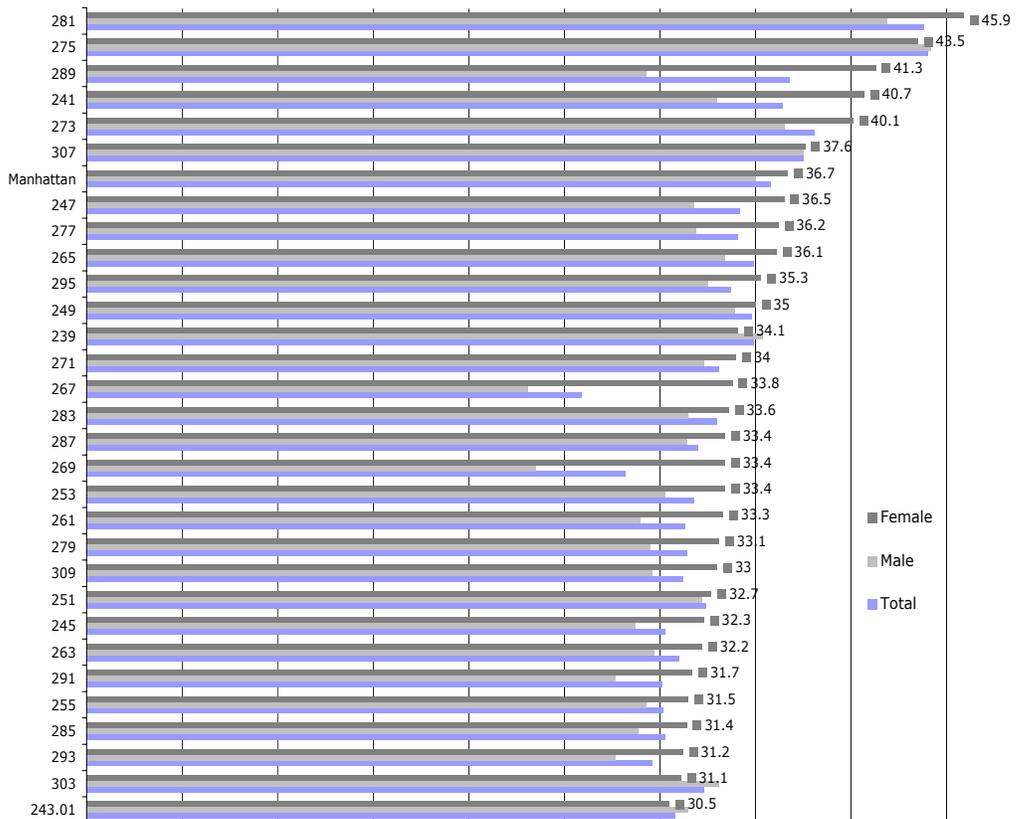
This process can change the character of a community rapidly as two and three bedroom apartments held by an “empty nest” elder population of one or two persons are replaced by families that “re-fill” the bedrooms. As illustrated by the Figure on Population Over 65, those areas where persons 65 years and older are found in greater numbers have smaller units (averaging 1,437 sq. ft) whereas elsewhere in the district units tend to be larger, (3,534q. ft.).

Population Less Than 18 Years

Differences in community perceptions in CD 12, especially Eastside vs. Westside, are not as some might presume, ethnic or racial. A more accurately description would be as a “generation gap”. Young people will be found throughout the community; however, in terms of concentration Figure 2.1.10b shows that 50% of the total under 18 population is contained within an area of barely 0.47 sq. mi. (mostly in the eastern and southern ends of the area). This translates to only 490 sq. ft. per child whereas in the remaining area, the space per child is triple that at approximately 1,420 sq. ft. This suggests the need to examine the location, number of facilities, size, flexibility and purpose of new education facilities throughout the community.

2.1.10 Income

Chart 2.1.10b: Female Median Age by Census Tract CD12 (2000)



Median Income

The term “median income” defines the mid point between the highest and lowest household incomes for a specific population or area. This “middle” number is widely used as a basis for defining “affordability” in housing. Two other commonly used income measures are *aggregate* income and *per capita* income. Aggregate income is the total income in an area. Per capita income is aggregate income divided by the number of people in an area.

National

In 1989, the aggregate income of Americans was \$3.8 trillion, while per capita personal income was \$15,481. In 2004, the aggregate was \$6.7 trillion and the per capita personal income was \$27,944.^a As shown in the table below, the median income for Hispanic households is consistently low whether for the entire city, Manhattan or CD 12. Although the median income for Hispanic householders is low in CD 12, in Manhattan’s Financial District (CD1), the median for Hispanic householders was significantly higher, \$62,202, (1999).

Aggregate Income in CD 12

Aggregate income is the sum total of all incomes in an economy in a given year. It is an important measure when looking at the overall economic activity of a population. The aggregate income for all of NYC was \$118.5 billion, of which is \$89.1 billion (75.2%) was earned by households making less than \$200,000 per year and \$29.4 billion (24.8%) was earned by those making over \$200,000. For CD 12, the aggregate income for 1999 was nearly \$2 billion. Of this \$1.6 billion represents households earning below \$200,000 and only \$247 million represents aggregate income from households earning over \$200,000.^r As the Figure 2.1.12b illustrates, in CD 12 the aggregate income of households of earning over \$200,000 is less than 15% of their counterparts below \$200,000.

Consumption Rates

Consumption and savings rates are also useful for illustrating household income. Spending in three areas defines consumption in household purchases: (1) durable goods, (2) non-durable goods, and (3) services (Figure 2.1.12c). Nationally defined on a per person basis, households spend 12% of income on durable goods, 29% on non-durable goods, and 59% on services. The savings rate is the percentage not spent annually. This rate has steadily dropped from about 10% in the 1950s to zero in 2005 according to the U.S. Department of Commerce.^s As recently as 1994, the savings rate was nearly 5 percent. 25 years ago, double-digit savings rates were the norm. The Commerce Department calculates the savings rates by taking the difference between after-tax income and all expenditures, including housing, food and clothing. It needs to be noted, however, that the income figures do not include all the non-reported income, so to some degree, the figures for saving may be under-represented.

Two other measures used to define the role of consumption in the economy are forms of disposable income that is non-discretionary (items such as food) and discretionary income (items such as jewelry). Understanding how a community “spends” and “saves” is important to effective development policies generated from within the community. For example, a common practice in lower-income communities is informal “saving clubs” that share a common pot that is distributed on a rotating basis. A major by-product of this activity is trust and the banking community is beginning to “catch-on” to an estimated 20% of their market that is essentially “under-banked”. Families with alternatives to the

services of for profit check-cashing businesses and loan sharks (or *prestamistas*.) in the community do better. More information is available at the Center for Financial Services Information (<http://www.cfsinnovation.com>).

Per Capita Income

As illustrated in Table 2.1.12d, the percent change in CD 12's relative income growth is 1.28% greater than NYC overall, but CD 12's growth in per capita income is 15.27% less than Manhattan overall. This disparity illustrates a major share of this growth is occurring at a slower rate in CD 12 than elsewhere.[†]

Figure 2.1.12 shows income by block group, highlighting areas where incomes increased by 50% from 1990 to 2000.[‡] It is clear that some areas on the western edges of CD 12 are similar to Manhattan overall, but most are well below. The significant increases occur near CD 12's main central business district, suggesting a key source of economic growth is from small business employment and ownership.

Equally important is the estimate of income shared with offshore relatives (in CD 12's case, largely in the Dominican Republic). These remittances are estimated at an average of \$1,500 to \$2,000 annually per household.[‡]

Economic Changes in NYC Neighborhoods

The imbalance in CD 12 noted above is serious, although not atypical. The increase in households with slow income growth illustrates a lack of salary and wage growth throughout the region.[‡] In New York City, three facts describe this issue emerging over the last three decades (1970 to 2000):

1. The share of neighborhoods classified as lower-income rose to 31 percent from 20 percent;
2. Middle-income neighborhoods declined to 30 percent from 42 percent and;
3. Higher-income neighborhoods remained almost unchanged, at about 38 percent.

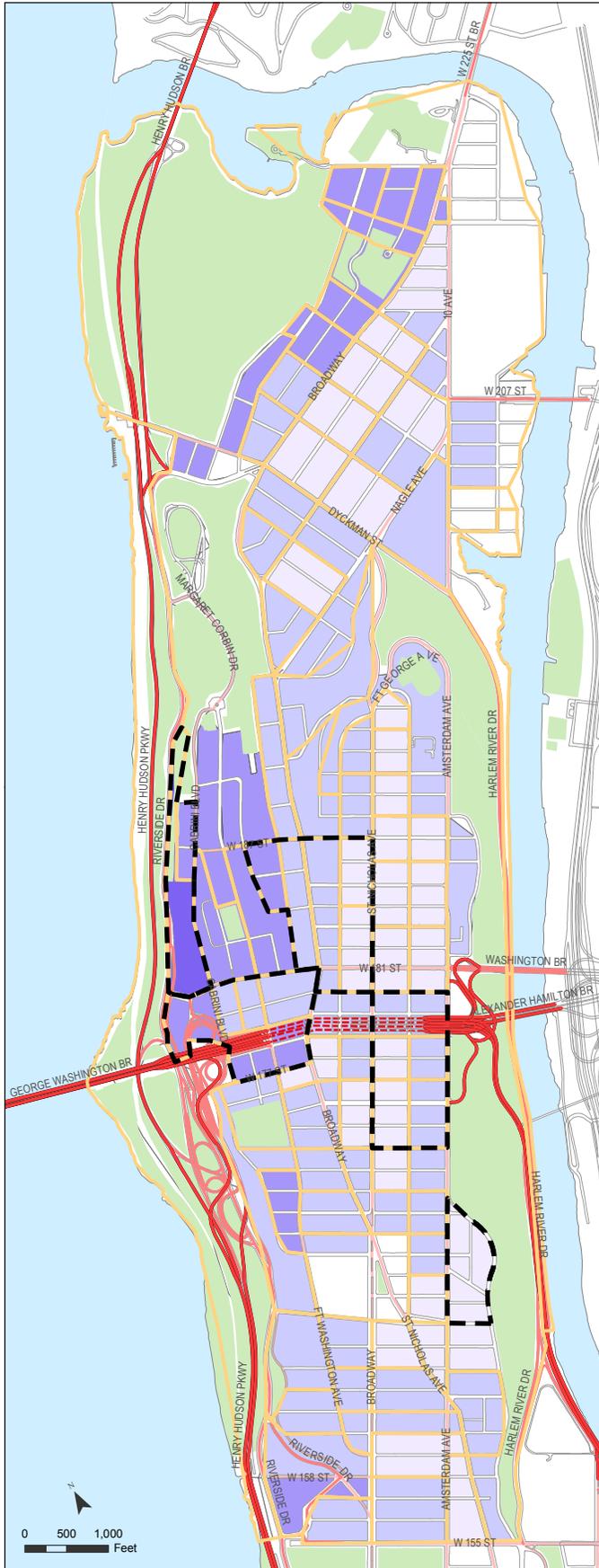
The estimated median household income for non-Hispanic whites in Washington Heights was \$56,300 in 2005 in comparison to Dominicans at \$32,800. This gap in "neighborhood economics" occurs in that just 12% of Dominican household have incomes between \$75,000 and \$100,000 whereas for non-Hispanic white households this figure is 35 percent.

Table 2.0.9: Median Household Income in 1999 New York City, Manhattan and CD12

Area Name	New York City	Manhattan	CD12
White householder	\$46,534	\$62,815	\$34,655
Black householder	\$31,058	\$23,813	\$28,344
Native American householder	\$28,981	\$28,904	\$34,154
Asian householder	\$41,119	\$39,656	\$44,613
Pacific Island householder	\$27,143	\$26,389	\$8,512
Other race householder	\$27,037	\$23,351	\$25,380
Two+ Race householder	\$31,460	\$30,200	\$27,972
Hispanic householder	\$27,757	\$24,766	\$26,046
White non-Hispanic	\$50,730	\$69,394	\$40,148
Households with public assistance	227,886	40,364	9,375
Households with no public assistance	2,794,591	698,803	61,293

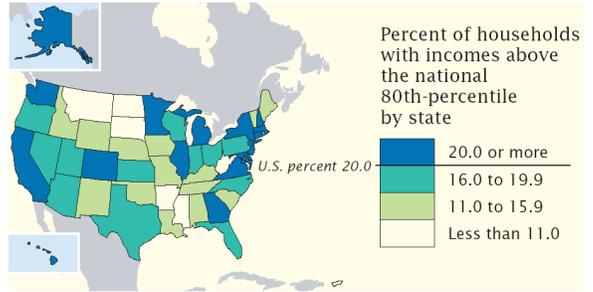
Source: Median household income in 1999 for households by Race/Hispanic Origin - 2000 Census ("Long form") from Bureau of the Census, US Department of Commerce through InfoShare

COMMUNITY DISTRICT 12-M PER CAPITA INCOME (2000)

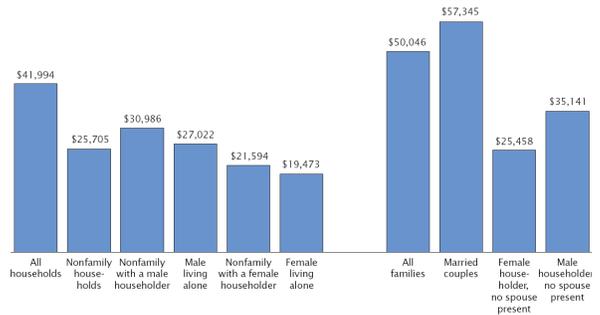


Source: NYCmap, Community Cartography, Census 2000

Map 2.1.12 Per capita Income



Source: U.S. Department of Commerce, Economics and Statistics Administration, U.S. CENSUS BUREAU



Source: U.S. Census Bureau, Census 2000.

PER CAPITA INCOME COMPARED

Area	YEAR		Per Cent Change
	2000	1990	
New York City	22402	16281	37.60%
Manhattan	42922	27862	54.05%
CD12-M	13928	10029	38.88%

DOLLAR AMOUNT OF PER CAPITA INCOME (ranges below are based on block group data)

- \$35,000 - \$49,999
- \$20,000 - \$34,999
- \$10,000 - \$19,999
- \$ 6,720 - \$ 9,999
- Block Group
- Per Capita Increase > 50%

Table 2.1.12d: Per Capita Income

Area	1989	1999	% Change
New York City	\$16,281	\$22,402	37.6%
Manhattan	\$27,862	\$42,922	54.05%
CD12	\$10,029	\$13,928	38.88%

Note: Poverty for a family of four in the United States was \$19,350 in 2005, for three it was \$16,090, two at \$12,830 and one at \$9,570.¹

Table 2.1.12a: Median Household Income in 1999 New York City, Manhattan and CD12

Area Name	New York City	Manhattan	CD12
White householder	\$46,534	\$62,815	\$34,655
Black householder	\$31,058	\$23,813	\$28,344
Native American householder	\$28,981	\$28,904	\$34,154
Asian householder	\$41,119	\$39,656	\$44,613
Pacific Island householder	\$27,143	\$26,389	\$8,512
Other race householder	\$27,037	\$23,351	\$25,380
Two+ Race householder	\$31,460	\$30,200	\$27,972
Hispanic householder	\$27,757	\$24,766	\$26,046
White non-Hispanic	\$50,730	\$69,394	\$40,148
Households with public assistance	227,886	40,364	9,375
Households with no public assistance	2,794,591	698,803	61,293

Source: Median household income in 1999 for households by Race/Hispanic Origin - 2000 Census ("Long form") from Bureau of the Census, US Department of Commerce through InfoShare.org

Table 2.12.12c Per Capita Product and Income in Current Dollars

Current dollars:	2003	2004
Gross domestic product	37,691	39,919
Gross national product	37,925	40,102
Personal income	31,500	33,044
Disposable personal income	28,065	29,475
Personal consumption expenditures	\$26,487	\$27,944
Durable goods	3,264	3,360
Nondurable goods	7,520	8,057
Services	15,703	16,527
U. S. Population (000s)	291,085	293,951

Source: Bureau of Economic Analysis

Table: 2.12.12b: Aggregate Income Comparison

Area Name	Manhattan	CD9	CD10	CD11	CD12
< \$200,000	\$14,471,719	\$864,676	\$748,708	\$808,275	\$1,663,987
\$200,000 >	\$19,590,218	\$173,269	\$114,309	\$262,537	\$247,483
Total	\$34,061,936	\$1,037,945	\$863,016	\$1,070,812	\$1,911,470

2.1.11 Earned Income Tax Credit (EITC)

The Earned Income Tax Credit (EITC) is a major contributor to CD 12's economic well being. Using IRS tax statistics^x, the four zip codes that encompass CD 12 filed about 90,000 returns (2002) which showed \$78 million in added household income from EITC. The use of the EITC improves "housing policy" options, especially when one household can contain more than one EITC-eligible worker. The number of EITC filers in NYC is 756,669^y. For comparison, the total number of Section 8 households in New York City is 96,400 (2000): of this, just over 2,900 are in CD 12. This ratio of EITC filers to Section 8 households of nearly 8 to 1 identifies it as a major contribution to economic stability. The percentage of low-income returns that receive the EITC in the USA was 29% in 2002. The indicator "low-income returns" refers to those with adjusted gross income under the EITC limit for each year (\$34,178 in 2002, \$32,280 in 2001, and \$31,152 in 2000).

In Inwood, about 55% of the low-income tax returns received the EITC providing the community with just under \$15 million, or an average of about \$2,000 per household. There are 15,668 housing units and half are in buildings constructed before 1939. The ownership rate is 6% and the vacancy rate for rental apartments is very low at 1.3%. The median gross rent in 2000 was \$645.00 per month. The median household income is just under \$30,000 with an unemployment rate of about 12%.

In Washington Heights North, about 55% of the low-income tax returns received the Earned Income Tax Credit (EITC) providing the community with just under \$50 million averaging about \$2,800 per household. There are 35,591 housing units in Washington Heights North, with more than half of this housing built prior to 1942. The ownership rate is 7% and the vacancy rate for rental apartments is below 4%. The median gross rent in 2000 was \$647.00 in 10040 and \$667 in 10033. The median household income is just under \$29,000 and the unemployment rate was about 14%.

In Washington Heights South about 55% of the low-income tax returns received the Earned Income Tax Credit (EITC) providing the community with \$23.5 million, or an average of about \$2,000 per household. There are 21,807 housing units, half of which are in building constructed before 1939. The ownership rate is 5.2% and the vacancy rate for rental apartments is low at 4.9%. The median gross rent in 2000 was \$615.00. The median household income is just over \$26,000 with an unemployment rate of about 17%.

2.1.12 Employment

Opportunities provided by a "local" vs. "national" ownership and management structure define the differences between the role that Elsa Disla, co-owner of Privada at Broadway and 178th Street in Washington Heights and the managers of the Staples Office Supply on Broadway at 185th Street play in community. They are very different businesses but both provide competitively priced goods and services attractive to consumers in the community. Both are equally important to the growth and development of CD 12. As Table 2.1.13a illustrates, employment in the retail trades is the second only to health care services employment.

Nationally

Changes in national employment have consistently followed similar but earlier trends established in large urban centers such as New York City. The most dramatic and well known such trend has been the rapid decline of manufacturing employment, leaving behind a population that continues to migrate to the New York City in hope of obtaining good paying entry level manufacturing jobs that for the most part no longer exist. Seasonal employment and "lower paying" jobs in the retail and health

Table: 2.1.13 Industry Employed Persons	NYC	Manhattan	CD12	CD12 % of Manhattan
Health care and social assistance	484,831	83,463	9,997	12.0%
Retail trade	295,803	54,244	8,223	15.2%
Educational services	281,074	68,540	7,643	11.2%
Manufacturing	217,602	40,218	6,868	17.1%
Accommodation and food services	192,944	42,921	6,675	15.6%
Other services (except public admin)	187,335	35,748	5,252	14.7%
Professional, scientific, and technical	271,963	118,800	3,970	3.3%
Transportation and warehousing	198,278	20,024	3,860	19.3%
Administrative & Support & Waste Mngt.	117,982	20,928	3,433	16.4%
Finance and insurance	277,110	90,279	2,955	3.3%
Information	173,594	71,725	2,897	4.0%
Real estate and rental and leasing	95,699	24,678	2,884	11.7%
Arts, entertainment, and recreation	79,266	38,407	2,692	7.0%
Wholesale trade	101,812	20,803	2,526	12.1%
Construction	139,385	13,097	2,036	15.5%
Public administration	146,807	24,422	1,948	8.0%
Utilities	13,228	1,115	95	8.5%
Agriculture, forestry, fishing and hunting	1,627	285	29	10.2%
Management of companies and enterprises	1,011	426	16	3.8%
Mining	474	160	13	8.1%
Total:	3,277,825	770,273	74,012	9.6%

Source: Industry Employed - 2000 Census (Long form") from Bureau of the Census via Infoshare.com

services sector have replaced the "better paying manufacturing" jobs.

New York City

In 2002, New York City lost 118,800 jobs compared to 2001, a decline of 3.2 percent. In 2001, 29,800 jobs were lost, with most of the decline happening before September 11, 2001. The unemployment rate rose to an average of 7.9%, up from its 2001 average of 6%. New York City's private sector employment decreased in 2002, falling from 3,126,500 to 3,006,300. In 2001 and 2002 together, the city lost 147,300 private-sector jobs.

2.1.13 Businesses in CD 12

Table's 2.1.13a/b '03 and '04 and Chart 2.1.13 describes the number of businesses in CD 12 by zip code area in 2003.^z The total annual payroll in all businesses was just over \$1 billion, well over half of this paid out by businesses in zip 10032 – the area defined by the NY Presbyterian Hospital. The largest number of businesses in CD 12 is in Retail Trade (748 businesses) and Real Estate & Leasing (521 businesses) followed by Health Care and Social Assistance (319 businesses).

In 10034, there are about 543 businesses in the area, and 78% of the firms have 1-4 employees. Total employment is just over 4,000 people producing an annual payroll of about \$116 million and representing about 14% of local employment in CD 12.^{aa}

In the 10033 zip code area, there are about 952 businesses, and 74% of the firms have 1-4 employees. Total employment is 6,408 people producing an annual payroll of \$181.1 million. The area encompassed by 10040 has 537 businesses of which 80% of the employment is in firms with 1-4 employees. Total annual employment is 3,800 with an annual payroll of about \$109.6 million.^{ab}

In the 10032 zip code area there are just over 700 businesses and, 75% of the firms have 1-4 employees.

Total employment is 14,400 people annually producing an annual payroll of \$723 million^{ac}.

The data for 2004 became available during the course of the study. Little has changed; however, evaluating this resource on a year-by-year basis will yield minor differences which are nonetheless of great importance to the business climate in CD 12. An example would be the decline of one business in manufacturing, but a substantial increase in the number of businesses in the information industry. The interest of the Upper Manhattan Empowerment Zone in developing entertainment, culture and recreation based businesses may account for an increase of as many as ten businesses in this sector.

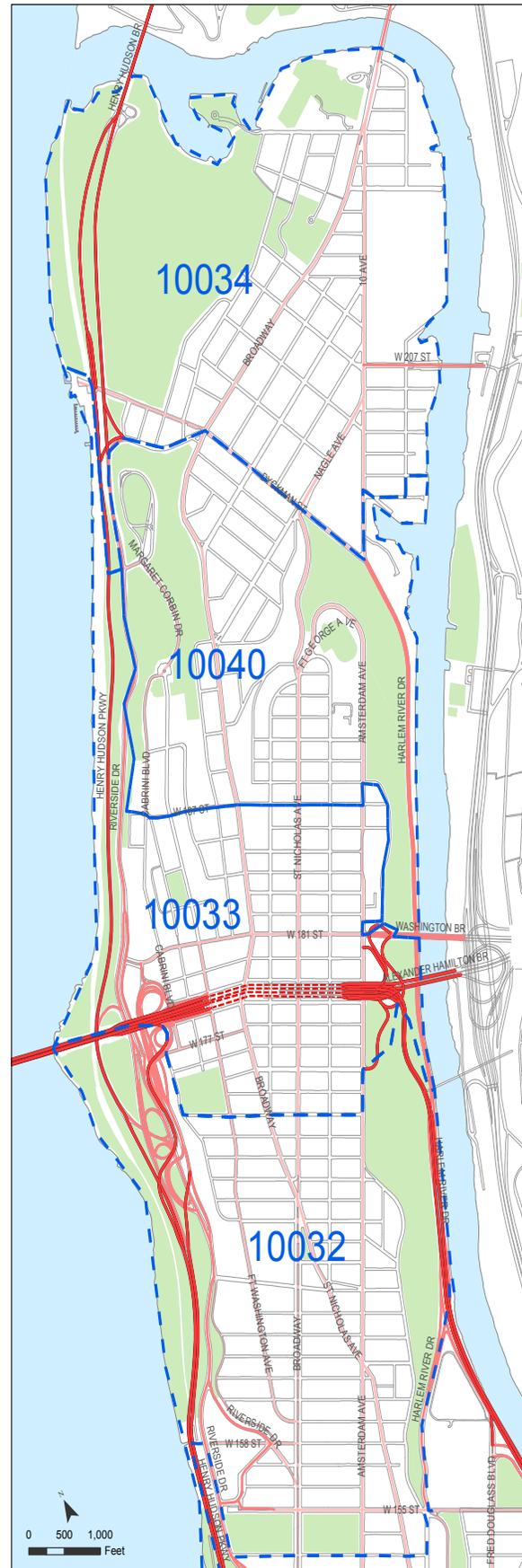
Note the zip code areas listed above cover an area that is larger than CD 12. A recent study found a total of 2,129 businesses employing a 25,334 people in CD 12. This represented a 17.8 percent increase in the number of businesses and a 33.6 percent increase in employment from 1994 to 2004.^{ad}

2.1.14 Summary of Analysis

An increase in average wages in retail trade, health care and social assistance would greatly assist about 20,000 of the 74,000 workers who live in the district. Employment produced within the district is about 30,000 people and concentrated in retail trade, real estate rental and leasing, health care, and food services. The total annual payroll in 2003 was just over \$1 billion. Zip Code 10032 provides half of this employment. This is the area dominated by the New York Presbyterian Hospital. The remaining local employment share divided as follows: 13% of the total is in 10040, about 14% 10034, and 23% in 10033.

A majority of CD 12's population is Latino and Hispanic. Members of this group are more likely to face difficult times over the next ten-years for lack of a broader range of employment opportunities. This first and second-generation immigrant population will require education and training in an environment of stable, affordable housing to improve opportunities.

COMMUNITY DISTRICT 12-M ZIP CODES

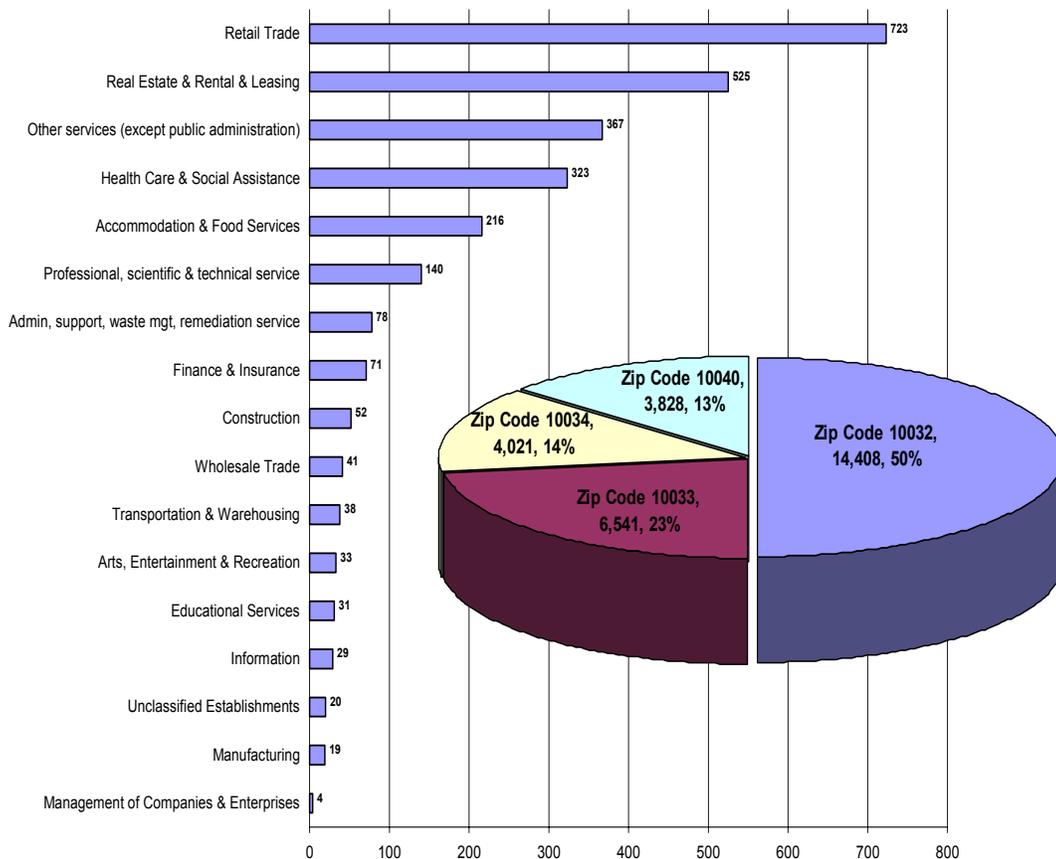


Source: NYCmap, Community Cartography

Map 2.1.13 Zip Codes

Table: 2.1.13a: Total Businesses by Zip Code	Total	10032	10033	10034	10040
Management of Companies & Enterprises	4	1	1	1	1
Manufacturing	19	5	6	4	4
Unclassified Establishments	20	5	8	2	5
Information	29	7	10	10	2
Educational Services	31	7	13	5	6
Arts, Entertainment & Recreation	33	11	10	9	3
Transportation & Warehousing	38	9	13	11	5
Wholesale Trade	41	15	10	13	3
Construction	52	11	18	13	10
Finance & Insurance	71	19	28	14	10
Admin, support, waste mgt, remediation ser.	78	11	25	20	22
Professional, scientific & technical service	140	33	48	25	34
Accommodation & Food Services	216	66	62	46	42
Health Care & Social Assistance	323	111	104	57	51
Other services (except public administration)	367	97	106	92	72
Real Estate & Rental & Leasing	525	130	182	100	113
Retail Trade	723	175	289	124	135
Total # of Establishments	2710	713	933	546	518
Estimated Total Employment	28,798	14,408	6,541	4,021	3,828
Total Annual Payroll 2003 (000s)	\$1,074,215	\$675,382	\$178,186	\$115,797	\$104,850

Chart 2.1.13b: 2003 Total Businesses (bar) Total Estimated Employment (pie)



CD 12 is also a young community in an aging society. It is a neighborhood of families and extended families, the majority of which are married couples either with or without children. As a strong and resilient community in the American immigrant tradition, CD 12 is building its own economy through small businesses and in the service industries. The central characteristic that defines all other impacts on the lives of residents is the lack of formal education and training, which numerous studies have shown is the primary vehicle for economic advancement.

The median income in CD 12 is \$26,000, well below the averages for Manhattan and the US. Half of the CD 12's 70,500 households would qualify for housing renting between \$600 to 700/month or less if it were available. On a per capita income basis, the community earned \$22,400 per person in 1999. This is an increase of 39% since 1989 however; the increase for Manhattan as a whole was 54%. Economically, the residents of CD 12 are falling behind. This is consistent with national trends as well, which show that lower income families are steadily losing ground as the gap between rich and poor has widened over the past 20 years.

CD 12 is one of the city's lower income communities and this is consistent with trends that suggest an increase in the number of lower-income neighborhoods in New York City. Since 1970, the share of neighborhoods classified as lower-income rose to 31 percent from 20%. The large number of households in CD 12 who qualify for the Earned Income Tax Credit, bring in an additional \$80 million into the community illustrates the point. The community's poverty is a major "export", which depends totally on the largess of federal income tax policy. For 2002 (most recent year for data), the income ceiling was \$34,178 and involving about 37,000 tax returns. Of great importance is that every household in CD 12 can have as many as three low-income working poor members. In contrast, less than 3,000 households have rent voucher assistance in CD 12.

2.1.15 Best Practices

Best practices are those which, through use, have become recognized as the most effective methods to create a positive change in a business or community. The following "best practices" suggest approaches useful to the Community Board as an agent for change in its advisory capacity.

In any community, assets other than cash are often readily apparent, but require mobilization and coordination. Chief among these assets are small groups of people with a common interest. The hours freely given in the accomplishment of basic tasks enrich personal experience in these groups. Such groups provide the foundation for community wide action when needed. The community gardens movement is a good example. Land Grant Universities (Cornell University is the Land Grant University for New York State), offer technical support, and ideas such as "community gardens" become a formal part of a neighborhood as a land use in "trust". The effective combination of community-based tenacity in meeting a need, access to technical assistance, and combinations of charitable and balance sheet philanthropy help to secure government resource partnerships.

Practices

A brief listing of best practices for development that can be promoted within the framework of a community board's authority is given below. Recommendations for action or added knowledge conclude each section, and develop further many of these approaches. A summary of these recommendations is provided in the Appendix (Section 5). In short, there are countless practices to deliberate; however, the listing summarized below specifically draws upon the potential of CD 12's people and institutions. They also tend to be, "resource available" asset-building practices. Since

implementing agencies will often undertake more than one such best practice at a time, they are likely to overlap in a number of useful combinations. The primary effort required will be to develop a constituency for each and thereafter offer the offices and resources of the community board as a reasonably neutral ground for sharing and promoting strategies, common needs, interests, and concerns. These are detailed in the following section.

Constituencies

Advances in the uses of information management systems strengthen the ability of small groups to develop ideas in visual (maps, photos, and drawings) and in narrative form to create exhibitions, editorials, research papers, position papers, and other expository activities such as personal and community histories, and “blogs” on local issues. For this reason, the use of the www.CD12-Plan.net web site offers the opportunity to aid in the development of working groups. As a community-based means for coordinated action and research-based content, these freely available resources encourage and strengthen local knowledge capital. This is, in and of itself, a “best practice”.

Best Practice 1. Board Community Networking Associations

Two separate community “voices” have helped to illustrate community values.

First, ‘We like CD 12, the way it is and with small, sensitive improvements consistently made here and there, this is a great community, and it will remain so.’

Second, ‘We recognize and support the need for development in a world city, especially in Manhattan, all we demand is a sense of humanity, that we are doing our absolute best for our people.’

Community organizations create the opportunity to establish new neighborhood identities. To discover this “identity” and develop it, the community board’s influence in building associations through a variety of public dialogues and workshops strengthens relationships. Interventions such as this can combat long-standing negative perceptions of the outside world looking in or behaviors and attitudes within. The board is the most important local agent that can see common interests and can act to support access to multiple identities of race, religion, nationality, ethnicity, and class. This requires high quality communication practices from well-trained people. The capacity of these individuals to be “at the ready” lies in their power to reach up and bring down subsidies and incentives in services for the people affected. Here, the strongest allies for identifying the political resources needed to deploy creative financial or social action methods are the organizations directly serving resident households of modest means.

In addition, city and regional organizations are active in the construction, maintenance, and operation of the area’s roads, bridges, bus terminals, utilities, community facilities, sanitation services, natural environments, parks, and recreational open space. All of these agents are accountable to the community board through reviews of their annual reports and budgets.

The community has welcomed the completion of large schools over the last decade. The placement of new or innovative service facilities in the community, however, remains a struggle. The designation of additional places to provide supplemental community education services for all ages in the form of small and locally cherished neighborhood-based centers of learning is the next need to be filled.

Over the last few decades, the formation of skilled community-based organizations (CBOs) has successfully altered the traditional practice of assigning and treating neighborhood “pathologies” is a poor policy model. Instead, CBOs can assist community boards in fulfilling their mission through build-

ing strong relationships with private developers that help to address unmet needs. Support for means that help advance the capacity of these organizations is one of the best practices associated with community development and planning.

Best Practice 2. Community-Based Public Benefit Corporations Unify Standard Charitable Corporations

New York State's General Corporation Law distinguishes between private and public corporations. It specifies that any public corporation will be one of three types: a municipal corporation, a district corporation, or a public benefit corporation most commonly described as an "authority". A district corporation can possess the power to contract indebtedness and levy taxes or related assessments on real estate. The most commonly recognized is the Business Improvement District, now found throughout the five boroughs.

There are regional authorities such as the Port Authority (PANYNJ), NYS authorities such as the Empire Development Corporation (EDC), and citywide authorities such as the Economic Development Corporation (EDC). There are no community-based district authorities. It is therefore hoped that CD 12 will follow with keen interest the formation of the CD 9 West Harlem Local Development Corporation the implications of this model as a "best practice" for CD 12. The private charitable corporation is recognized as the best practice for specific purposes. A broadly based district authority provides essential balance and coordination.

Best Practice 3. Coalitions of Architectural Preservation Organizations Produce Unexpected Resources

Honoring a community's history and architecture is a right of its citizens. Historic districting and landmark designation do not "save buildings" directly. They do create conditions, however, that force added public scrutiny in the review of what might be lost forever to become historic signs or "markers". Essentially, they require added scrutiny to proposed physical changes to historic districts or individually land marked buildings. Additionally, the contextual integrity of new construction within a designated district is required. Sustaining CD 12's physical integrity requires this resource. For these reasons alone, communities experiencing social and economic stress have a strong ally in historic preservation activities which help in reducing the causes of decay.

The inclusion of residential landmark and historic district properties in the Federal Historic Preservation Tax Incentive Program (P.L. 109-280) increases the deduction limitation for preservation easements to 50% of a donor's adjusted gross income. The National Architectural Trust^{oe} provides assistance in the use of this resource for supporting the preservation of historic properties.

There is a 20% tax credit available for the rehabilitation of a certified historic structure that complements the use of tax credits from that range from 40 to 90 percent of the value of a residential rental property. These resources provide financing inducements for preservation. The demand for an increased focus on this opportunity in Washington Heights and Inwood to meet rehabilitation needs can substantially enhance affordability. Combined, these resources can represent up to 50% of the entire cost of rehabilitation. Under this program, there is an opportunity to significantly expand the inventory of individual buildings as New York City landmarks. This review contains a response to the surprisingly modest level of public interest in the expansion of existing historic districts and in funding resources. CB 12 should explore the development of new districts and encourage support for the program. Regardless of the outcome of preservation efforts on individual buildings, informed citizens

are a vital resource for the support of other equally important, but perhaps less stringent preservation strategies to help maintain the physical integrity of the neighborhood.

The implementation of a NY Heritage Area Management Plan is a best practice that requires continued implementation with a modest capital incentive. It also connects CD 12 with new combinations of state and national resources. Washington Heights and Inwood are already part of an NYS designated Heritage Area that includes major portions of Harlem. The preparation of a management plan is now required. It would encourage the acquisition of resources from New York State to promote CD 12's tourism resources. CB 12 should also undertake additional creative planning efforts such as improving the urban design and transit environments that link its neighborhoods to the district's unique open space resources.

Best Practice 4. Social Change, Stability, and Investment through Zoning

Fundamentally, zoning requires the adept use of negotiation skills and access to sufficient information to understand the changing market value of land. The central question is about the forces causing changes in land use and about development as it occurs on a quarterly basis. In the past, the investment alone produced a distribution of proceeds that benefited the entire society. Today, zoning powers stimulate or require a higher level of discipline and response from investors in meeting the larger needs of society. Providing an environment of due process for protecting the public health, safety, and welfare establishes its absolute legality. The best practice is an open and full disclosure and discussion of proposed changes in an environment of community supported planning.

The influence of community-based planning has encouraged the activation of the long available, but less used, practice of inclusionary zoning. Along with the board's persistent demand for the use of other reforms such as the quality-housing program, the design, height and bulk provisions of the zoning text are shifting increasingly from a voluntary status toward mandatory application. Despite the uneven history of success in requiring contextual approaches to individual projects, more and more projects have been brought into supporting the desire for higher standards of development. Compromising quality should be unacceptable to the community, and the excuse that it makes projects affordable is only true if ongoing costs of maintenance are ignored.

The most recent application of a change to contextual zoning is in Central and East Harlem. The roots of these reforms are in the Clinton District established in the 1980s in which zoning aggressively encouraged the preservation of affordable housing. The Clinton Special Purpose District (CL), adopted in 1974, offers a strong model zoning text for CD 12^{af}. Following a series of independent community initiatives, the Department of City Planning responded with a combination of zoning text revisions leading to the protection of both residential and business based land uses. Since its passage, a vigorous network of community groups and activists has been able to resist the displacement efforts of large real estate interests. During this period, several "mixed-use" districts such as Brooklyn's *Northside* in CD1 also began to focus on the erosion of NYC's manufacturing economy. This "vigor" contributed strongly to the expansion of the exclusion zone to the Brooklyn Waterfront^{ag}.

Special Purpose District Zoning is another practice used to codify incentives for development with the preservation of highly valued or unique elements that enhance urban living. The scenic view easement is a zoning designation that protects NYC's extraordinary view corridors across great distances of the urban landscape. Others such as the recently passed Chelsea/Highline Special District provide for the retention of an abandoned rail right of way by transferring to adjacent properties the square footage that would have been available for development by removing the structure. A portion of this "windfall" for adjacent property owners has been designated as inclusionary affordable housing.

There are two approaches to creating a successful negotiating climate for zoning changes. The first approach is the Community Benefits Agreement, also definable in some instances as a Good Neighbor Agreement or development disposition agreement with a single site and developer. The second is the use of a Memorandum of Understanding. Both require corporate entities as signatories to an economic formula based on sharing or dividing a set of anticipated resources and revenues. The product of the formula is at its best when it is economically self-renewing and includes an immediate “payout”, typically in the form of a tangible capital improvement. A pre-defined set of services and standards, as well as a general outline of the baseline responsibilities of signatories produces minimum and maximum “upset” figures. Programs such as tax increment financing (TIF) pledge future increases in real property taxes to pay the costs of associated public investment. For example, if a housing development project will generate \$10 million in additional tax each year, that \$10 million can be pledged for the period required to cover a \$100 million bond to secure a housing trust fund for a community district. In other words, zoning changes the taxable basis and it can be altered as an incentive for additional actions or provide resources to mitigate damage.

Current zoning practices stimulate real estate investment using this menu of negotiable incentives or tax capitalization systems in housing, community facilities, and commercial real estate. The objective is to find balance in a new set of trade-offs. The use of the contextual and inclusionary zoning option helps limit the size and appearance of new buildings, while allowing higher density on wide streets or narrow side streets best expressed in expanded lot coverage. Some recent examples of rezoning practices in New York City illustrate the trade-offs the city has been willing to navigate are as follows:

- In 2003, 100 blocks of East Harlem and in Central Harlem around Frederick Douglass Boulevard were re-zoned to allow contextual development. The avenues will see larger buildings with a height limit of 12-stories. Development is occurring at a rate that is acceptable and consistent with comprehensive community development goals for advancing diversity.
- In Park Slope, Brooklyn the desire to downzone was more "anti-big-building": the result was a compromise plan. It reduced development potential on residential side streets, but allowed for bigger buildings, up to 12 stories, on Fourth Avenue, a wide street. It also provided a reserve fund of several million dollars used to assist, encourage, and require developers to produce below-market-rate housing in Park Slope. Finalized in April 2001, construction on several 12-story buildings began in 2006.^{ah}

Best Practice 5. Mandatory Inclusionary Zoning Policy for all New Housing Construction by 2009

As of right, new housing construction opportunities created by zoning changes proposed for Sherman Creek will produce economic “windfalls”. In as much as these windfalls are products of public grants to private individuals and corporations, there is a reasonable expectation that they should be shared with the community from whom they will derive. This needs to be confirmed in law, however, before it can be ensured. Positioning for a mandatory policy will contribute to the board’s knowledge of how proceeds are distributed. Facilitating a direct connection between new construction and a finite number of rehabilitation sites throughout CD 12 should also be central part of discussions regarding distribution of benefits. However, it is recommended that the highest priority be maximizing the onsite availability of affordable units. The best practice in the interest of residents and long term community development and stability would be mandatory inclusion.

Small vacant lots and a few vacant buildings in the district describe most of land available for new housing development. Those sites which are publicly owned are already under development. Thus, any remaining effort to deal with affordable housing will of necessity require working with the owners of the remaining vacant sites and buildings. A best practice is to match these few remaining sites

with developers for the production of affordable housing, perhaps in conjunction with some market rate units. Another approach is to expand the rehabilitation in-place program which will increase opportunities to stabilize rents and correct poor conditions in occupied buildings. Encouragement of independent tenant action with respect to serious code violations is also appropriate, especially when conducted in anticipation of actions such as 7A receivership.

Best Practice 6. Incentives and Subsidies Strategy: Targeted Funds to Preserve Affordable Rental Housing

The preservation of affordability of the privately held, rent-stabilized housing stock is a top priority. All market rate development, whether new or rehabilitated, in CD 12 should be required to contribute to a fund for the rehabilitation of the existing housing stock and for programs assisting tenants in the community. Several sites in CD 12's Sherman Creek/Inwood section could provide substantial floor-area bonus opportunities to developers. Establishing the precedent at this location facilitate similar actions at strategically located sites throughout the community.

A best practice that supports the needs and interests of private developers of new housing and private owners of rent-stabilized housing is the utilization of programs and methods that combine resources for preservation with new construction. Regardless of the number of inclusionary units, the best practice would set a goal of providing resources to rehabilitate and restructure the rents of one affordable unit of private rental housing for every new market rate unit that is constructed.

To accomplish this ambitious goal, a wide spectrum of services in the community will need to be brought into play. One best practice is to engage the enforcement of the "good repair clauses" in equity financing deals between real estate holders and the banking community as part of a program for stabilizing the quality of rental housing. A locally owned community reinvestment bank or credit union would hold in escrow the equity equivalent to the buildings repair needs. Even in the face of rent increases stimulated by the major capital improvement provisions in the rent stabilization law, piling debt onto these buildings is a much greater threat to its current residents. A missing element is the pressure of a community-based housing coalition on the lending community to comply. The few existing citywide nonprofit organizations operating under legislative mandates for community reinvestment and home mortgage disclosure lack the resources for a community the size of CD 12, particularly when faced with similar situations throughout the city. Studying local bank practices is also a best practice, and CD 12 would benefit from promoting such a study.

Inclusionary zoning incentives are designed to produce additional low and moderate rent apartments as the byproduct of new private development. In CD 12, these are important, but minor additions to the stock.

The goal for new affordable housing was 65,000 units in 2002 while affordable housing advocates estimated the need to be 145,000 units in five years. In February of 2005, HPD and the Mayor announced a new goal to produce 165,000 units of affordable housing by 2012. The objective is to preserve 73,000 units with an emphasis on preserving existing housing threatened by the expiration of past subsidies created under the Low-Income Housing Tax Credit (LIHTC) program, and by creating 92,000 new units with an emphasis on middle-income housing. Given these goals, the best the city will be able to do is to preserve the status quo and seek to increase housing production in the outer boroughs. There is no plan at present to expand the program to provide for the additional units that studies show are needed.

Finally, the 421 Task Force published by HPD in October 2006 believes the savings generated by the proposed changes to 421a are likely to exceed \$200 million. The bulk of the savings would result from

the elimination of the Certificate Program; if this program were eliminated, the Task Force recommends that savings be replaced with a dedicated fund for affordable housing that is insulated from the annual budget appropriations process.

Best Practice 7. Formation of Shared Equity Land and Housing Trusts:

Property ownership is a “bundle of rights” with trading power in the market place. Community land trusts are private nonprofit corporations created to acquire the right to hold land and to secure it for access to residents least served by the prevailing market.^{ai} In dense areas such as New York City, development practices include the formation of mutual housing associations wherein the land is held by a trust in order to lower rent/acquisition costs for low- and moderate-income households. A local land trust organization developed in partnership with the Parodneck Foundation with land in CD 12 is known as Community Assisted Tenant Controlled Housing (CATCH).^{aj}

A community land trust is similar to the “forever affordable” onsite units produced through the inclusionary zoning process. It is designed to create a permanent stock of affordable housing in fast-appreciating neighborhoods. The community land trust holds the title to the land and then provides buyers of the apartments with a 99-year lease. The buyer has to qualify only for the cost of the home, not the land, which remains in the trust. Taking the cost of the land out is a way to lower the acquisition cost. If the homeowner decides to sell, there is a limit to the amount of profit; however, it is still a wealth-building tool. The owner's equity is tied to an appreciation rate and the potential profit is limited to 5 percent above the sale price for the first five years, capping out at 20 to 30 percent over the term of the mortgage. The land trust usually has the right of first refusal to buy back.

A key ingredient for the success of these approaches is a dedicated source of funding through a housing trust. Revenues of the Battery Park City Authority currently finance the New York City Housing Trust Fund managed by the New York City Department of Housing Preservation and Development. The fund subsidizes the development apartments for families making less than 30 percent of the area median income (2,000 apartments are estimated), it will also provide assistance for acquiring existing affordable properties that need repairs, and create a “land banking” mechanism to secure and prepare sites for later development as affordable homes. The fund is included in the city's \$7.5 billion New Market Housing Marketplace Plan to build 165,000 units of affordable housing over 10 years.

In December 2007, the New York City Council passed legislation leading to the development of a \$400M trust fund.

The issue of developing financial and institutional resources to sustain affordability of housing through rehabilitation is a national issue. The Center for Urban Policy Research at Rutgers University and the National Trust for Historic Preservation released a lengthy report on this subject entitled, *Best Practices for Effecting the Rehabilitation of Affordable Housing*^{ak}. The first volume *Framework and Findings* has three primary sections.

1. Development Stage Best Practices: steps such as property acquisition and financing.
2. Construction Stage Best Practices: issues range from lead-based paint to Davis-Bacon wage requirements.
3. Occupancy Stage Best Practices: considers at rent control and property tax incentives.

The report also provides a detailed analysis of the need for rehabilitation resources and the implications for affordability based on the 2003 American Housing Survey in the US. It would be helpful for housing affordability advocates of the CD 12 board to encourage its dissemination locally.

Best Practice 8. Best Practice Leadership

There are several leadership practices that, with regular measurement of their indicators, can produce an effective work and communications climate. One indicator measures the sense of responsibility board members have to the board. Using this information, the community and its leaders can evaluate the standards that people use in defining their actions and those of others. Best practice leadership shares this information as performance feedback in a way that obtains a strong sense of accuracy and consensus. Doing so also produces a tangible *sense of reward* through participation alone.

The range of shared leadership activities measures the clarity of the members' collective (and individual) understanding of mission and values. Finally, determining various levels of commitment to a common set of goals serves as the measure of a self-renewing organization. When balanced with the feeling of flexibility in taking innovate (often-independent) action, the organization is able to exercise its capacity to influence events in its environment. The effective combination of these practices in a timely fashion is a seventh component. It creates more opportunity for the use of the social asset model illustrated in the introduction to this report. The social asset model acts as an effective catalyst for balancing the more typical project asset model as described below.

BEST PRACTICE COMPARISON		
At issue	Project Asset Model	Social Asset Model
Who is in charge	Professionally driven	Citizen/client driven
Contribution of professional	Professional provides answers	Professional is resource for discovery
Focus of problem solving	Individual deficiency	Capacities developed through interaction
Problem Solving Process	Problems are diagnosed for cause and steps taken to "cure" and "market" the solution	Problems have overlapping causes resolved by seeking ongoing change with multiple participants
Procedure	Problem centered: step by step	Unproblematic: step, or turn, or leap
What is valued	Credentials	Experience
Communication	Largely one-way	Collaborative and reciprocal
Economic Exchange	Limited to fee for service	Includes and recognizes mutual benefits

Best Practice 9. Community Based Planning: A Best Practice for Economic Development

After many years of experience, community-based planning has produced many excellent examples. Chief among the reasons for this activity, and perhaps most well known is the provision in Chapter 8 of the New York City Charter defined by Section 197a. This process encourages an envisioning process in a statement of community values.

The purpose of 197a planning and many other forms of district wide analysis is to articulate in narrative form what residents, businesses, and institutions who are most directly affected would like to experience through development or changes in policy. Most such plans oppose displacement resulting from the lack control over fixed assets including those subject to court-ordered sale. Most seek the opportunity to contribute to a multigenerational form of change. The City Planning Commission is required to review this vision in relationship to the proposals of developers. As a result, ignoring or disregarding such plans may be politically costly.

Preventing damage from rapid physical change through deterioration or new development is possible with two mediating actions facilitated by the Community District Board:

1. Adding substantial professional depth to the capacity of community-based organizations to work with the foreign-born population. The objective is to sustain cultural roots and in doing so, build a strong ethnic neighborhood in the New York City tradition.
2. Expanding the diversity and depth of immigrant-economy businesses as a policy. Implement by integrating these businesses with new development. The objective is to balance the community reinvestment impact of nationally marketed businesses with that of locally owned and controlled businesses.

Hispanics now account for 13.7 percent of the total U.S. population - this community's Latino dynamic hinges on emerging differences between second and third generations, native- and foreign-born, and broaden network of regional business growth. In such an evolving environment, corporate strate-

gies are targeting increasingly affluent, second-generation Hispanics. This group is emerging as critical to securing business growth and remaining competitive. A well-known example is the commercial office and international banking and business center of Chinatown. This working class neighborhood serves the entire region. If recognized, a similar result will occur in CD 12's commercial office sector.

A detailed understanding of the immigrant-basis of the CD 12 economy will support significant growth potential. Whether developed by a neighborhood school or national or multinationals, providing a seamless web-based English/Spanish content is rapidly becoming a reality. Gale/Thompson's launch of Consulta is an example that portends a technological end to linguistic isolation.^{ai} Other examples are set in the business practices of Doral Bank and MoneyGram. Other exciting resources such as [Hispanic Business.com](http://HispanicBusiness.com), advance development interests in creating a well-marketed ethnic community as a destination for business of many kinds, advanced services for tourism, and cultural programming to strengthen community capacity.

Best Practice 10. Workshops and Charettes: Public Engagement Strategies for All of CD 12

Sherman Creek is a watershed zoning change proposal and a defining moment in the development history of Washington Heights and Inwood. Much of the current planning strategy is dependent upon zoning policy and multi-agency coordination facilitated by the Department of City Planning and the Economic Development Administration. An expected result is the rezoning of significant portions of Inwood through the Sherman Creek waterfront to R7A and R8A, including the transfer of development rights associated with a small amount of city owned land to a R7-2 district at the waterfront.

The rezoning proposal focuses on an up-zoning strategy to encourage increased residential development at the waterfront and in the "upland" area bounded by Dyckman Street, 207th Street and Broadway. The strategy deploys floor area incentives through inclusionary zoning to make 20 to 30 percent of the housing units as permanently affordable. The measure for access to affordable apartments is all applicant households earning between 30 percent and 120 percent of area median income willing to pay 30% of their adjusted household income for rent.

The process began with a large well-funded and transparent public dialogue; success will depend heavily on whether it will end with an equally transparent process of impact evaluation.

Best Practice 11. Initiate Workable Tests: CBAs with Developers and MOUs with City Administrators

A CBA is a "community benefit agreement" and an MOU is a "memorandum of understanding". In general, these are best practice concepts for negotiating legally binding agreements or concessions with "developers" (public, private or institutional). It is important to recognize that promises are not binding, especially with term limits rules in the City Council. Establishing a binding agreement format is most likely to create balance between the demands of developers for return on investment and those of ordinary residents and businesses speaking with a collective voice.

A careful evaluation of the experience of CD9 in using these kinds of agreements would provide a much stronger foundation for their use in CD12. . Washington Heights is a test case for their use uptown and must undoubtedly prepare for its impacts, and the results should be carefully monitored and evaluated. The best test of this concept in CD 12 would be a CBA covering the health care complex. Its success would be measured by the number of workers in the health complex that are able to afford rental housing in CD 12. A second test would be the availability of affordable office space for non-profit social assistance organizations.

Establishing a successful CBA should be a high priority for CB12. Columbia University and the people of CD9 present a model for evaluation. The opportunity to build a CBA with New York Presbyterian Hospital (NYPH) would provide recognition of the potential burden the facility places on residents--through displacement of housing units and small businesses from key locations. A CBA process would serve to coordinate existing initiatives of benefit to the community with strategies that would be more effective as a result of this coordination. For example, the NYPH could be sought as a partner in producing affordable housing in CD 12 with a focus the lower-income workers of NYPH. A below-market office space program for nonprofit organizations and independent small-business ventures in conjunction with medical facilities or other spin-off developments is another. NYPH's current investment in the health of the people of NYC requires an outlay of time and energy that contributes to a stable living environment for lower-income residents and businesses within the vicinity of the hospital. A "best practice" MOU/CBA process would be to initiate a relationship between CD 12 and the New York Presbyterian Hospital or the developers of Sherman Creek and Inwood.

A memorandum of understanding (MOU) is one of the products of the rezoning of Fourth Avenue in Brooklyn. Initiated jointly the Community Board (CB6), community-based development corporations (Fifth Avenue Committee leading) and the City of New York established the concept of providing mitigating resources to be used to offset anticipated negative impacts. This came in the form of a fund financed from project development proceeds that would provide for affordable housing in the immediate area.

A community benefit agreement (CBA) is very similar and often inclusive of a major capital development program that could include an MOU and a substantial use of private and public resources. The \$7 billion sports arena and housing development proposed by Forest City Ratner includes \$200 to \$250 million in public funds. The CBA's signatories are offered a major set of institutional development resources to meet community service needs. This agreement, while highly controversial, has a number of elements that should provide guidance to framers of any similar document for CB12.

The Columbia's CBA process appears to be setting the stage for the formation of a private corporation, a typical 501(c)3. The best practice alternative would be a public corporation with revenue powers that can build the bridge between the many communities of CD9 and an institution the size of Columbia University. This alternative would offer significant powers to community residents in an overlapping board structure that is financed through development proceeds and real estate activity "forever".

Best Practice 12. "Call 311": A Best Practice Miracle in the Mayor's Management Report

Mayors Management Report (MMR): A citywide summary of all agency related inquiries over a two year period^{am} to the 311 Citizen Service Center are reported in the MMR. Statistical reports from this new resource of the Department of Information Technology and Communications (DoITT) offer the potential to provide community boards with an early warning system. While such comprehensive reporting currently remains unavailable, a best practice is to promote its use on all issues from drug traffic to housing code violation reporting. Community boards throughout the city are demanding increased access to report forms on issues and/or complaints filed by residents or businesses in a district. In many ways it a barometer on how well the city is reducing threats to basic quality of life concerns. Regardless of the availability of data feedback reports to community boards, and the legislation needed to stimulate this resource, encouraging the use of 311, as simple as it sounds, can help enormously.

Best Practice 13. Major Small Business Services: Advance Role of BIDS, NYC-SBS

Quietly and steadily, the Economic Development Corporation has been investing in business development studies of CD 12. The district is major source of “good jobs”. It is accomplished by building on its existing reputation as a place where access to “a job” for Latinos can be secured through participation in any number of informal networks, as well as, publicly supported education and training centers.

Major investment in a new job development and training center in Inwood is symbolic of the need to address the migrant nature of low-wage employment into Westchester County and the Bronx. Overtime, it is anticipated that ownership will transfer to the next generation of residents, in place of the present pattern of low wage employment.

Best Practice 14. Promote Vital Urban Plazas: Commercial Retail Markets

An area of expanding activism among urban planners and designers involves the search for the means to support and sustain healthy, mixed-income, small business-economies in immigrant communities in urban neighborhoods. One of the best methods is the use of the plaza as a vehicle for physically coordinating the operations of large urban retailers with the small business community. Many small businesses use the plaza vendor space as their second location.

The urban neighborhoods of CD 12 offer the advantages of dense “big city” economies. Here convenience, national origin, language, and long-standing personal/family relationships give small business a competitive edge. Encouraging “marketing the plaza” to a broader audience would bring in new business to the area, including patrons from beyond the neighborhood. The streetscape of CD 12 also offers a variety of locations suitable for permanent or seasonal plazas.

Best Practice 15. Community Credit Programs: Awareness and Support

Activities ranging from informal savings clubs to credit unions are critical to the rate and success of new business formation. Informal “saving clubs” that share a common pot distributed on a rotating basis have proven highly successful in many communities. One major by-product of this activity is the creation of a network of trust. The banking community estimates that 20% of their market is essentially “under-banked”. Alternatives to the services of for-profit check-cashing businesses and loan sharks (or *prestamistas*.) in the community are needed.^{an} One example, the Center for Financial Services Innovation^{ao}, is a national program of Shore Bank. It provides detailed information on a variety of methods for building equity in lower income communities by describing new bank/non-bank partnerships and other asset building policies that improve the financial relationship of typically under-banked communities. There are a range of other small and micro credit programs that have been developed in the wake of the Grameen Bank example which won Mohamed Yunus the Nobel Peace Prize. Examples can be found throughout the US and abroad, and could easily be adapted to the conditions of CD12.

Newcomers build businesses and invest in their communities and families (home and abroad). When examining options for fostering a strong, reinvestment-conscious business community, the options are many, but they require internal sources of capital. A lasting example in CD 12 occurred in 1997 when Banker’s Trust made a zero percent interest \$100,000 deposit. This helped to assure the successful launch of the Neighborhood Trust Federal Credit Union^{ap} in its first months of operation.

Best Practice 16. Examine FY Appropriations: Begin with Federal Housing Legislation 2007

Even though NYC spends three to four times as much on affordable housing production as New York State on a per capita basis, the city projects a reduction in its budget based on the availability of federal resources. On July 20, 2006, the Senate Appropriations Committee approved the FY 2007 Transportation, Treasury, HUD and Related Agency bill. The [National Low Income Housing Coalition](#) website is an excellent source.⁹⁹ Recent examples are:

- Community Development Fund (CDF): The bill includes \$4.2 billion for the CDF, an increase of \$37.2 million above the FY 06 level. The bill includes \$4.1 billion for Community Development Block Grants
- HOME Program: The bill includes \$1.9 billion for HOME, which is \$184 million above the FY06 level and an increase of \$25 million above the budget request. The account includes \$25 million for the American Dream Down payment program.
- Capacity Building and Section 4: The bill includes \$31 million for Sec. 4 for capacity building funds for CDC's, administered by LISC and Enterprise. The Senate bill also contains \$4 million in funding for Habitat for Humanity's capacity building work, \$3.5 million for the Housing Assistance Council, \$2 million for the National American Indian Council, \$2.5 million for the National Council of La Raza and \$119.8 million for Neighborhood Reinvestment (Neighborworks).
- CDFI: The Community Development Financial Institution received \$55 million in the Senate bill. This is equal to last year's CDFI funding level and \$15 million more than the House-approved funding level.

Another organization to monitor is the Corporation for Enterprise Development. In a recent publication entitled *Return on Investment, Getting more from federal asset building policies* or a range of programs to assist individuals and businesses is described.

Best Practice 17. Expand Focus. Develop a Mapping Resource for Annual ULURP Review and Analysis

The Community Board influences land-use decisions through the Uniform Land Use Review Procedure, (ULURP), which applies to eleven land use activities requiring application to and certification by the Department of City Planning (DCP). The major ULURP triggers are: City Map changes (for example mapping or de-mapping of city streets); Zoning Map changes; City Planning Commission "special permits"; non-City public improvements; housing and urban renewal plans; disposition or acquisition of City-owned real property, including site selection.

These changes in zoning may be brought before the Community Board to request changes in approved use, bulk, or density. This is generally through a formal application to the Board of Standards and Appeals (BSA). CB12 has the opportunity to request concessions and exactions on behalf of broad community interest--in exchange for the anticipated increase in value that will accompany a zoning change.

Best Practice 18. Develop Political Will: Advance the Role of Community Boards

Sustaining support for tenant advocacy and related community-building efforts that will preserve the

affordability of a rich and viable stock of housing is a key priority in any community. Placing the same priority on the needs of people as is currently given to buildings and property is essential to creating viable community. Suggesting that one is more important than the other is a false choice.

Two axioms demand reflection regarding the role of the board and the hundreds of residents who have contributed to this planning process and the debate it stimulated on issues, needs, and concerns. The first is: "all plans are political" and the second: "all politics is local". The power of consensus on key issues must not be underestimated. Consistency in policy development requires a point of view dedicated to obtaining gains in the short term (for political support) in tandem with longer range gains (for social and economic stability). Accomplishing this requires a broad base of support, one that is concerned less with fear of change than fostering the collective will to explore options that are "on the table".

There are no simple answers on how political will is created. Local, state and federal offices and candidates have found it effective to seek resources for programs for the community's vulnerable families, and to recognize the central role this plays in building sources of grassroots pressure in CD 12. The issue of housing is strongly linked to all other problems, be they in the areas of health, education, income support, food, employment, immigration, or economic change. The housing issue is the foundation for coalitions of social justice activists whose influence can grow rapidly as they make these links clear to their clients.

Political will helped to frame lawsuits that successfully ended legally sanctioned segregation in public schools and required due process hearings before terminating government aid. The legal theories and constitutional law that abolished slavery, or produced the right of workers to organize and women to vote are the law of the land. A right to affordable housing can also be conceived and promoted as being within our constitutional powers. The 2006 election put people like Maxine Waters and Chuck Schumer in important ranking roles on housing issues in the House and the Senate. This is an opportunity to voice the community's right to establish decent, affordable housing as a right for all Americans.

2.1.17 Recommendations

- R1.1 Deploy a "Fight for Common Ground" Board Resolution Strategy
 - *Prepare, together with Nos Quedamos, a resolution that supports the rights of working class families.*
- R1.2 Require Presentation of the Quality Housing Solution in all new development
 - *Request action by DoB and DCP to inform owners and developers of this policy.*
- R1.3 Facilitate Binding Agreements
 - *Require submission of MOU's on all actions requiring CB (advisory) review.*
- R1.4 Develop a Political Will
 - *Seek resources for Board training on consensus building processes.*
- R1.5 Press for Zoning Innovation in Sherman Creek and adjacent areas of Inwood
 - *Seek resources for independent review of CEQR of Inwood.*
- R1.6 Open Dialogue with DCP on rezoning for all of CD 12
 - *Seek resources to develop 197c strategy for all of CD 12 using current proposal as impetus.*
- R1.7 Community Benefits Agreement – Initiate Workable Tests
 - *Approach NYPH as a willing partner in development of a CBA process*

R1.8 Enhance CB12 Analysis of ULURP and Related Monitoring Activity

- *Develop resource to map all development activity in the district subject to Board review.*

R1.9 Examine Potential for Formation of CD 12 as a Public Benefit Corporation

- *Consider alternatives to CB9 CBA Process such as District Authority Charter.*

R1.10 Coordinate economic development efforts that support and nurture small business.

- *BIDs, access to capital, technical assistance with regulations and business plans.*

(Endnotes)

a Concerns expressed regarding recent new construction have been summed by describing some of this work as the production of "buildings with 20 year lives and 30 year mortgages" throughout New York City. Equally distressing is new tree survival is about 60% in NYC due to poor survival rates and the loss of old growth from disease.

b Innovation and creativity is the work of small groups of people who share the task of solving a problem or developing an asset. However comfortable we are in this arena, we need to remind ourselves that we are increasingly reliant upon science and technology for effective sustainable community building practices. It is in this area that the community-base for planning may require a strategy for developing new set of technical assistance partners.

c "Census Figures Show Scant Improvement in City Poverty Rate", article by Sam Roberts for the *New York Times*, published: August 30, 2006

d From "The State of Working New York 2006: An Uneven Recovery", see: www.fiscalpolicy.org Also see DCP site: <http://www.nyc.gov/html/dcp/html/about/pr072604.shtml>

e Another exception would include the churches in CD 12. These institutions are many and tend to retain the participation of residents who have moved from the community. Whether this has or could have a discernable impact on the local economy is unknown. Another important exception would be the Columbia University facilities both health and recreational that draw people into Inwood. For the most part CD 12 is a "bedroom" community.

f Alexander Garvin, *The American City: What Works, What Doesn't* (New York: McGraw Hill, 1996), pp. 243-244.

g As reported in the *New York Times* February 6, 2007 in reference to a study by the Center for an Urban Future

h Hundreds of examples of "workforce" innovation are available for comparison to efforts in CD 12. Here are two. Ivy Tech Community College, Indiana's second largest public post-secondary institution, received \$1 million from the Chicago-based Joyce Foundation (<http://www.joycefdn.org>) to implement new strategies to educate working adults in Indiana. This is just part of this foundation's Shifting Gears initiative, the grant will support a partnership with the Indiana Department of Workforce Development to help prepare low-skilled adults for the workforce and improve adult literacy in the state.

i Summary of Density 1970 to 2000 summary of population density per square mile in New York City by the NYC Department of City Planning.

j The website is <http://www.dataplace.org/> Extensive data on by census tract is available in a format similar to that illustrated on this page. In addition to housing summary tables are available on Social/Demographic characteristics of households/income and employment and mortgage lending.

k *Newest New Yorkers* is published by the Department of City Planning (2002) and provides detailed descriptions of the foreign-born population and their predominate locations in the City as a result of the U.S. 2000 census.

l The Institute is directed by Ramona Hernandez, and offers an extensive library of research documents on the Dominican Republic and the lives of Dominicans throughout the United States.

m The 2000 Census asks respondents to answer a question on their race and a separate question indicating whether or not they are Hispanic or Latino. Note that these are self-identifications. Respondents themselves make the selection and may check they are White and Hispanic, or Black and non-Hispanic, and so on. The race categories are White, Black, Asian, Native American, Pacific Islander, and Other. Persons not wishing to identify themselves with any race could check "Other". A majority of Hispanics indicates their race as White. In order to avoid double counting, the White non-Hispanic category is presented in many tables.

n For in depth and focused reporting an excellent reporting site on national demographic issues is provided by the Pew Hispanic Center (<http://pewhispanic.org>)

o <http://iucar.iu.edu/geninfo/demo/growth.html> Indiana University, Created by Toney Perkins and Tim Strump

p Source: *The Older Population in New York City: Changes in Race, Hispanic Origin and Age, 1990 to 2000*. (Spring 2003) Office of Management and Policy Research Unit

q Bureau of Economic Analysis National Income and Product Accounts Table: Table 7.1. Selected Per Capita Product and file: \Housing\NLIHS.xls Series in Current and Chained Dollars Table was Downloaded on 9/22/2005 At 12:40:20 PM: NIPATable7.xls

r The 2000 Census provides information about income in the Summary File 3 dataset. This dataset provides the results of the Long Form instrument sent to a proportion of the population. The 2000 Census measures per capita income for the year 1999. Administered in April of 2000 an individual or family can only report complete data for the 1999 year.

s The argument regarding a lack of concern about "zero" rate was the considerable amount of "home-owner" and real estate equity and annuity accounts (401 k) held by Americans. These are not included because it is considered part of "take home pay" but it is not available to spend. Cause for concern falls toward lower-income households who are without the "safety net" of personal savings or equity in property.

t Source: *Federal Register*, Vol. 70, No. 33, February 18, 2005, pp. 8373-83750

u Census 2000 data is available in Block Groups that are subdivisions of Census Tracts. In New York City these are defined by four to nine city blocks. The detailed criteria for designing a block group will be found at the following website: www.census.gov/geo/www/psapage.html

v Based on research in the *Sherman Creek Business Plan* (October 2005) prepared by LandAir Project Resources Inc. and G. L. Blackstone & Associates, LLC as sub consultants for the study.

w "Study Shows a Dwindling Middle Class" by Sam Roberts New York Times Published: June 22, 2006

x See: Source: <http://www.irs.gov/taxstats/indtaxstats/article/0,,id=96947,00.html> Internal Revenue Service

y Brookings Institution Center on Urban Metropolitan Policy unpublished data; U.S. Department of Housing and Urban Development, "The Housing Choice Voucher Program: Who is Served – A National Overview" (2003) See: www.brookings.edu/es/urban/publications/20031104_Stegman.pdf

z Zip Code Business Patterns <http://censtats.census.gov/cbpnaic/cbpnaic.shtml>

ZIP Code Business Patterns presents data on the total number of establishments, employment and payroll for more than 40,000 5-digit ZIP Code areas nationwide. In addition, the number of establishments for nine employment and size categories is provided by detailed industry for each ZIP Code.

aa Ibid.

ab Ibid.

ac Ibid.

ad Study was published by the Center for an Urban Future as reported in the New York Times 2/06/07s

ae See the website: <http://www.natarchtrust.org> for more information.

af See DCP site: <http://www.nyc.gov/html/dcp/html/about/pr072604.shtml>. As recently as 2004 building height has been an issue in Clinton. The proposal by DCP responded to community concerns that existing zoning controls permit development along Ninth and Tenth Avenues to be considerably taller than many existing buildings along the avenues, and could result a "saw tooth" skyline and/or "sore thumb" buildings that are out of character with their neighbors. The proposed text amendment would establish new height controls to ensure that new development is consistent with the scale and character of the surrounding neighborhood. The Preservation Area of the Special Clinton District area is bounded by on the north by 56th Street and 43rd Street to the south, roughly between Eighth and Tenth Avenues. An interesting and detailed background on the formation of the Clinton District may be reviewed at <http://hellskitchen.net/reports/kik/kik01.html> in an article describing anti-gentrification efforts entitled keeping the "kitchen" in Clinton.

ag This zone requires inclusionary housing contributions on site and through the purchase of negotiable housing certificates if public funding or any kind is involved in the project.

ah Jerry Armer, the chair of the community board, is known for saying that residents have spent a dozen years trying to change the zoning in the southern part of the Slope to protect brownstone neighborhoods that were outside of the Park Slope historic district.

ai An excellent source of expertise on community land trusts limited equity cooperatives, and community-based nonprofit is the [Institute for Community Economics](http://www.iceclt.org/clt/index.html) <http://www.iceclt.org/clt/index.html>

aj For more on CATCH see this website: <http://www.parodneckfoundation.org/>

ak The report was released on November 14, HUD. It is a 400 page, two-volume report on the rehabilitation of affordable housing. See: Listoken, D. et al. (2006) *Best Practices for Effecting the Rehabilitation of Affordable Housing*. The entire text may be retrieved from www.huduser.org/publications/affhsg/bestpractices.html. The second volume is entitled, Technical Analyses and Case Studies. This portion provides subject discussions and case studies. The subjects covered are Tax Credits, Building Code Standards, and Receivership. Case studies include Rehab barriers in Seattle; national examples of the compatibility of historic and affordable housing preservation; the St. Paul-Ramsey County Lead Hazard Reduction Program; and the Chicago Mayor's Office for People with Disabilities.

al See Gale/Thompson's <http://www.gale.com> launch of Consulta at: <http://www.gale.com/consulta/> is an example that portends a technological end to linguistic isolation.

am See: http://home2.nyc.gov/html/ops/downloads/pdf/2007_mmr/0207_mmr.pdf Community Boards have been requesting a breakdown by district.

an More information is available at the [Center for Financial Services Information](http://www.cfsinnovation.com). (<http://www.cfsinnovation.com>).

ao See website <http://www.cfsinnovation.com/my.php> for more information on

ap The mailing address is, 4211 Broadway, NY, NY 10033 and it is located at Fort Washington Avenue between 178th and 179th Streets) (212) 927-5771 The credit union is a full-service financial institution dedicated to meeting the needs of the low-income residents of Washington Heights and Inwood. This deposit continues to be renewed annually. Over the next few years, investment programs such as this are worthy of more aggressive development. Other organizations that have benefited from this policy are the Central Brooklyn Credit Union, Community Capital Bank and the Community Development Trust (CDT) created by LISC as a real estate investment trust to provide secondary market for low-income housing loans that offers a competitive return on investment to its stockholders. In this case, the bank purchased \$100,000 shares at \$10 per share. This was a national program and New York State got a commitment to dedicate about 25% of this contribution.

aq The website address of the National Low-Income Housing Coalition is <http://www.nlihc.org>

ar For a complete policy summary of benefits low- and moderate-income households go to www.cfed.org or http://www.cfed.org/imageManager/documents/publications/hips2/return_on_investment.pdf for the complete report and references to previous studies.

2.2 Housing

2.2.1 Overview

This section provides brief review of national housing policies and trends that have affected CD12 and summarizes the forces affecting housing in CD12. It lays out the characteristics of housing trends in Washington Heights and Inwood to focus on the second goal set by the Working Group: to foster development and preservation of affordable housing, encourage a mix of rental and ownership options and emphasize the preservation of the existing affordable stock of housing.

Housing is the most critical issue facing the district. The cost of shelter is increasing at a rate faster than wages. This leads to displacement and/or the rapid physical deterioration of housing. While rent-stabilized units comprised half of the New York City's rental stock in 2005, (1,044,000 occupied and vacant) the number of stabilized units in buildings built before 1947 (and which includes most of Washington Heights and Inwoods stock of rental units), declined by 28,000 at the same time that it increased by 29,000 in buildings built after 1947.

The general reduction in affordability since 2000 in comparison household income and the capital needed to preserve housing is the top concern. Preservation of housing in Washington Heights and Inwood is viewed a means to ensure affordability. Resources drawn from new housing, commercial office, retail and institutional development in the district are one source of needed capital. However, these resources are not sufficient to sustain the affordability of existing rental housing or its preservation.

Eight indicators have been used in this report to describe the housing stock in CD12. 1) Rent Regulation, 2) Rent Burden, 3) Housing Wage, 4) Physical Conditions, 5) Year of Construction 6) Location and Change in Quantity, 7) Value, and 8) Overall Affordability. Each reflects trends associated with affordability, rent regulation and the stability of the building stock.

Although the vast majority (95%) of the housing stock in CD12 is rent regulated by one means or another, close to a quarter of all households are paying more than 50% of their income for shelter. This means that the combined wages would need to be \$22.00 per hour for a family to afford a two-bedroom apartment at 35% of income. Put another way, this figure is consistent with the Districts 30% poverty rate.

The overall physical condition of the buildings in CD12 is sound thanks to the relatively high quality of pre-war construction; however, they are reaching an age where neglect will allow the building "systems" (plumbing and electrical) to deteriorate rapidly. Further, there have been losses of housing stock associated with the expansion of the New York Presbyterian Hospital and by commercial office and retail growth. As market trends have caused value to increase faster than rents, and with wages falling behind, the situation is becoming untenable. Unless incomes rise (through real increases) and rents (through stabilization) are brought closer into alignment, a large number of working class families will be unable to maintain their position in CD12.

This section concludes with recommendations related to affordable housing preservation and development.

2.2.2 Brief Assessment of Housing Policies

The national policy encouraging home ownership requires a special approach in major urban housing markets such as New York City. Due to a variety of factors, low income minority and mixed race families are more likely to rent rather than own their homes. The rental stock

is aging, but much of new construction that is replacing units lost is at the upper end of the rent spectrum.^a At the same time, physical deterioration stimulated by disinvestment is removing low-cost rentals from the supply.

National Housing Policies and Trends

The Uniform Relocation Act was passed in 1973 to assist families in HUD redevelopment programs with funds for new or replacement housing. Self-help and sweat-equity energized the housing movement and by the late 1970s, the terms “urban pioneers”, “squatting”, and “sweat, contractor, sweat” were in common usage in NYC. The Housing and Community Development Act of 1974 consolidated categorical grant programs into Community Development Block Grants (CDBG). Section 8 certificates became available (a demand-side subsidy) and some buildings were developed using project-based financing. Section 8 programs pay the difference between 30% of a household’s income and the HUD-calculated the Fair Market Rent.

Washington Heights and Inwood, were unable to make use of the Housing Development Grants (a national program enacted in 1983 and known commonly as HoDAG) that stimulated rental-housing developers. Although applied elsewhere in the city, the district’s lack of demolished building sites or vacant land and the quality of the existing stock did not yield opportunities for the NYCHP. However, it did benefit greatly from programs designed to stabilize and refinance as well as improving energy conservation.

Steady and unrelenting pressure on the federal budget led to a moratorium on housing production in the early 1980s. By the mid 1980s, only 1.48 of the 93.5 million housing units in the United States were in public units, or just 1.6% of the stock. All forms of assisted housing in the U.S (including 202 and Sec. 8) totaled 3.7 million or about 4% of the nation’s total supply. In 1986 Congress introduced the Low-Income Housing Tax Credit^b, and the Local Initiative Support Corporation and Enterprise Communities Foundation become major facilitating agents for financing affordable housing. The Stewart B. McKinney Act passed in 1987 set up programs to manage homelessness.

As the situation worsened, Congress was finally persuaded to adopt the National Affordable Housing Act (NAHA) in 1990.^c This mandated governmental support for nonprofit community-based development corporations to develop low- and moderate-income housing. It created new housing-investment partnerships between the public and the private sectors in affordable housing production. Budgets for HUD have been increasing since 1990, a reflection of concern about the homeless population and the lack of affordable housing, though federal funding for housing has still not yet returned to its pre-Reagan level.

In the mid-1990s, HUD began the Consolidated Planning^d process to assist local governments with input from citizens and community organizations. The program required plans to have a public planning process for state and local projects. It set up a uniform application to all HUD grant programs and required documentation of local priorities in a public forum. Finally, HUD and the participating jurisdiction were committed to implement the changes and ideas adopted by the community.

New York City: 1970s, 1980s and 1990s

By the mid-1970s, the city’s housing recession was sufficiently serious to threaten the stability

of New York City's entire stock of private rental housing. Disinvestment led to owner-abandonment, forcing the city to foreclose, a process that took three-years. In 1977, the passage of the "fast foreclosure" law allowed foreclosure on most properties after one year of unpaid taxes. The City acquired properties quickly during the first two years, but the rate slowed dramatically in 1985 as the cost to the city of owning and managing these properties approached \$100 million annually. The economic realities of rapid increases in energy costs, disruptions in building services, postponed repairs and overall, a consistent deterioration of living conditions required enormous efforts from all levels. Between 1988 and 1992, 140,000 apartments, involving 7,500 residential buildings, were in serious tax arrears and/or undergoing mortgage foreclosure. This represented a 400% increase in just five years.

The economic realities of 70s, 80s, and early 90s made some of NYC's housing unprofitable. Inflation in operating costs continued rise. Growing unemployment left many low-income working families unable to cover the rent. The cost-income gap of rental housing widened between cash outlays and rent receipts. Cash flow equity evaporated as refinancing against existing mortgage obligations reduced rehabilitation opportunities. Less recognized was the downside of the "80s housing boom". Adjustable interest rates caused many owners to strain building equity with over-leveraged mortgages to cover rising costs on the assumption that market value would appreciate. Many owners held extensive debt with high monthly payments that eliminated cash return. Lenders backed away from "higher risk" neighborhoods and the number of "bargain sales" or "fire sales" that legally terminated the original owner's liability increased. The rate of refinance loans rose to 25.9 per 1,000 properties.

The New York City Community Preservation Corporation (CPC) is a consortium of banks that make mortgage loans for the rehabilitation of apartment buildings. From 1975 to 1985, the CPC provided \$61.8 million in rehabilitation financing for 155 buildings in Washington Heights. The housing stabilization achieved in Washington Heights through the loans and improvements to occupied buildings included rent restructuring and stabilization to make the financings possible. It brought the area to the point where projects without substantial subsidies, incentives, and benefits were included in the mix. Just 30 years later, the moderate rehabilitation question becomes an important part of this community's history once again. Is the same partnership available today? Can new or equally effective programs bring the level of financial restructuring expertise to a community that continues to need it?

It was not until the end of the New York City recession in 1993 that the city's housing development and preservation efforts began to take a firm hold. New York City is one of the few cities in the United States that directs its tax revenues to produce innovative combinations of incentive and subsidy for affordable housing preservation and new construction.

The Clinton Special Purpose District (CL) was adopted in 1974. Following a series of independent community initiatives, the Department of City Planning responded to community needs with a number of zoning text revisions that encouraged the protection of both residential and business based land uses. Since its passage, community groups and activists have formed a vigorous network to resist the displacement efforts of large real estate interests described as *keeping the kitchen* in Hell's Kitchen. More recently, this has served as a model for Washington Heights and Inwood. It was also during this same period that the Neighborhood Preservation Program (NPP) picked Washington Heights as a target neighborhood for preservation and stabilization, which prevented a significant loss of buildings and residents to property abandonment.

New York City: 2000 to 2005

The number of housing units in the City rose by almost 7 percent from 1990 to 2000. In 1990, the U.S. Census Bureau reported that New York City had 2,992,169 total housing units. In 2000, the total increased by 208,743 to 3,200,912. The number of city-owned vacant buildings declined from 1,763 in FY 1994 to 524 in FY 2002 and to less than 500 in FY 2005. The 2005 *State of New York City's Housing and Neighborhoods*^e reports a significant “up-market” shift since 2000, reporting a decrease of 156,000 apartments renting for less than \$1,000/month, while the number that rented for more than \$1,400 grew by 63,187 – an increase of nearly 25%.

New York City spent \$5 billion from 1987 to 2002 on affordable housing programs, contributing to a diverse mix of wealthy, moderate-, and low-income households living side by side. Through the Housing Development Corporation, programs that provide tax-exempt bond financing to housing developers are available with a set aside of 20 percent of the apartments for low-income tenants. This works to mitigate market forces that tend to create economic segregation. This is especially important as the city's number of rent-regulated units continues to be on the verge of a potentially serious decline. This will be determined by the number of housing units with affordability restrictions that will expire and the number of units Mitchell-Lama housing owners might remove from the regulated market with mortgage pre-payments.

Past programs such as Mitchell-Lama program (authorized in 1955) gave low-interest mortgages and inexpensive land to housing developers. A provision allows developers to leave the program after 20 years by repaying their mortgages. In 2005, about 115,000 units remained, though many of them were expected to leave in order to take advantage of profits available in the private market. In CD12, Mitchell-Lama and Existing Limited Dividend Projects included Promenade Apartments, Nagle House, Inwood Terrace, Inwood Gardens, Inwood Heights and Inwood Tower. As of 2005, however, only two locations in CD12, Isabella and Bridge Apartments were considered possible buyouts that would lead to the loss of regulated housing.

In 2003, Mayor Bloomberg launched the New Housing Marketplace, a \$3 billion initiative to build or preserve 65,000 affordable homes by 2008. Advocates such as Housing Here and Now, a coalition that has led to interventions in bank refinancing accountability, asked the Mayor to do more. As of 2005, about 26,000 units were built or being planned. Mayor Bloomberg countered by expanding the city's goal to 165,000 units. This total divides evenly between new construction and the preservation of existing housing. Sustaining the affordability of existing housing created by programs such as Mitchell Lama includes the re-financing of buildings to keep them affordable. The Mayor's goal is 73,335 new rental units and the preservation of 43,539 rental units by 2013. The balance to bring the total to 165,000 units is based on the pledge to produce an estimated 50,000 in new homeownership units.

There is criticism that the New Housing Marketplace affordable housing program benefits mostly the middle class. The city's housing commissioner defends the shift, saying that the city is striking the right balance between serving low-income and other middle-class workers. According to Housing First^f a coalition of churches, banks, and housing organizations, the mayor should seek to build an additional 185,000 new affordable homes over the next decade.

Some evidence suggests that the total cost of “rent supplements” or “housing vouchers” for units of the same size and in the same general location are lower than the costs of new housing production programs^g. For communities such as CD12 the absolute priority is to bring additional resources to stabilize rents for households while maintaining sufficient cash flow to owners to sustain the existing stock. The Furman Center report (2005) indicates that from 2003 to 2005, the median monthly rent for unsubsidized apartments (95% of CD12’s stock) increased in NYC by 20%. Adjusted for inflation, the median rent increased by 8% while the median income fell by 6.3 percent in three years.

The following will describe how a set of exacerbating factors affecting CD12’s aging stock involves the steady removal of lower cost rentals from the supply. Disinvestment comes in many forms with numerous causes, including decline in real income, and leads to displacement. New construction is replacing units lost at the upper end of the rent spectrum at a much greater rate. This trend mirrors the “greenfield” policies of many urban areas that favor new construction instead of the restoration and rehabilitation of the older built environment.^h However, in New York, much of the demand is for luxury housing, especially in Manhattan, creating a private renewal process that might be termed New York City’s “greenfields”.

2.2.3 Housing Indicators in CD12

According to the Housing Vacancy Survey (HVS)ⁱ, CD12 has 74,172 units. Of this 66,669 are rented apartments, 4,557 are owner-occupied, and the balance, about 3,000 units of owner and rented units, were on the market. The 2005 HVS estimates a small increase to 75,044 units and an increase in the home ownership rate to 2.2%.

CD12 has a substantial stock of well-built housing. The Rent Stabilization Program currently protects ninety-five percent of this housing from rent speculation. Nevertheless, there are some indications this is not enough to protect families from rent burdens or to sustain the physical soundness of the buildings themselves. The following will describe variables most useful in defining housing in CD12.

- ✓ Rents and Vacancy Rates
- ✓ Renter Occupied Housing Units and Rents
- ✓ Regulated Rents
- ✓ Cost Burden
- ✓ Severe Rent Burden
- ✓ Using the “Housing Wage” Indexing
- ✓ Real Property Income and Expense (RPIE)
- ✓ Foreclosures, Vouchers, and Expiring Use
- ✓ Affordability and Fair Market Rents
- ✓ Age of Housing: Year of Construction
- ✓ Housing Condition Complaints
- ✓ Building Code Violations
- ✓ Housing Turnover
- ✓ Housing Value and Repeat Sales
- ✓ Recent Sales Snap Shot
- ✓ Qualified Census Tracts for LITC

Table 2.2.4a: Vacancy Status of Housing CD12

Housing Units	New York City	Manhattan	CD12
For rent	75,664	21,316	1,842
For sale only	19,671	4,659	204
Rented or sold, not-occupied	15,989	4,788	167
For seasonal, recreational, or occasional use	33,217	21,640	189
For migrant workers	86	77	0
Other vacant housing units	34,697	7,020	245
Total Vacant Units	179,324	59,500	2,647

Vacant housing units - Vacancy Status - 2000 Census (“Long form”) Bureau of the Census

In 2000, the rents paid by residents of CD12 indicated a high percentage of housing was affordable to current residents with 62% of units renting at or below \$800.00. On the other hand, about 25% of the households were paying more than 50% of their income for rent. This trend needs to be watched closely. It applies to each of the Census Tracts, or just over 16,000 households. The concept of a "Housing Wage" is used in defining "affordability". To afford an apartment in CD12, the average household must earn about \$22.00 per hour.

Rents and Vacancy Rates

In 2005, the vacancy rate for New York City was 2.94%.^j This is well below the statutory requirement of 5% that defines a housing crisis and triggers New York City's rent stabilization regulations. In CD12, the vacancy rate has remained consistently below 2%. Given the shortage of housing available for rent, rents will not go down.

In the face of rising regulated housing costs, the only currently feasible alternative for the household or for city housing policy is to develop income supplements. Other agencies of the city and state social policy need to focus on methods to increase household income through methods such as the earned income tax credit for lower income households, training in improved job skills, and more long term, improved education.

Renter Occupied Housing Units

Of the 64,882 rental units in Washington Heights and Inwood, 22,406 rented for less than \$500 (35%), 39,572 rented for \$500 to \$999 (61%) and just 2,904 rented for \$1000 or more (4%) in 2000.

As the Chart 2.2.4a illustrates, Manhattan commands an increasingly higher share of housing at rents above \$1000/month. Over 90% of all NYC's housing renting at \$2,000 and above is located in Manhattan. CD12 provides about 14% of Manhattan's housing below \$500 per month but as this helps to illustrate, it also has a higher percentage from \$500 to \$800 when compared to Manhattan's share of this segment to the city overall.

Table 2.2.4b: Contract Rent

Renter-occupied housing units contract rent:	New York City	Manhattan	CD12
Less than \$100	23,356	6,483	327
\$100-149	62,623	17,285	630
\$150-199	75,404	22,879	1,459
\$200-249	54,341	17,262	1,331
\$250-299	50,391	15,288	1,326
\$300-349	58,188	18,153	1,546
\$350-399	52,834	15,955	1,713
\$400-449	91,957	24,386	2,287
\$450-499	114,938	29,832	3,960
\$500-549	159,356	34,516	5,731
\$550-599	128,469	23,074	6,311
\$600-649	173,795	28,170	6,619
\$650-699	141,978	19,799	6,197
\$700-749	142,341	21,172	5,671
\$750-799	111,395	17,033	4,009
\$800-899	187,313	34,541	6,396
\$900-999	111,329	29,747	4,024
\$1,000-1,249	140,827	58,724	3,712
\$1,250-1,499	59,233	37,187	1,103
\$1,500-1,999	64,426	50,300	341
\$2,000+	62,402	58,104	165
No cash rent	41,642	9,999	1,165

Source: Contract Rent - 2000 Census (Long formⁱⁱ) from the Bureau of the Census Renter Occupied via Inforshare.org

The displacement of households in other parts of Manhattan is creating displacement in CD12. When the owner removed 3333 Broadway at 135th and Broadway from the affordable housing agreement created by the Mitchell-Lama program in 2005 a \$1,025 per-month rent for a three-bedroom apartment changed overnight to \$2,020.

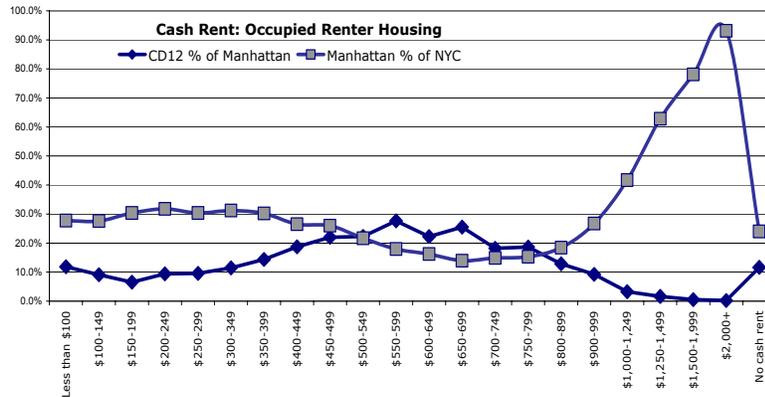
The percentage of affordable housing in CD12 to Manhattan and that of Manhattan to New York City is illustrated in Chart 2.2.4a with the number units used illustrated in Table 2.2.4b.

Chart 2.2.4b illustrates the large share of apartments in CD12 that rented for less than \$600

per month in 2000. These units represent 28% (18,289) of the total. A larger share (35%) rented between \$600 and \$799 out of the 64,858 rented units in the sample. The Table 2.2.4c and Chart 2.2.4c compare Manhattan rents with CD12 to further illustrate the importance of CD12 as an affordable housing community.

The distribution of rents in Manhattan Washington Heights and Inwood suggests increased competitive pressure on resident households of CD12. The fact that most (95%) of CD12's rented stock is regulated may not be sufficient to produce stability.

Chart 2.2.4a: Contract Rent



2.2.4 Regulated Rents

The desire to make housing affordable to a diverse range of incomes makes urban economic sense. It also makes large-scale rent management a public responsibility. Ultimately, housing and its quality provides the foundation of New York City's productive capacity. The New York City Rent Guidelines Board (RGB) mandates adjustments in the cost of shelter for the nearly one million dwelling units subject to the Rent Stabilization Law in New York City. The Board holds an annual series of public meetings and hearings to consider research from staff, and testimony from owners, tenants, advocacy groups, and industry experts.

In March, the Rent Guideline Board releases its annual compendium of research on the affordability of rent-stabilized housing (RGB-04 and RGB-05) in New York City. *Housing NYC: Rents, Markets and Trends 2005* outlines the decision making process for assessing the operating cost and availability rent stabilized apartments. In June of 2006, the RGB recommended increases of 4.25% on a one-year lease and 7.25% on a two-year lease. From 1989 to 2000, rents set by the RGB have increased by 53%.

The report also provides analysts of the housing market with comparative information based on the New York City Housing Vacancy Survey and a series of supporting data sources. The RGB 2004 Study, for example reports a net loss of 7,556 housing units in 2003. The city added 5,136 units but lost 12,692 during this period.

The RGB 2005 Study reports the net loss of

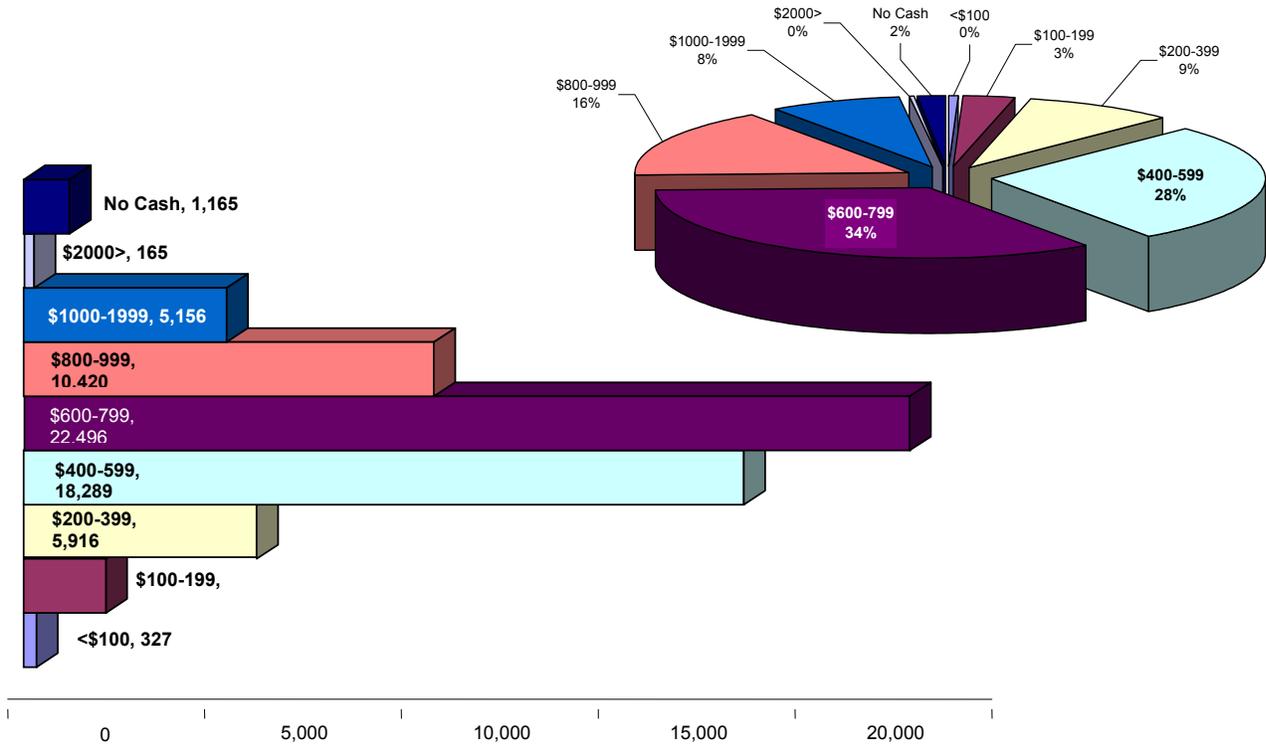
Table 2.2.4c: Contract Rent Distribution

Rent Levels	NYC Rents of 2,066,896 Units	Manhattan Rents of 579,890 Units	CD12 Rents of 64,882 Units
< \$499	584,032	167,523	14,579
\$500-999	1,155,976	208,052	44,958
\$1000 +	326,888	204,315	5,321
Total	2,066,896	579,890	64,858

4,709 rent-stabilized units in 2004. This study also reports the largest source of additions to the rent stabilized stock was through new construction using the 421a tax exemption benefits. The estimate was 4,941 units more than double the 1,929 in 2003.

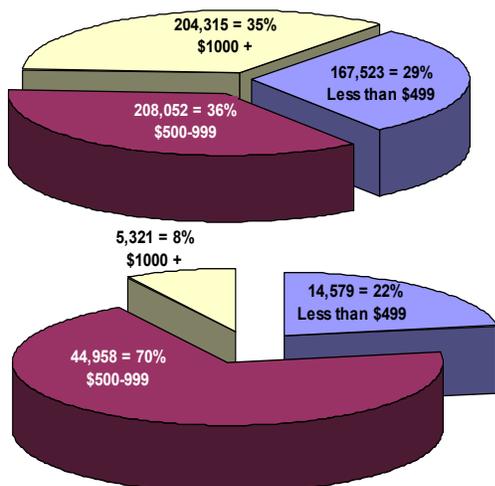
The regulation of rent policy in New York City is an attempt to produce a stable living environment for a substantial portion of New York City's families of modest means. If the cost of shelter increases at a rate more rapidly than household income, the community will develop extensive internal hardships. The question is whether there is a fair sharing of hardship given

Chart 2.2.4b: Rent Distribution CD12 in 2000



Source: HCT51. GROSS RENT [24] - Universe: Specified renter-occupied housing units Universe: Total population
 Data Set: Census 2000 Summary File 4 (SF 4) - Sample Data NOTE: Data based on a sample

Chart 2.2.4c Distribution Manhattan (top)
 CD12 Rents (bottom) in 2000



current wage rates and the choices available for a public response.

In CD12, the full impact in 2007 may be an increased rate of economic distress leading to the threat of eviction. The first point made by the Furman Center 2005 report is that since 2000, falling real incomes and rising rents is increasing the strain on New York's households. This rise in the "burden of housing cost" on the workforce that staff the City's police, fire and other basic services is a matter of increased concern. RGB-2004 and 2005 reports illustrate the relationship of New York City to its rent stable housing stock. The following tables include estimates of CD12's regulated stock for comparison.^k

The NYS Department of Housing and Community Renewal (DHCR) administer the rent regulation laws. In general, rent stabilized apartments are in buildings that have six or more units built between 1947 and 1973. Some stabilized apartments are in buildings constructed prior to 1947 if the renter established residency after 1971. Rent stabilized units become deregulated if the rent after vacancy reaches \$2,000 or more and/or the tenant's adjusted income reaches or exceeds \$175,000 for two consecutive years.

Rent controlled apartments are buildings built before 1947 that have three or more units with a tenant living there continuously since June 1971. These apartments become "vacancy de-controlled" when a rent-controlled tenant dies or leaves no legal successors, voluntarily moves out, or lawfully evicted.

The New York City Housing Maintenance Code (HMC) governs the maintenance and protection of Washington Heights and Inwood's housing. It provides for minimum standards to protect the health, safety of the population through fire protection and assurances that residents have light, ventilation, cleanliness, and system maintenance in all residential apartments in New York City.

The percent of CD12's housing in the rent regulated housing market stands at 95% of all units. CD12 represents 13.5% percent of the Manhattan's population, but over 18% percent of its rent stabilized housing stock. In addition, the estimated number of housing units within this stock that is considered "FAIR" or "POOR" is a matter of equal concern, but difficult to ascertain without an extensive network of tenant organizers to work with housing managers.

2.2.5 Cost Burden

A household has a "housing cost burden" if it spends 30 percent or more of its income on housing.^l The following focuses on the location of households in CD12 with a severe cost burden. When rental housing is addressed the cost burden is called the rent burden. Half of all renters in New York City now pay at least 30% or more of their gross income on housing based on the American Community Survey of data collected throughout 2005.

A household has a "severe cost burden" if it spends 50 percent or more of its income on housing. Owner housing costs consist of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; utilities; and fuels. Renter cost calculations use gross rent, which is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels if these are paid by the renter (or paid for the renter by someone else).

Household income is the total pre-tax income of the householder and all other individuals at least 15 years old in the household. In all estimates of housing cost burdens, owners and renters for whom housing cost-to-income was not computed are excluded from the calculations.

Another way to illustrate a dimension of the core-housing problem in New York City and especially in CD12 stems less from a deficit in the supply of affordable housing in 2000, than from a shortfall in income. Households are struggling to keeping up with basic operating cost assessments established by the Rent Guidelines Board. In 2000, 62% of the rent stock representing 49,000 apartments was on the market for \$800 a month or less. This makes the number of households in Severe Rent Burden even more alarming.^m

In brief, CD12 maintains the highest percentage of rent-regulated/other subsidized apartments in New York City, (94.7%) and the highest percentage of property tax delinquencies in the City. This is a deadly combination and a potential cancer defined by an irretrievable physical deterioration of the building stock and the displacement of residents.

Buildings with increased operating costs and tenants with decreasing household income lead to evictions, cycles of reprisal, retribution, and community despair. To counter this threat, consistent community wide advocacy linked to citywide networks now calls for high quality housing with significant subsidy is essential.

Table 2.2.5a: Rent Regulated Housing

	NYC	Manhattan	CD12
Total of All Housing Units [1]	3,208,588	720,072	74,172
Total of Renter Housing Units	2,084,769	557,492	66,669
Regulated Housing			
Rent Stabilized Units (Pre-47 and Post-46)	1,013,934	328,547	59,650
Rent Controlled	59,324	27,537	1,200
Mitchell-Lama	65,189	14,418	400
Public Housing	178,074	54,850	1,700
Other Regulated	103,249	42,326	160
Total Regulated Rental Housing	1,419,770	467,678	63,110
Other Rentals Deregulated or Never Regulated	664,977	89,787	12,500
Regulated Housing as a % of Total Housing	44.2%	64.9%	85.1%
Regulated Housing as a % of Total Rental Housing	68.1%	16.1%	94.7%

Source: Appendix D: 2002 Housing Vacancy Survey, Summary Tables – D.1 Occupancy Status, Note: all housing units includes owner occupied, renter-occupied, vacant for rent, vacant for sale, and vacant unavailable. The data is from the New York City Housing Vacancy Survey (HVS) Sub-borough area 310. The 2000 Census counted 73,228. Where possible this study uses the HVS data.

Table 2.2.5b: 2002 Renter Occupied Housing Units by Rent Regulation Status

NYC CD12	Total Renter Occupied	Controlled	Total Stabilized	Stabilized Built Pre-1947	Stabilized Built 1947 or Later	Mitchell Lama	Public Housing	All Other Renter Housing
TOTAL	2,023,504	59,324	988,393	752,130	236,263	63,818	174,490	737,479
Bronx	358,885	5,496	204,839	168,423	36,416	18,866	42,657	87,027
Brooklyn	627,536	15,949	265,208	208,442	56,766	21,053	57,894	267,432
Manhattan	557,491	27,537	328,574	274,059	54,515	14,418	54,850	132,112
CD12 (EST)	67,000	1,200	63,450	52,400	20,700	400	1,800	12,500
Queens	423,206	10,342	181,068	99,025	82,042	7,986	16,018	207,792
Staten Is	56,386	0	8,705	2,182	6,523	1,494	3,071	43,116

Totals for CD12 is estimated to the nearest 100. In this table, data for the areas known as Marble Hill (Manhattan CT 309) are included with the Bronx. Source: RGB: <http://www.housingnyc.com/html/research/hvs02/rentertables/table14.html> Total Unit base is 73,100.

Table 2.2.5c: Units by Rent Regulation Status

Neighborhood Residential Structure Condition RENTER OCCUPIED HOUSING Rating (RESPONDENT)

NYC	Total Renter Occupied	Controlled	Total Stabilized	Stabilized Built Pre-1947	Stabilized Built 1947 or Later	Mitchell Lama	Public Housing	All Other Renter Housing
GOOD NYC	966,855	29,409	455,543	335,035	120,508	33,565	73,278	375,061
FAIR NYC	457,315	9,886	254,020	208,092	45,928	12,354	61,551	119,504
POOR NYC	93,486	1,613	50,906	44,241	6,665	3,133	16,923	20,911
NOT REPORTED	243,579	8,374	118,048	90,856	27,192	9,615	14,141	93,410

Source: RGB <http://www.housingnyc.com/html/research/hvs02/rentertables/table57.html>

Rents and Incomes

Table 2.2.6 illustrates housing rents as a percent of household income. Of the total, 38,566 households pay below 35% of income for housing. A central question therefore concerns the 27,481 households that pay more than 35% of which over 16,000 pay 50% or more. How likely are these households to increase incomes sufficiently to meet rising rents? Creative options are prolific New York, but require effective organization. For example one income supplement effectively holding rents down is the development of the Net Lease agreement.ⁿ In these agreements, the tenant assumes some of the duties traditionally required of a land-owner. A nonprofit corporation holds the lease and assumes responsibility for painting, minor repairs in a tenant/community group partnership. For these “net leasing” apartments there is generally a third party payer that assures rent payment.

Table 2.2.6: Rent as % of Income	New York City	Manhattan	CD12
Less than 10.0 percent	183,189	69,113	5,368
10.0 to 14.9 percent	249,840	74,599	7,883
15.0 to 19.9 percent	262,246	75,019	8,314
20.0 to 24.9 percent	232,427	64,936	6,860
25.0 to 29.9 percent	199,904	56,349	5,734
30.0 to 34.9 percent	146,710	41,591	4,407
35.0 to 39.9 percent	101,000	28,809	3,082
40.0 to 49.9 percent	139,268	38,478	4,717
50.0 percent or more	470,371	112,097	16,111
Not known	123,583	28,898	3,571
		TOTAL	66,047
		35% or more	27,481
		50% or more	16,111

Gross Rent as Percent of Household Income - 2000 Census ("Long form") via Inforshare.org

2.2.6 Severe Rent Burden

The U.S. Census defines severe rent burden as households that pay more than 50% of their income for rent.^o The table below suggests that nearly every part of Washington Heights and Inwood have a significant percentage of rent-burdened households in every census tract. Table 2.2.7a below shows a range from 13.5% to over 35% of households. This is 16,111 in 2000. Using the average household size of 2.74 this means over 44,000 people are in “crisis”. They are one minor “setback” away from potential eviction and possible homelessness. Map 2.2.7 illustrates census areas of CD12 where sever rent burden is greatest. In the five years since 2000, the number of rent-burdened households continues to increase based on anecdotal information.

Chart 2.2.7a illustrates the rank order of census tracts in CD12 by percentage of households with income less than 80% of the AMI (1999) with a cost burden - paying more than 35% of income for gross rent.

This chart also suggests there is little direct relationship between cost burdened households and overcrowding as illustrated in Chart 2.2.7a. This impression deserves inquiry in areas where overcrowding occurs at over 30% of the housing. In addition, the general notion of crowding as more than one person per room per household is contrary in part, to the preferred extended family living environment in the community.

In Manhattan, the percentage of households with income from 0 to 80% of the area media income with a housing cost burden is 59.6% and the percentage of households with severe housing cost burden is 37.5%. In Manhattan, the percent of housing units defined as “overcrowded” is 10.5%. For comparison to Manhattan, the following provides the percentage of households in CD12 with the low and high census tract numbers in parenthesis. Chart 2.2.7a

identifies Census Tracts in CD12 where the percentage of households with incomes from 0% to 80% of the area median income (AMI) per tract is greater than 60%. These areas should be monitored more closely for worsening housing conditions.

COMMUNITY DISTRICT 12-M HOUSEHOLDS WITH SEVERE RENT BURDEN



Map 2.2.7 Rent Burden

HOUSEHOLDS WITH SEVERE RENT BURDEN

-  MORE THAN 30%
-  25% - 29%
-  13% - 24%

COMMUNITY DISTRICT 12-M
CENSUS TRACTS

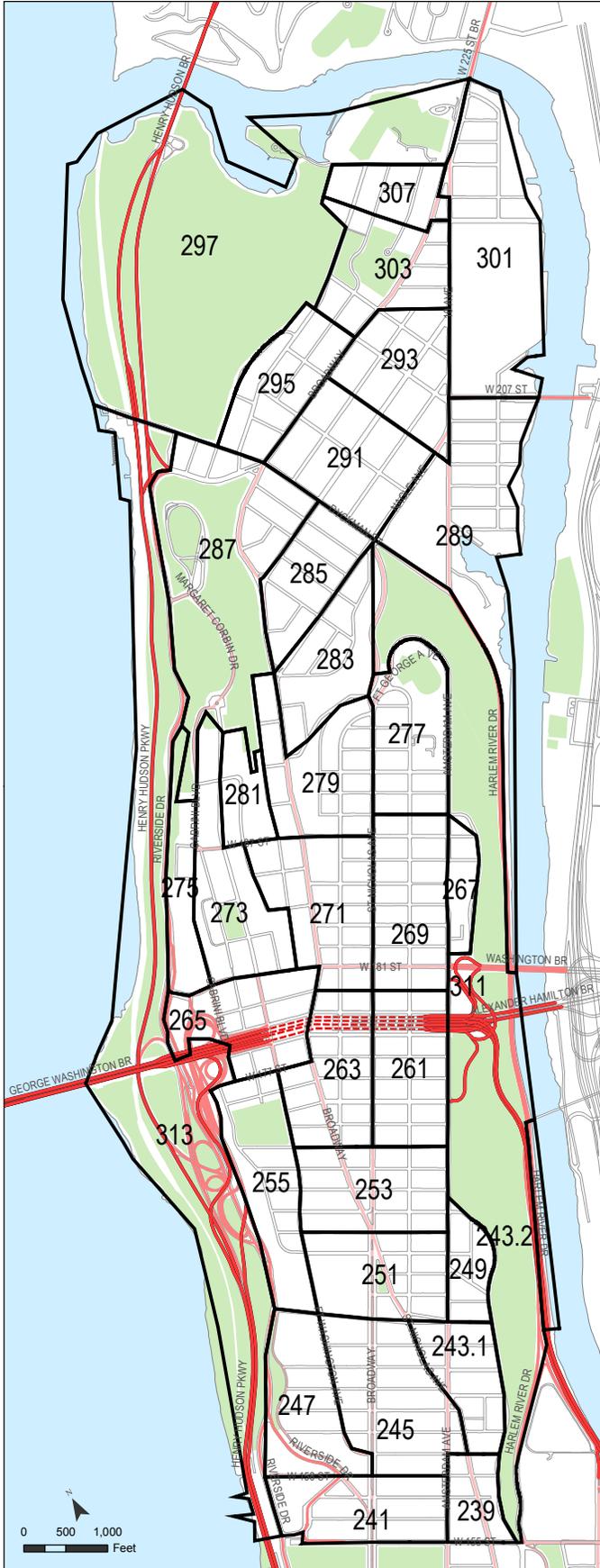


Table 2.2.7a:
Rent Burden

Census Tract	Households Severe Rent Burden, Number, 2000	Households Severe Rent Burden, Percent, 2000
239	203	21.5%
241	613	22.7%
243.01	311	26.5%
245	1,093	25.1%
247	525	24.3%
249	94	29.3%
251	212	28.3%
253	928	26.7%
255	520	24.5%
261	902	26.4%
263	677	25.8%
265	635	25.9%
267	220	35.1%
269	818	33.5%
271	647	24.0%
273	458	18.7%
275	146	18.2%
277	574	29.7%
279	1,126	29.2%
281	209	21.3%
283	845	32.4%
285	758	29.8%
287	378	24.4%
289	196	13.7%
291	930	27.2%
293	931	34.1%
295	600	19.7%
297	0	N/A
301	0	N/A
303	337	20.8%
307	218	17.8%
311	0	N/A
313	7	29.2%
Total	16,111	25.5% AVG

CENSUS TRACTS

Tract Boundary

Source: NYCmap, Community Cartography, Census 2000

Map 2.215a US Census Tracts

Chart 2.2.7a: Cost Burden/Overcrowding in CD12 by Census Tract

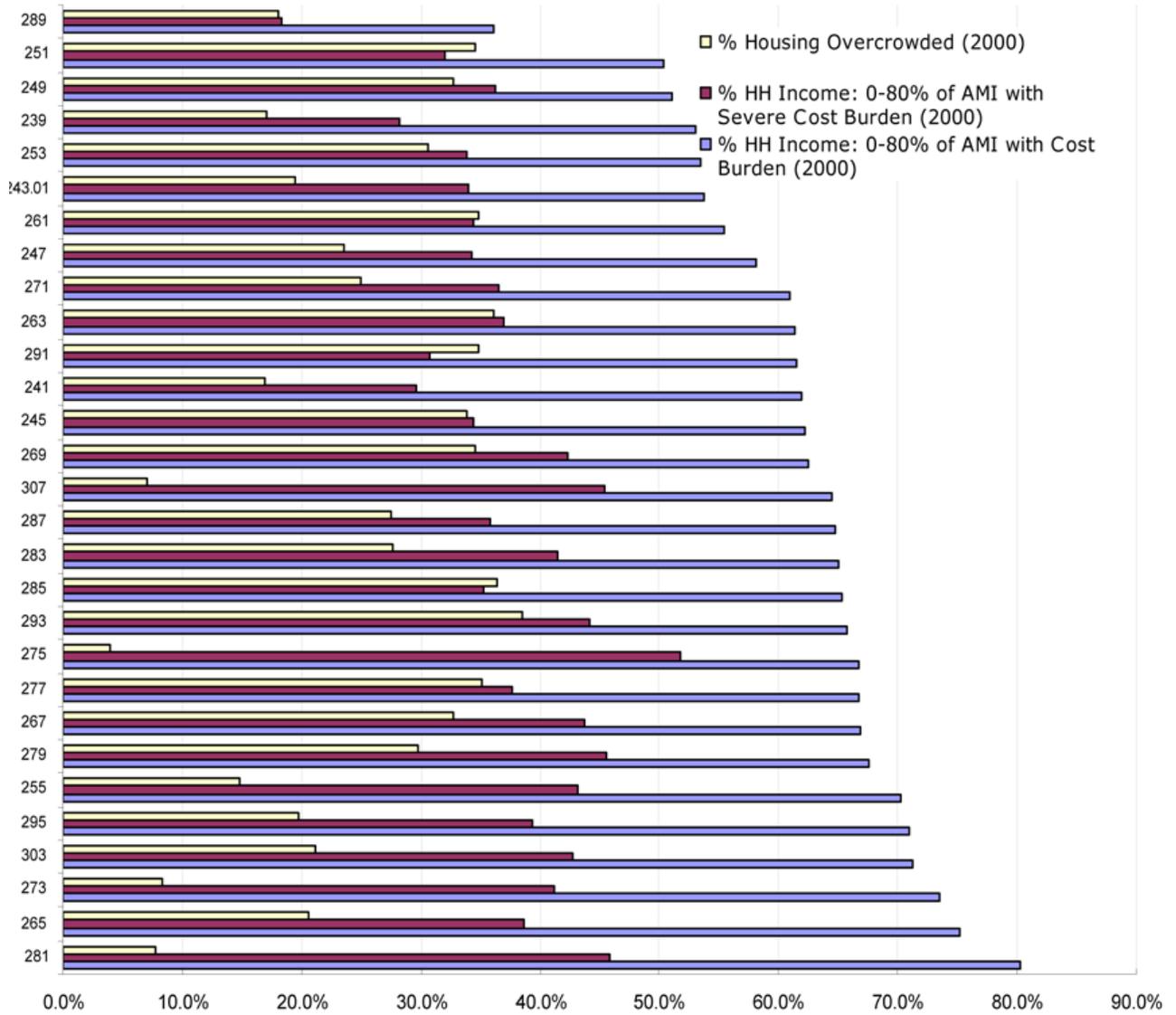


Table 2.2.7b: Cost Burden and Over Crowding

Percent of Households with:	NYC	Manhattan	CD12
Income 0-80% of area median with housing cost burden	62.6%	59.6%	62.4%
Income 0-80% of area median w/severe cost burden	38.9%	37.5%	36.8%
Pct. housing units that are overcrowded	14.6%	10.5%	26.6%

<u>Washington Heights and Inwood Census Tract (CT)</u>	<u>Low (CT)</u>	<u>High (CT)</u>
% low income households w/ cost burden:	36.1% (CT 289)	80.3% (CT 281)
% low income households w/ severe cost burden:	18.3% (CT 289)	51.8% (CT 275)
% of housing defined as overcrowded:	4.0% (CT 275)	38.5% (CT 293)

Note: Low income is define as below 80% of median income

2.2.7 Defining Affordability: The Housing Wage

A useful way to provide a concrete picture of “what is affordable”, was developed by the National Low-Income Housing Coalition in “*Out of Reach*”: 2004 and 2005.^p Called the “housing wage” it is the amount a person must to earn to afford a two-bedroom rental unit at fair-market rent while paying no more than 30 percent of income in rent. In Manhattan, the “housing wage” is \$19.58 in 2004 in 2005 it is \$21.79. This would require 3.6 full time minimum wage workers per household needed to afford the fair market rent of a two-bedroom apartment.^q

In Manhattan (2004), an extremely low-income household (four members) at 30% of the Area Median Income (AMI) can afford monthly rent of no more than \$408, (earning \$16,320) while the Fair Market Rent for a two-bedroom unit is \$1,018. A minimum wage earner (earning \$6.00 per hour) can afford monthly rent of no more than \$312. In Manhattan, a worker earning the Minimum Wage (\$6.00 per hour) must work 131 hours per week in order to afford a two-bedroom unit at the area’s Fair Market rent. In Manhattan (2006), the HUD Area Median Family Income (AMI) is \$70,900.

The four-member family is defined by the “low-income” upper limit of \$56,700, the very low-income upper limit is \$35,450, and the extremely low-income upper limit is \$21,250. For the same apartment rented according to the affordability rule of 30%, the low-income family rent would be around \$1,000 per month, for the very low income, the rent would be around \$800 per month and the extremely low-income family would pay around \$500 per month. As income increases so would the rent to the limit of 30%.

Annual income is the anticipated gross income from all sources to be received by the tenant, co-tenant, and each adult individual member of the family (individuals 18 years and older) during the 12 months following the date of the application that must be recertified annually.

The **Fair Market Rent (FMR) for Manhattan based on** HUD figures for 2005 by number of bedrooms ranged in Manhattan from \$846 for a studio apartment to \$1,556 for a four bedroom. (See Table 2.2.8a)

In 2000, there were 738,644 households in Manhattan of this 589,949 were renters represent-

ing 80% of the Manhattan's households. In 2000, CD12's total housing units are 74,172 and renters represent 66,769 or 87% of the district's households. Add rental vacancies and the percentage is 94%.

RGB Real Property Income and Expense (RPIE)

The trend upward in operating costs is pushing rents up in CD12. The Real Property Income and Expense (RPIE) analysis of the Rent Guidelines Board (RGB) indicates the financial health of New York's rent stabilized housing stock. It measures the growth in rents and incomes which tend to outpace increases in expenses over the long term.

Prior to the RPIE research used for the 2005 Rents, Markets and Trends report of the RGB, the increase in operating costs averaged 5% from 1997 to 2002, but the increase in the year 2002-03 brought this average up a point and a half to 6.5%. The increase led to the increases in the rent of stabilized apartments.

Affordability and the "Fair Market Rent"

The ratio of current rent to the "fair market rent" became the subject of the Fannie Mae Foundation's "Knowledgeplex" website in recently published research.

Map 2.2.8 represents the total amount of gross rent charged for the subsidized units divided by the total amount of gross rent that would be charged if the rents were equal to the U.S. Department of Housing and Urban Development (HUD) determined Fair Market Rent (FMR). The result highlights census tracts where the rent paid is significantly lower than that allowed by the HUD FMR. The database represents a snapshot of 2005 for all multifamily assistance and Section 8 project-based subsidy contracts. Project-based subsidies are tied to specific, privately owned rental units, not provided to tenants as with Section 8 vouchers.^r This sampling also illustrates affordability of housing in CD12 in relationship to estimates of the FMR.

In 2000, the community paid a total of \$43 million in rent. Two percent was in 1-4unit buildings, 10% was in 6-19 unit buildings, and 88% was paid in buildings with 20 or more units.

Table 2.2.8b sums up the renter households in the Bronx, Brooklyn, Manhattan, and Queens for context. HUD sets the Fair Market Rent (FMR) for all of New York City (including Staten Island), using \$57,650 as the adjusted median income for a household at 80% of the AMI the affordability of rent is calculated.

Table: 2.2.8b: Rent Review 2005	Bronx	Brooklyn	Manhattan	Queens
Total households (2000)	463,212	880,727	738,644	782,664
Renter households (2000)	372,690	642,437	589,949	447,770
% of total HHs that are renters (2000)	80.5%	72.9%	79.9%	57.2%
Estimated mean renter wage	\$14.72	\$13.32	\$35.45	\$15.14
Zero bedroom FMR	\$940	940	\$940	\$940
One bedroom FMR	\$1,003	\$1,003	\$1,003	\$1,003
Two bedroom FMR	\$1,133	\$1,133	\$1,133	\$1,133
Three bedroom FMR	\$1,406	\$1,406	\$1,406	\$1,406
Four bedroom FMR	\$1,556	\$1,556	\$1,556	\$1,556
Annual AMI at 80%	\$57,650	\$57,650	\$57,650	\$57,650
Monthly AMI	\$4,804.17	4,804.17	\$4,804.17	\$4,804.17
30% of AMI (Extremely Low Income)	\$17,295	\$17,295	\$17,295	\$17,295
Estimated renter median income	\$26,939.32	\$30,170.92	\$46,232.15	\$39,931.00
Rent affordable @renter median income	\$673.48	\$754.27	\$1,155.80	\$998.27
Rent affordable @ 30% of AMI	\$432.38	\$432.38	\$432.38	\$432.38
Rent affordable @50% of AMI	\$720.63	\$720.63	\$720.63	\$720.63
Rent affordable @80% of AMI	\$1,153.00	\$1,153.00	\$1,153.00	\$1,153.00
Rent affordable @median income	\$1,441.25	\$1,441.25	\$1,441.25	\$1,441.25

Source: "Out of Reach" series www.nlihc.org

2.2.8 Age of Housing: Year of Construction

Neighborhoods have an architectural “age” expressed by the year of construction. Improved maintenance services, restoration, and preservation of the existing stock become a critical strategy to sustaining an irreplaceable stock of housing.

The district has withstood the test of time in terms of core structure, nevertheless the internal systems such as plumbing, electrical services can deteriorate at a greater rate based on the household size and composition and the length of stay. Table 2.2.9a shows the large number of housing constructed prior to 1947. The dominance of residential structures, its age and physical condition in the community illustrated in Charts 2.2.9a, “b”, and “c”: and Tables 2.2.9a and “b” demands dedicated and consistent analysis of its status.

Chart 2.2.9a illustrates the upward trend in Manhattan’s housing share and how CD12 has slowed since 1950. Chart 2.2.9b shows the percentage by year built, and Chart 2.2.9c shows housing in relationship to total structures.

Table 2.2.9a: Year Structure Built

Structure Built	New York City	Manhattan	CD12
1939 or earlier	1,151,286	345,966	37,616
1940 to 1949	490,812	92,858	14,836
1950 to 1959	507,257	91,921	9,558
1960 to 1969	485,725	113,765	6,219
1970 to 1979	276,489	69,001	2,549
1980 to 1989	157,402	50,562	1,511
1990 to 1994	61,106	15,039	496
1995 to 1998	51,061	13,199	280
1999-Mar 2000	19,774	5,833	163
Total:	3,200,912	798,144	73,228

Source: Year Structure Built Year Structure Built - 2000 Census (Long form”) from Bureau of the Census via InfoShare.org

Chart 2.2.9b: Percent Housing by Year Built

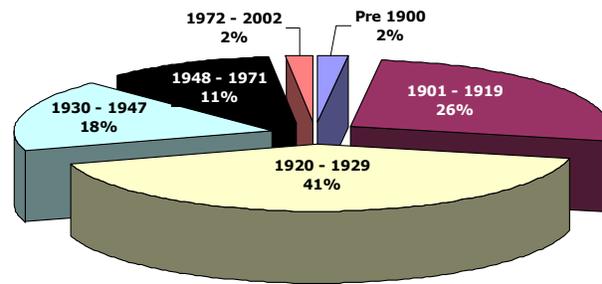
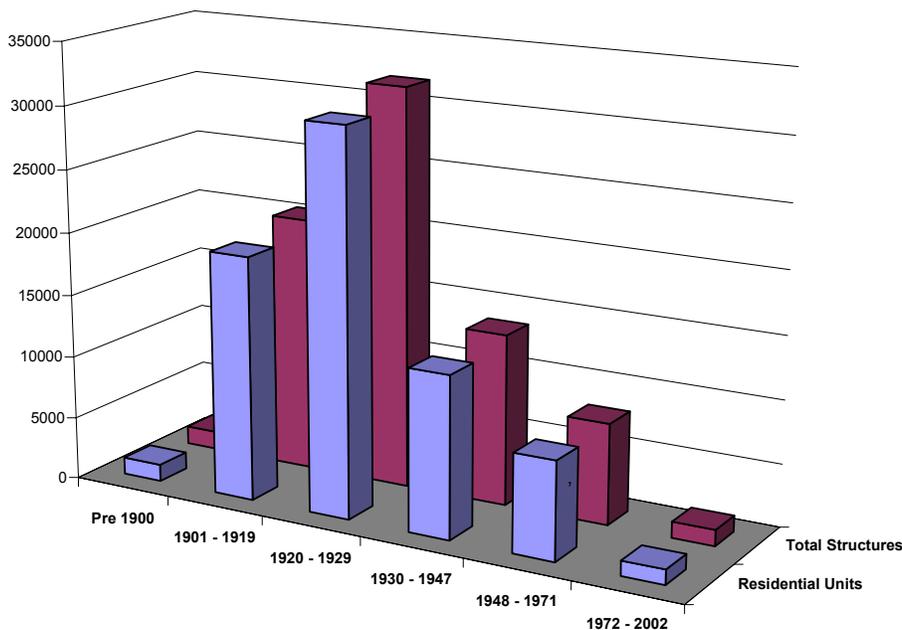
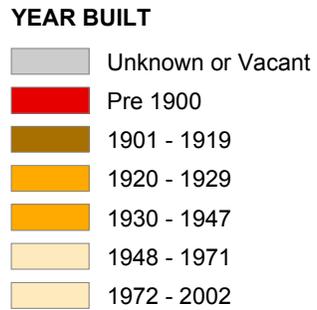
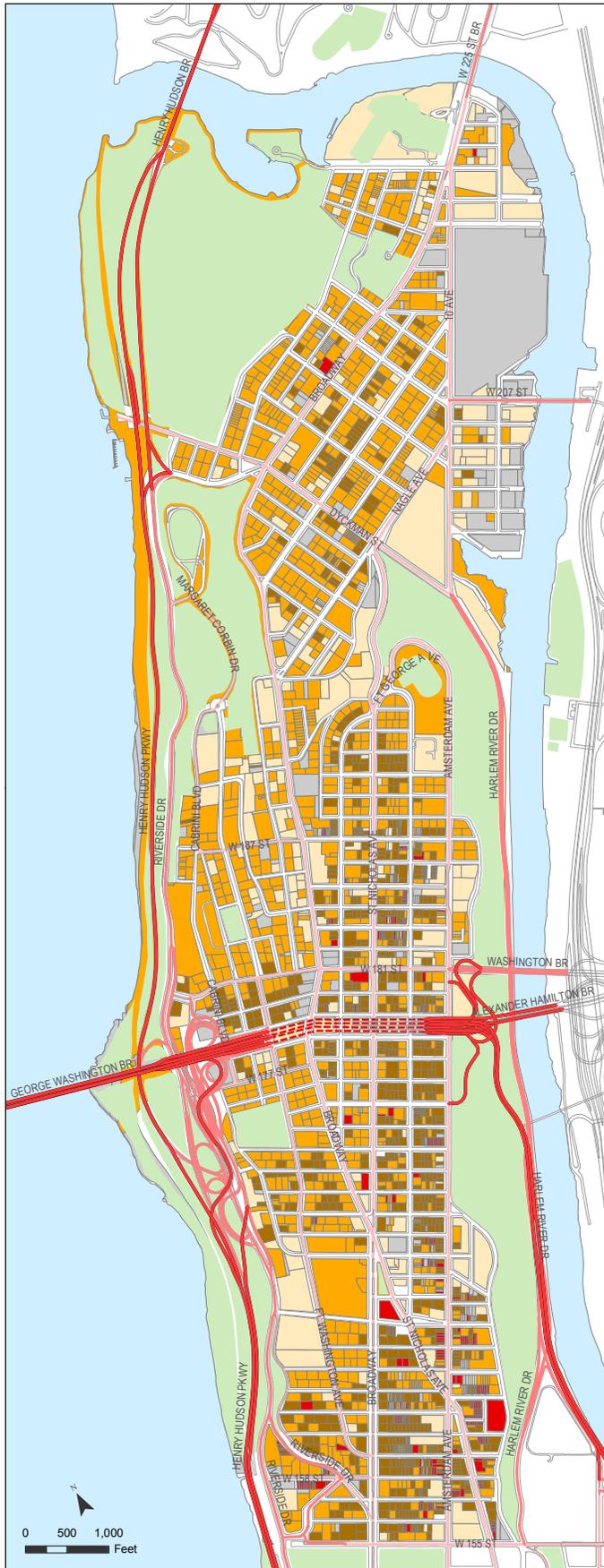


Chart 2.2.9c: Total Structures and Residential Units



Source: LotInfo, Inc.

COMMUNITY DISTRICT 12-M
YEAR BUILT



Source: NYCmap, Community Cartography

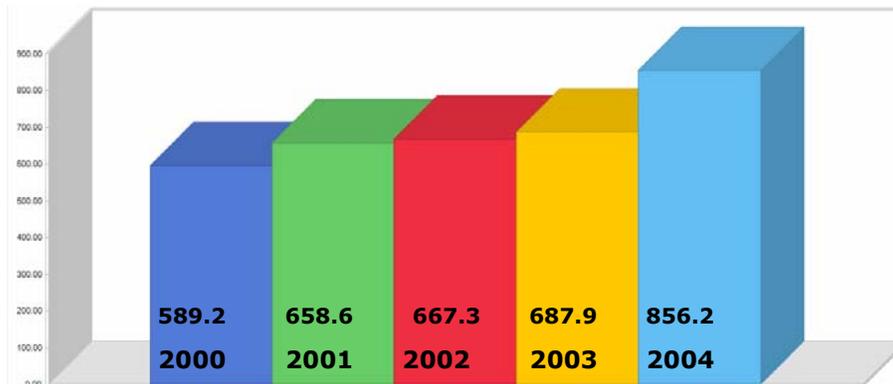
Map 2.2.9 Year Built

2.2.9 Housing Condition Complaints

The 2004 edition of *State of New York City's Housing and Neighborhoods*, published by The Furman Center⁵ initiated a series of reports to establish a standard reference for neighborhood and housing information. The sub-borough area numbered 310 is the geographic equivalent of CD12. The report draws extensively from the New York City Housing Vacancy Survey (HVS). The U.S. Census Bureau prepares the HVS under contract with the City of New York. The HVS becomes available every 2-3 years. The most recent survey was in 2005.

A 45% increase in complaints per 1000 units of housing from 2001 to 2004 suggests code violations concerns.[†] The table below identifies about 39,000 housing units in Washington Heights/Inwood with one or more physical conditions that may lead to the deterioration of the housing. Clearly, CD12 should expect increased displacement pressure given the current trends in NYC causing the reduction in the number of regulated units and the percentage of these apartments that are falling into disrepair.

Chart 2.2.10 Housing Complaints 2002 – 2004 per Thousand Units



Source: NYC Dept. of Housing Preservation and Development, Universe: Housing Complaints, : Housing Quality and Crowding Group: Housing Complaints Description: *Number of Housing Complaints per 1,000 Rental Units* - www.nychanis.com Sept.05

Table 2.2.10: Housing Conditions 2000 - Utility Payments

	NYC	Manhattan	CD12
Renter-occupied housing units that pay extra for utilities	1,587,562	439,142	59,935
Renter-occupied housing units not paying for utilities	520,976	150,747	6,112
Median value of all owner-occupied housing units (\$)	\$236,374	\$361,100	\$249,499
Owner-occupied units with one condition	298,557	33,402	836
Owner-occupied units with two conditions	27,442	1,551	124
Owner-occupied units with three conditions	1,154	161	10
Owner-occupied units with four conditions	183	42	18
Owner-occupied units with no conditions	584,797	113,539	3,526
Renter-occupied units with one condition	896,159	233,812	30,783
Renter-occupied units with two conditions	164,482	30,165	7,416
Renter-occupied units with three conditions	12,089	3,333	638
Renter-occupied units with four conditions	2,289	365	95
Renter-occupied units with no conditions	1,034,436	322,274	27,135

Source: US Department of Commerce via Inforshare.org

2.2.10 Building Codes Violations

To establish a sense of the geographic distribution buildings with a significant number of violations are mapped with violations over 200 and over 500. The total comes to 246 buildings with serious violations based on HPD Anti-Abandonment Unit figures. Furthermore, the 2000 Census finds Upper Manhattan's housing to be in worse condition when compared to neighborhoods throughout New York City.^u

New York City's code enforcement activities preserve housing quality standards in multi-family housing. The A 2003 report by the Association for Neighborhood Housing Development confirms this finding in a report entitled, *Inequitable Enforcement: The Crisis of Housing Code Enforcement in New York City*. This analysis reveals neighborhoods with the most severe housing problems are receiving the lower levels of housing code enforcement and compliance. The report says, "In 1999, the five most in-need neighborhoods, located in the South Bronx, Central Brooklyn, and Upper Manhattan doubled and at times tripled the City's average of units with severe housing quality problems. These are units with five or more maintenance deficiencies. The percent of units in these neighborhoods ranged from 8.8% to 12.8%, while New York City averaged 3.1%."

The issue of dealing with building code violations throughout CD12 confronts the question of how to deal with the large number of buildings with 200 violations or more. The central issue is the threat of increasingly poor conditions and the danger this poses to human life.

Systematically inspections of all multiple-dwelling housing units from cellar to rooftop began in 1985. The "cyclical inspections" policy is an attempt to assure a consistent approach to producing sustained pressure on housing managers to keep buildings up to code. When the city produced the resources to do so in 1985, the goal was to inspect every apartment building in the city at least once every five years. Map 2.2.11 isolates areas in the CD12 that have a large number of buildings with 200 to 500 violations and 500 or more with the total number of buildings involved as 246.^v

The step following a determination of violations is to remove it. When this does not occur incentives should occur in rank order generally ranging from increased tenant organizing to loan feasibility studies that may be required to induce repairs while keeping rents affordable. For large projects such as replacing heating and plumbing systems, guaranteed loans have been as low as three percent.

The Department of Housing Preservation and Development (HPD) also has resources to set up a scheduling process by which the property owner can make repairs. Failing this, litigation can establish other remedies ranging from fines to jail time. In 1984, 11,440 cases went to court. The city collected \$1.8 million in penalties and obtained the appointment of 120 administrators to run buildings; 17 property owners served an average of 30 days in jail. Fully accelerated, this resource could be competitive with the parking violation bureau. Currently the rate of serious violations is up from 83 per thousand units to 93 suggesting increased inspection activity and a slowing in the rate of clearance.

One additional aspect of building code violations involves city strategy. One building in poor condition tends to reduce the prospect for the preservation of housing on a block wide basis. Buildings in distress affect the social block (sharing a street), as well as, the architectural block (bounded by streets). In addition, current ownership management style, including site assembly practices corporate owners, combined with a zoning analysis could produce the prospect of demolition in selected areas. Evidence is deferred maintenance in the short

COMMUNITY DISTRICT 12-M ISSUED VIOLATIONS



 Issued Violations

Source: NYCmap, Community Cartography, Census 2000
(add'l sources to be added when used)

Map 2.2.11 Building Code Violations

term illustrated by code violations, coupled with percentage of cash out refinancing without repairs or enforcement of the “good repair clause”. The rate of refinance loans rose to 25.9 per 1,000 properties in 2004. The percentage of those loans that are sub prime was quite low, with a rate of 3.9%.^w Subprime loan activity is a relatively new index used to identify potential predatory lending practices, especially in low- and moderate income communities. It is offered to owners and renters alike as a method to establish good credit with a credit card. Once established, this credit can also be used to strip assets from unsuspecting borrowers. The Center for Responsible Lending is an excellent research resource on this subject.^x

2.2.11 Housing Turnover

In a tight rental market, many distressed buildings will remain occupied but the turnover of apartments becomes rapid. Known as “replacement demand” this process describes the statistical evidence of apartment availability on the surface, however, when more closely examined, some buildings bring apartments (often the same apartments) on the market two or three times a year. Soon after occupancy, the households seek alternative accommodations to escape poor physical or social conditions. As this process continues, households with the fewest resources or capacity to seek alternatives tend to accumulate. Eventually the building contains families and individuals who are unable to escape.

The geographic areas in which the replacement demand condition has greater potential to be disruptive to local preservation goals is illustrated in Chart 2.2.12. The chart illustrates census tracts in rank descending order where up to 50% of the households are new residents. It illustrates the percentage of households per census tract in 2000 in which a majority of the population lived in a different place in 1995.

The top of the chart shows areas with the newest residents. These census tracts are in Washington Heights South for the most part, and may be associated with the impact of the NYPH staff. Note that in over in one-third of the census tracts in CD12 more than 40% of the population lived elsewhere just five years earlier in 1995. This also suggests areas of higher turn over of households seeking other accommodations as well as, a substantial influx of immigrants.

2.2.12 Housing Value in Washington Heights and Inwood

A key characteristic of housing is income defined as “rent”. As acquisition costs go up as illustrated in Chart 2.2.13, income investors are tempted to force low- and moderate-income households out of the buildings as a strategy to increase rents in the open market. In turn, lower-income households compete for locations elsewhere that are also increasing in value.

The impact of a rapid increase in operating costs on Washington Heights can create “tipping point” conditions. For example, a neighborhood's capacity to command, control and pay rent is a key factor in a building's price. In CD12, there are just 4,514 owner occupied units, up from 3,833 from 1990. The number of low- and moderate-income households in this increase in ownership or building control systems is a central question. Initiatives such as mutual housing associations and other forms require investigation. In many cases, owners are unwilling to “fight it out” with tenants and with technical assistance tenants will discover alternatives to displacement.

Interventions and Programs

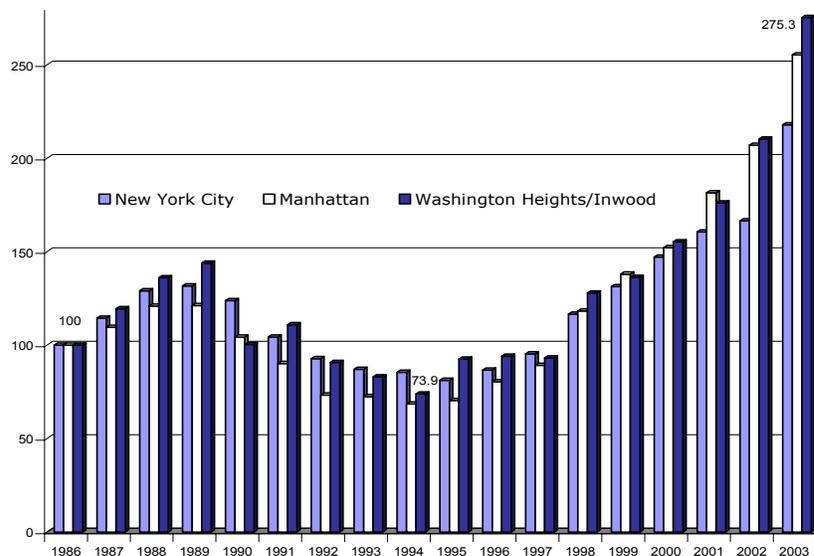
A central question about rents in CD12 is about neighborhood market categories and the policy contrast between public rental and private rentals. For years, the public market defined housing affordability as a charitable function within a competitive market. The cost of privately rented housing moves upward based on competition in the market and changes in regulatory practices including the expiration of incentives. On the other hand, the rent of other housing (often embedded in the private stock) will move up based on ability of the household to pay. This ability is set by a standard of 30% of adjusted household income as the upper limit. To be eligible to enter this market a household must be in the bottom half of income earners defined by an area's median income (AMI). This AMI figure is \$70,900 (2006) for a family of four and adjusted annually by HUD and the city's housing agencies. Program eligibility then ranges from 30% to 120% of AMI.

Another factor affecting housing value is use of zoning policies that attempt to balance affordability with the pace of investment in market rate production stimulates the provision of affordable housing using bonus regulations. The discussion of an inclusionary zoning formula based on commercial real estate, or cross-subsidy approaches can make a significant contribution to the development of affordable housing. City Council legislation to reveal all public contributions to subsidy, including portions out of the public eye tends not to succeed.⁷

Inclusionary housing text has been part of the NYC Zoning Resolution since 1985 (Section 98-26). The term "inclusion" reacts to suburban attempts to exclude affordable housing with large lot sizes and other means. In addition, in an attempt to address the "fair share" issue, inclusionary zoning law confronts a variety of obstacles to its use as a policy instrument for mandating social justice.

Judicial actions on problems that are rooted in economics tend to be invalidated as beyond the scope of New York State constitution and it is difficult to elevate to the Fourteenth Amendment that only prohibits discrimination based on race or religion. However, a new area of advocacy is opening that will seek zoning text changes aimed at removing negative environmental externalities under the headings of "green, sustainable, and performance based" zoning.

Chart 2.2.13 Price Index 5+ Unit Residential Buildings



Source: New York City Neighborhood Housing and Information System (2005)

Finally, tenure (defining occupancy through rent or ownership) affects decisions about the amount of housing production and the location of that housing. Here, the tax code on income plays a major role, especially in relation to developer incentives. The number of households who find the rental option to be the only one available to them determines production choices for the private and public sector. In CD12, there are very few production locations. This will lead to increasing demand on the rental and/or acquisition cost of the standing stock well above measurable increases in operating costs. In addition other challenges that complicate the question of affordable production are linked to programs that turn property tax into “payments in lieu of taxes”^z

Repeat Sales Index: Market Forces

The repeat sales indices^{aa} or “price index” illustrated Chart 2.2.13 shows a relative measure of changes in property values over time by using statistical regression techniques. The analysis is exclusive to the *State of NYC’s Housing and Neighborhoods Report (2003)*.

The sales indices from 1986-2003 for CD12 has risen at a higher, but similar rate than Manhattan, concluding near 275 on the price index in 2003. Manhattan concluded at 255 on the price index (1986 =100).

This may be the result of a growing share of middle and upper-income households attracted to CD12 from 1990 to 2000. Increased competition for higher quality buildings or apartments at lower rents would produce an increase. Recall the vacancy rate of the Upper East Side where the rents are much higher is 10%, while CD12 is below 2%.

COMMUNITY DISTRICT 12-M CENSUS TRACTS



Chart 2.2.12: Lived in Same or Different House in 1995

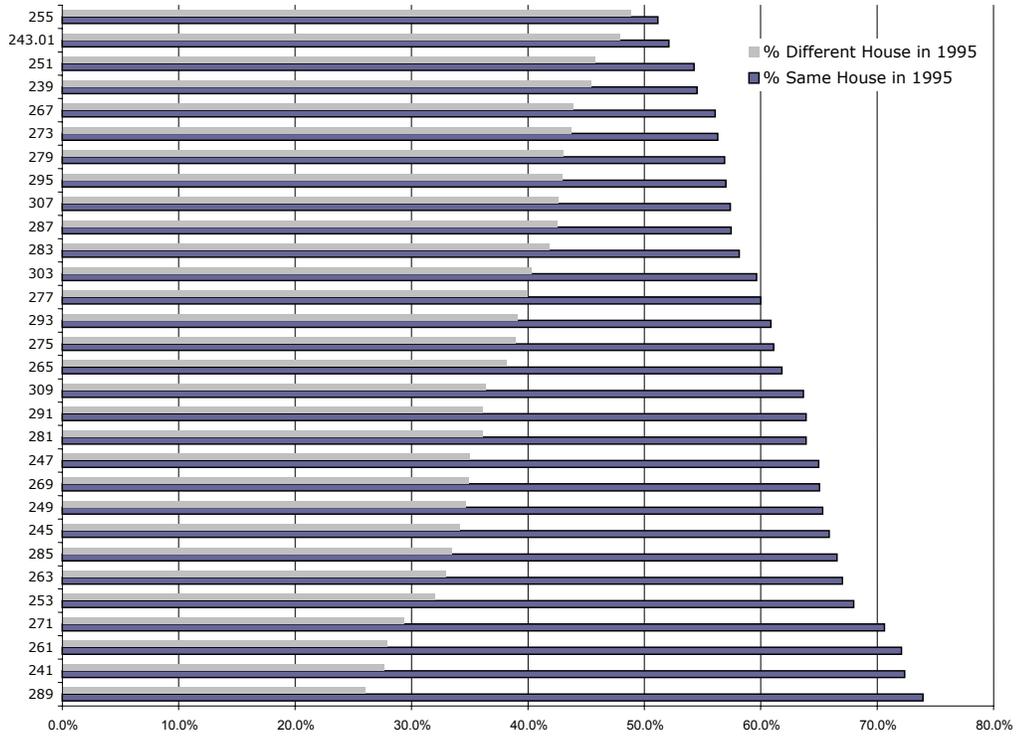
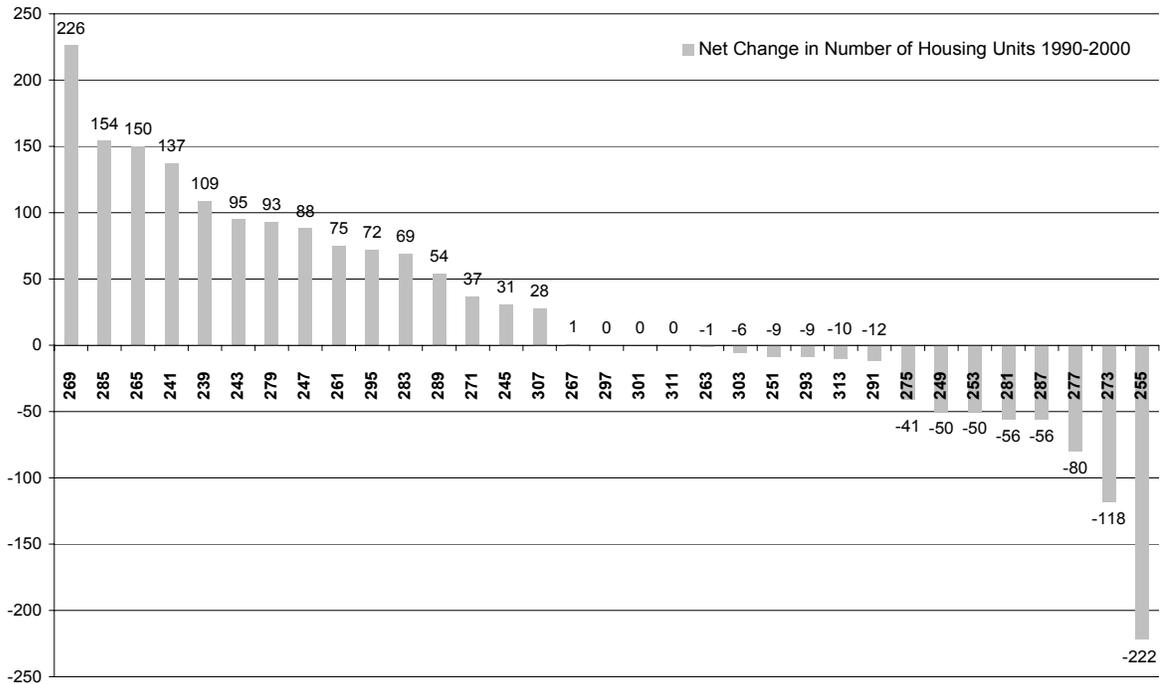


Chart 2.2.15a: Net Change in Number of Housing Units 1990-2000 per Census Tract



2.2.13 Sales “Snap Shot”

New York Times Real Estate Desk

In New York City value increases on a square-foot basis as more contiguous space is assembled. Based on an interview with Jonathan J. Miller, president of the real estate appraisal firm Miller Samuel, the average price for a four-bedroom Manhattan co-op or condominium with was \$1,519 a square foot in the fourth quarter, versus \$1,126 for three-bedrooms, \$895 for two-bedroom and \$738 for one-bedroom in 2005.

The gap reflects Manhattan’s dynamic supply/demand pricing. The limited inventory of larger apartments with four or more bedrooms made up just 2 percent of sales in the last quarter, compared with 5 percent for three-bedrooms, 40 percent for two-bedrooms, and 37 percent for one-bedrooms in the Miller Samuel Analysis.^{ab}

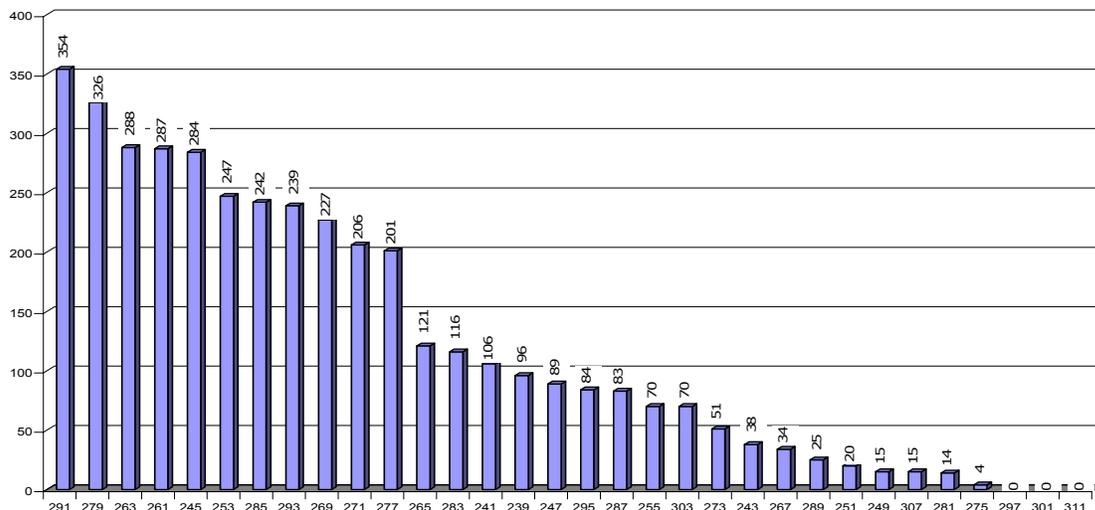
In contrast, a brief sampling of sales in CD12 reflects more of a bargain atmosphere in coop and condo sales with rates per square foot ranging from \$250 to \$600 in the following “snap shot” sample of recent sales in 2005

In Table 2.2.14, the apartment building at 59 Audubon contains eight, two- and three-bedroom railroad flats and two commercial units across from New York Presbyterian Hospital (the offering stated two apartments “can be delivered vacant”). The size given are rough estimates of apartment floor area provided by the listings and should not be considered accurate without confirmation.

Table: 2.2.14 Recent Sales

Address	Area	Amount	Type	Size	Per SQ.FT
70 Park Terrace East	Inwood	\$190,000	Studio	450	\$422.22
790 Riverside Drive	Washington Heights	\$170,000	Studio	750	\$226.67
443 West 151st Street	Hamilton Heights	\$275,000	2B	775	\$354.84
359 Ft. Washington Av.	Washington Heights	\$320,000	1B	775	\$412.90
565 West 169th Street	Washington Heights	\$320,000	1B	775	\$412.90
825 West 179th Street	Washington Heights	\$435,000	3B	900	\$483.33
730 Ft. Washington Av.	Washington Heights	\$799,000	3B	1600	\$499.38
657 West 183rd Street	Washington Heights	\$1,099,000	4B	1775	\$619.15
800 Riverside Drive	Washington Heights	\$825,000	5B	3200	\$257.81
59 Audubon Avenue	Washington Heights	\$1,250,000	10 dus	5 St	\$128.00

Chart 2.2.15b Section 8 Housing in Washington Heights and Inwood



Source: New York City Housing Authority Section 8 Voucher Units through the NYC Neighborhood and Housing Information System www.nychnis.org

2.2.14 Foreclosures, Housing Losses, Vouchers, and Expiring Use

The 2005 Furman Institute report determined that 20 to 30 percent of the housing that is affordable in Washington Heights and Inwood has been lost between 2002 and 2005. This loss affects most seriously those households earning about \$32,000 per year or less. The percentage of affordable apartments citywide is 17% of the total. This represents about 205,000 apartments that prior to 2002 were affordable to households earning at 80 percent of the city's median household income. Forecasting gentrification^{ac} as the cause clouds the issue of increased competition for affordable housing in CD12. That Washington Heights and Inwood is one of the last reasonably affordable neighborhoods in Manhattan is well known, one only needs to be looking for a place to live and to have a Manhattan broker's apartment listing.

There will always be an absolute need for a sustainable and affordable housing stock, but never sufficient economic demand to produce it in the private sector. The economic demand of high income households in the New York market produces a vacancy rate that consistently exceeds 10%. At the upper end of the market there is a lot of housing to choose from and it is readily made available by developers because the profits are sufficient.

In CD12, the preservation of affordability within the standing stock is its only major recourse. Mayor Bloomberg set a production goal in 2002³ at 65,000, but affordable housing advocates called for much more. In February of 2005, HPD and the Mayor announced a new goal to produce 165,000 units of affordable housing by 2013. The objective is to preserve 73,335 units with an emphasis on preserving existing housing threatened by the expiration of past subsidies created by the Low-Income Housing Tax Credit (LIHTC), and by creating 93,000 new units with an emphasis on middle-income housing.

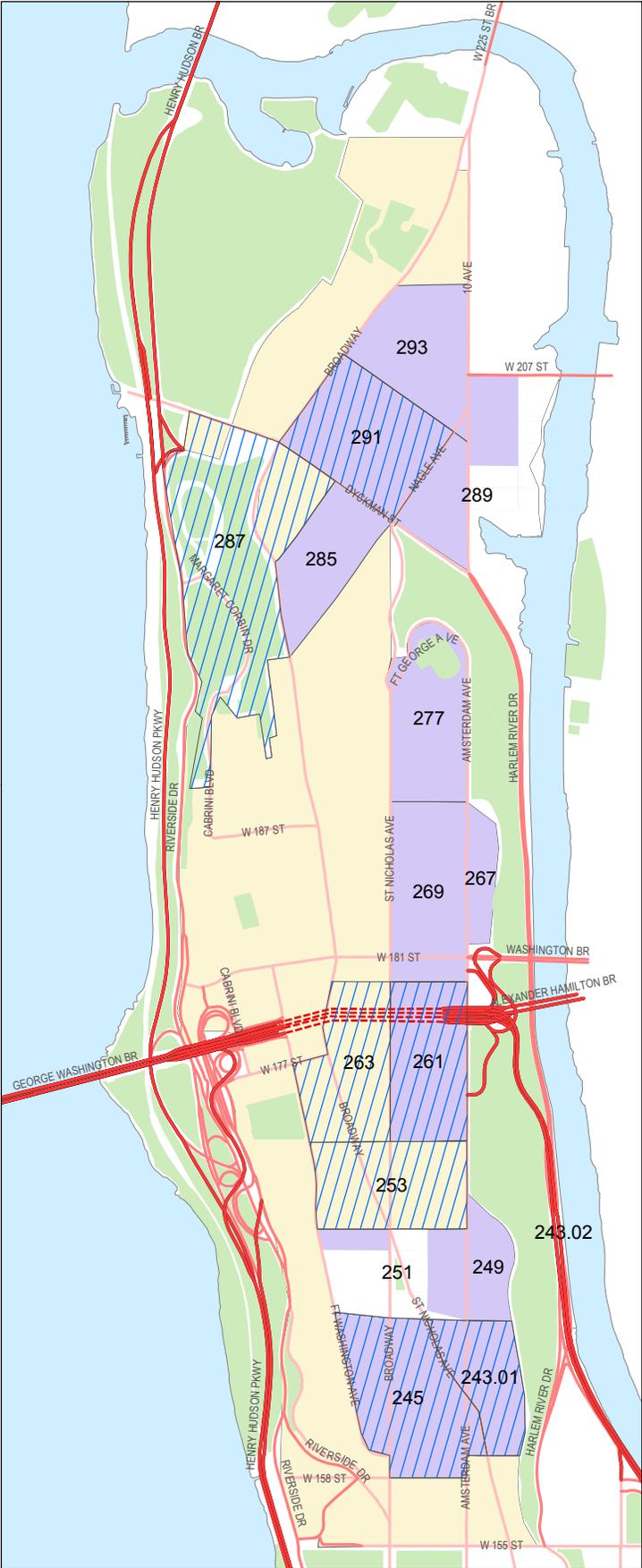
The Housing Tax Credit

New York received an allotment of low-income housing credit of \$1.85 per capita, or \$35.5 million for calendar year 2005. Since the credit is available each year for ten years, New York's yearly credit allotments support at least \$355 million in low-income housing development.^{ad} Between the lines, the best the city can do is to preserve the status quo and seek to increase housing production in the outer boroughs. The question implied is whether a city-wide increase is discriminatory toward one community as it creates preferential treatment in another.

Without doubt, CD12 would benefit from an increase in 9% (construction) tax credit set asides for preservation. This would increase private activity bonds and the use of state housing trust funds and 4% credits aimed at expirations. NYS surplus of 4% credits became part of the HOPES program that provides financing for \$140 million in private activity bonds and 4% credits for preservation.^{ae} Tenants helped to produce this resource to aid in the acquisition of Mitchell-Lama buildings. A steady increase in NYC and NYS priority for preservation would also encourage a broader use of the states predevelopment and bridge loan programs for preservation.

Strengthening initiatives in NYC that expand notice requirements by owners leaving support programs by length, confirmation of effective recipient notice procedures and full disclosure of content. Support actions that increase the purchase right opportunities upon conversion notification for preservation purchasers to retain subsidies for affordable use including the use of general obligation bonds and Inclusionary zoning bonuses.

COMMUNITY DISTRICT 12-M
LOW INCOME TAX HOUSING CREDIT



LOW INCOME TAX HOUSING CREDIT

- LITHC Qualified Census Tracts
- Project Locations
- Census Tracts Not Presently Qualified

- Notes:
1. Qualified Census Tracts per www.huduser.org based on 2005 IRS section 42(d)(5)(C) Metropolitan Qualified Census Tracts (2000 data, MSA/PMSA definitions June 30, 1999)
 2. Census Tracts Excluded represent a population of 138 in 1.36 sq. mi.

Increase in Foreclosures

One other key indicator is worthy of comment. Based on the work of the Furman Center for Real Estate and Urban Policies' 2005 report^{af} commissioned by the office of the Public Advocate, there has been a "tremendous increase" in foreclosure activity in CD12 since 2002, with the rate per 1,000 of one to four family properties rising from 27.8 to 41.8 in 2004. This was the 2nd highest ranking for foreclosures in 2004 for the entire city. It is also important to note that CD12's 1-4 family properties number less than 200 out of 70,000+, occupied housing units. The impact is therefore minimal, but the overall effect seems very serious.

Investigate Areas of Loss

The chart below outlines Census Tracts in CD12 that have gained or lost housing between 1990 and 2000. Areas surrounding the New York Presbyterian Medical Center (Census Tract 255) show significant loss of housing over the last ten years. Other areas (Census Tract 273) would indicate the possibility of warehousing or a correction of a counting error in 1990 as the loss of housing or conversion to other uses is not immediately evident.

Housing Vouchers

There were 3,932 Section 8 Units in CD12 in 2004 sorted here by Census Tract. One third of the census tracts (11) comprised 2,901 units representing 74% of the total.

When Housing Vouchers used by HPD are included, the number of eligible households that have successfully obtained housing assistance through this program is summarized in Chart 2.2.15 and Table 2.2.15a as follows:

Expiring Use

Thousands of families and seniors throughout New York City live in housing where the rent is a function of their income and not market forces. The following is a preliminary listing of locations in CD12 where the preservation of affordable housing due to the expiration of affordability requirements.

The National Housing Trust (NHT) provides a list of properties that may be "at risk" as affordable rental housing. Many of the projects were funded through the NYS Housing Finance Agency's allocation of Low-income Housing Tax Credits (LIHTC) The properties in CD12 are below.

The NHT plays a national role in providing information about the federally assisted rental housing in support of community advocates throughout the United States. The preservation of the following affordable housing may be an issue in CD12 based on the expiration of Section 8 vouchers (now known as Rent Assisted Housing) or projects financed through the LIHTC. In addition, three projects with maturing 202 loans could be at risk. To acquire information that is more detailed go to the NHT website at www.nhtinc.org.

COMMUNITY DISTRICT 12-M
EXPIRING HOUSING PROGRAMS



SOURCE

- 202 Programs (expiring)
- LIHTC (expiring)
- Section 8 (expiring)
- Supportive Housing Loan Progra

Source: NYCmap, Community Cartography, Census 2000

Map 2.2.15b Expiring Usestb

Expiring Section 8 Projects in CD12:

1. Dunwell Plaza, 1920 Amsterdam Ave, New York, NY 10032-5020
2. Washington Heights-Highbridge Park, 2036 Amsterdam Ave, New York, NY 10032
3. Nueva Era Apartments, 287 Audubon Ave, New York, NY 10033
4. Renaissance Court, 51 Wadsworth Terrace, New York, NY 10040-2973
5. 210 Sherman Avenue, New York, NY 10034
6. Icarus Apartments, 611 W 204th St, New York, NY 10034

Expiring Low-Income Housing Tax Credit

Projects in CD12 (acquisition and rehabilitation)

1. Melnic, 528 W 159th ST, New York, NY 10032-6942 (Total Units 84: Low-income 84)
2. 513 WEST 159 Street-LP, 513 W 159TH ST, New York, NY 10032-6843 (Total Units 10: Low-income 10)
3. Quisqueya PH3, 515 W 174th St, New York, NY 10033-8714
4. 615 W 173rd Street, NY, NY 10032-1617 (Total Units 52: Low-income 15)
5. Ft. Wash. Av. Housing, 10 Ft Washington Avenue, New York, NY 10032-8300 (Total Units 82: Low Income 82)
6. 95 Thayer Street NY, NY 10040-1041 (Total Units 47; Low-income 21)
7. Heights Investment Group, 518 W 204th St, New York, NY 10034-4001 (Total Units 30: Low income 9)

202 Programs in CD12

1. FPRO Group Home, 550 W 162nd Street, New York, NY 10032
2. YM/YWHA Senior Housing, 60 Nagle Avenue, New York, NY 10040

Supportive Housing Loan Programs

1. Audubon Hall, 436 W 163rd St, New York, NY 10032-4303 (Total Units 70: Low-income 70)
2. 2183 Amsterdam Avenue, New York, NY 10032

Mitchell-Lama Housing

1. Isabella and 2. Bridge Apartments. Both are possible *buyouts* leading to the loss of the rent-regulated housing.

Qualified Census Tracts for LIHTC

A qualified census tract (QCT) is any tract in which at least 50 percent of households have an income less than 60 percent of the Area Median Income or where the poverty rate is at least 25%.

Washington Heights and Inwood have additional tracts; however, the total number of qualified tracts is limited by a population ceiling. The total population of the census tracts cannot

exceed 20% of the total population of the city.⁹⁹ This policy helps to assure a fair distribution of resources citywide.

Policies that promote social and economic integration prevent the over allocation of Section 8 and Low Income Housing Tax Credits based on the population per census tract. This policy prevents areas of concentrated poverty and encourages higher levels of social and economic diversity.

The most recent, 100% newly constructed affordable housing project in CD12, is illustrated in the financing details of a 100-unit project on Nagle Avenue in Inwood as follows:

New Housing Market Place: Local LAMP/421a and Bond Financing Project

This New Housing Market Place program provides financing for affordable rental housing reserved for people earning a household income between \$22,440 for an individual and up to \$37,680 for a family of four (or 60% AMI). Apartments created through this program are affordable because of the low-cost financing offered through HDC. Loans are available to private for-profit and non-profit developers in the form of first mortgages financed from tax-exempt bonds proceeds. Funded through HDC's corporate reserves second mortgages typically provide a 1% interest rate. Furthermore, by using tax-exempt bonds the development automatically receives as of right 4% Federal Low Income Housing Tax Credits, which helps to further the affordability of these apartments.

Based on HPD initial offering there will be 14 studios that will rent for \$561 serving households with incomes from \$22,440 to \$26,400. There will be 31 one-bedroom apartments renting for \$599 for 1 and 2 member households with incomes from \$23,960 to 30,120 and, there will be 44 two-bedroom apartments for 2- to 4-member households that will rent for \$720 if incomes are between \$28,800 and \$37,680.

As in any other endeavor, the process of making affordable housing deals is one of continuous negotiations with private developers throughout the city. Agencies such as HPD and HDC offer as flexible set of options as possible with the bottom line being the provision of apartments for households whose incomes are in the region of 60% of the current area median income. In June 2006, this income as outlined above was \$22,440 for an individual and \$37,680 for a family of four. Almost all of the programs of the NYC and NYS fix incentives and subsidy packages from 80% of AMI at the upper end to 30% at the lower end.

Public Housing

The construction of Dyckman Houses in 1951 provided 1,167 apartments in seven 14 story buildings on 14 acres to house 2,500 to 2,600 people. NYCHA derives its annual operating income from rent receipts and the U.S. Department of Housing and Urban Development (HUD). The federal subsidy covers the gap between the costs of operating and maintaining approximately 179,000 public housing apartments in 344 developments and the money collected from residents in rent. Since 1989, this subsidy and rent structure that has remained unchanged.

Since 2001, NYCHA Report \$258 million in operating expense for which NYCHA is not reimbursed. NYCHA therefore implemented about \$400 million in reductions since 2003. By comparison, there has been a 53% increase in rents for rent-stabilized apartments to cover rising operational costs since 1989. The point made here is the availability of an agent through

which significant cost savings are identified through quality of capital improvements that reduce costs and contribute to short-term maintenance efficiencies.^{ah} No such system is available to the community's privately owned rented stock.

2.2.15 Housing Programs

Federal

There are just five major production programs administered by the U.S. Department of Housing and Urban Development (HUD). That states and municipalities draw upon to develop a local housing preservation and development strategy. Briefly these are:

- **Housing Vouchers** that supplement tenants' rental payments in privately owned, moderately priced apartments chosen by tenants.
- **Low-Income Housing Tax Credits** providing tax incentives for private investment and are often used in conjunction with other federal and state subsidies in the production of new and rehabilitated affordable housing units consistent with state-determined housing priorities.
- **Section 202** provides grants to develop supportive housing for the elderly
- **Section 811** provides grants to develop supportive housing for persons with disabilities

New York City

HPD's Division of Planning and Pipeline Development provided a summary of housing in CD12 that describes about 14,000 units of housing produced through a variety of city programs from the late 1970s through March of 2006 for low- and moderate-income households.^{ai} Of these about 600 units developed through new construction. The most recent (100 dus) at 228 Nagle Avenue and the oldest (183 dus) completed in 1979 at 1930 Amsterdam Avenue. The balance of units are affordable through rehabilitation, largely through moderate rehab. Program names such as those listed above tend to change, however the following is a brief summary of how they work to produce an affordable housing project. Four basic steps or stages of development are 1) pre-development finance, 2) acquisition finance, 3) construction, and 4) permanent (take-out) finance.

1. **Pre-development** funds represent highest risk to lenders. Pre-development finance covers activities such as identifying sites and preliminary feasibility studies. As there are no guarantees that a development will in fact be built. All of the costs associated with pre-development are not folded into a permanent mortgage.
2. **Acquisition** finance provides the funds needed to purchase the site or "hold" a controlling interest pending the closure of pre-development activity the identification of equity and short/long-term financing.
3. **Construction** finance is a short-term loan used for construction only. Interest rates are higher for permanent financing. Construction lenders want to be sure that a commitment is in place for permanent financing before agreeing to lend.
4. **Permanent** financing is a combination of the long-term loans (mortgage) and equity investments in the development. It is called take-out finance because it repays (takes out), the construction loan.

Most affordable housing developments have three or more sources of permanent finance including tax-exempt bond finance on which the owners pay interest, a deferred payment loan from local government, and a tax-credit equity investment that will have to be refinanced when the tax credit benefits terminate. Developments may also have grants from foundations or local government. Some of the major programs are:

[421a Affordable Housing](http://home2.nyc.gov/html/hpd/html/developers/421a.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/421a.shtml>)

[7A Financial Assistance](http://home2.nyc.gov/html/hpd/html/owners/supporting-7a.shtml) (<http://home2.nyc.gov/html/hpd/html/owners/supporting-7a.shtml>)

[Article 8A Loan](http://home2.nyc.gov/html/hpd/html/developers/article-8a.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/article-8a.shtml>)

[Homework's and Homeworks 203K](http://home2.nyc.gov/html/hpd/html/buyers/update-203k.shtml) (<http://home2.nyc.gov/html/hpd/html/buyers/update-203k.shtml>)

[Inclusionary Housing Program Guidelines](http://home2.nyc.gov/html/hpd/downloads/pdf/InclusionaryHousingGuidelines3-14-06.pdf) (<http://home2.nyc.gov/html/hpd/downloads/pdf/InclusionaryHousingGuidelines3-14-06.pdf>)

[Identifying At Risk Buildings](http://home2.nyc.gov/html/hpd/html/owners/id-at-risk-blds.shtml) (<http://home2.nyc.gov/html/hpd/html/owners/id-at-risk-blds.shtml>)

[Neighborhood Redevelopment Program](http://home2.nyc.gov/html/hpd/html/developers/nrp.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/nrp.shtml>)

[Participation Loan Program](http://home2.nyc.gov/html/hpd/html/developers/plp.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/plp.shtml>)

[Partnership New Homes](http://home2.nyc.gov/html/hpd/html/developers/plp.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/plp.shtml>)

[Supportive Housing Loan Program](http://home2.nyc.gov/html/hpd/html/developers/supportive-housing.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/supportive-housing.shtml>)

[Tenant Interim Lease](http://home2.nyc.gov/html/hpd/html/developers/til.shtml) (<http://home2.nyc.gov/html/hpd/html/developers/til.shtml>)

As program names and links to the website resources change frequently we recommend the direct link <http://home2.nyc.gov/html/hpd/html/home/home.shtml> for Department of Housing Preservation and Development.

Table 2.2.15b: Housing Trends 1990 – 2000	CD12
Housing Units, Number, 1990	72,529
Housing Units, Number, 2000	73,228
Net Change in Housing Units 1990-2000	699
Public Housing Units, Number, 2002	2,172
Public Housing Units, Number, 2003	2,172
Public Housing Units, Number, 2004	2,172
Public Housing Units, Number, 2005	2,165
Net Change in Public Housing Units 2002-2005	-7
NYCHA Section 8 Units, Number, 2001	3,731
NYCHA Section 8 Units, Number, 2002	3,879
NYCHA Section 8 Units, Number, 2003	3,990
NYCHA Section 8 Units, Number, 2004-	3,952
Net Change in NYCHA Section 8 Units 2001-2004	221
HPD Section 8 Units, Number, 2002	1,062
HPD Section 8 Units, Number, 2003	1,186
HPD Section 8 Units, Number, 2004	1,258
Net Change in HPD Section 8 Units 2001-2004	196
All Section 8 Voucher Units, Number, 2002	4,899
All Section 8 Voucher Units, Number, 2003	5,176
All Section 8 Voucher Units, Number, 2004	5,210
Net Change in All Section 8 Voucher Units 2002-2004	311
Owner Units, Number, 1990	3,833
Owner Units, Number, 2000	4,514
Net Change in Owner Units 1990-2004	681
Renter Units, Number, 1990	65,669
Renter Units, Number, 2000	66,067
Net Change in Renter Units 1990-2004	398

Source: NYC Housing and Neighborhood Information System: <http://www.nychanis.com>

2.2.16 Summary of Analysis

Given the tenacity and resilience of the district's population, displacement is less likely to occur without a substantial reduction in building quality. In plain language, the community will stay and tolerate a significant reduction in services for the lack of any suitable alternative. The emergence of "dangerous and unlawful" living conditions, on is a two edged sword. To prevent displacement these conditions require intervention, as well as, prevention resources.

The clearest and wisest policy is to work intensively with tenants on as confidential basis as possible to ascertain, innovative methods to improve building conditions, maintain stable rents and increase the opportunity for tenant equity positions on a building-by-building basis.

Building on this base of research, a formal study of CD12's housing problems will continue with focus groups, workshops and "teach ins" sponsored by the board on housing finance, preservation, and development. The fact that rent stabilization and related protections serve 95% of the CD12's rented stock should not detract from the need to define the housing crisis as it is experienced in Washington Heights and Inwood. Nor should that fact by 2005, the number of rent-stabilized units in the city increased by 1,298 (from 1,042,397 in 2002 to 1,043,677) deter a careful study of continuing losses in CD12.

Effective housing policy starts with a sense of *on-the-ground* opportunity for development and preservation. The land use/building condition survey, combined with review of data on building type, age, housing violations, incomes and "rent-burden" yielded the following overall observations on the prospects for preserving housing affordability in CD12.

- CD12 maintains a high-grade housing stock that is physically capable of withstanding the stress of rehabilitation. The extensive bulk (square feet) makes replacement unlikely, given the current zoning. In effect, the 1961 zoning to R7-2 for most of the district was a down zone.
- The rise in building code violations and complaint over the last five years is alarming. The issues are the quality of maintenance and management of the existing stock--and maintaining it as affordable.
- The pre-war housing stock provides large and flexible apartment layouts that facilitate extended family, family friend, and guest living arrangements. Shared costs from food to rent, to childcare and small business development are effective means to survival that promote savings and the eventual building up of investment capital. CD12's dense but flexible and affordable housing stock is therefore a wellspring for the social and economic success of newcomers.
- The Rent Guidelines Board (RGB) measures the cost of operating a multi-unit apartment building in significant detail. As the decisions are now critical, an independent review of methods is long overdue. Nevertheless, a growing share of households (about 25%) experiences a severe rent burden^{ai} in CD12. A key to preservation will be strong efforts to bring income up either directly, or through income supplements such as food stamps, expanded rent subsidies, and 100% utilization of the Earned Income Tax Credit.
- Advocate for methods to reduce the margin of cost to profit (or investor risk) by turning to rehabilitation as a source of sustainable affordable housing. This is daunting as

renovation is less predictable than new construction. Often a gap exists between the costs of renovation and the resources available to finance renovation. Strict building codes may impose additional costs by requiring new construction building standards. Other regulatory barriers that may make a project complicated and more costly include historic preservation regulations, environmental and access provisions, citizen opposition, conflicting codes - such as building code vs. fire code, and complex approval systems.

2.2.17 Recommendations

The second goal of the Working Group is to foster development and preservation of affordable housing, to encourage a mix of rental and ownership housing and to support the preservation the existing inventory of affordable housing.

R2.1 ORGANIZE "MONEY FOR HOUSING PERESERVATION" SUMMIT IN CD12:

A CD12 summit on how, when and where capital resources for staffing and funding housing preservation and development will place the vision of preservation and development in context. Given implementation of supportive actions below, a joint land use committee, housing committee and general board summit, co-hosted with area banks city/state agencies and developers would be fruitful.

R2.2 SUPPORT REFORMS OF EQUITY FINANCING GOOD REPAIR CLAUSE & ESCROW

Preliminary indications suggest that debt on many buildings created through owner-equity financing may present a significant roadblock to advancing tenant-equity opportunities. Moreover, anecdotally we understand that existing low- and moderate-income cooperatives have been opting out of their obligations by altering bylaws designed to preserve the affordability of housing in perpetuity.

The number of buildings in disrepair continues to grow in CD12. Pressure from housing advocacy groups such as Housing Here and Now and others has led to some innovations in bank refinancing deals that require the primary lender to be more accountable to building conditions with escrow accounts, independent inspections, and penalties.

Maintain board oversight with the Office of the Comptrollers on this issue. Comptroller's William Thompson and Alan Hevesi recently led a tour (mid-2006) of two northern Manhattan buildings on West 192nd Street with recent bank financing but very poor physical conditions. Advocates can hinder bank growth plans by blocking acquisitions through the Community Reinvestment Act. Because of this challenge, commitments to enforcing "good repair" clauses in mortgage and refinancing agreements and proactive steps that hold repair funds in escrow in partnership with city housing agencies can assure quality and the oversight essential to the rent regulated housing stock.

R2.3 EVALUATE 421A REFORMS FOR CHANGES IN AFFORDABLE HOUSING PRODUCTION IN CD12

Excluding CD12 from the GEA could be equally damaging to CD12. All of NYC should be a GEA. Lowering property taxes as an incentive to development is a service of the 421 and J-51 tax policies. NYC's property tax represents a much as a quarter of the city's total annual revenue. Because of this, the tax incentives as cur-

rently provided have begun to look too costly.

The Manhattan Exclusion Zone formed in the mid-1980s to exact funds for affordable housing from market rate developers. Today, it is the Geographic Exclusion Area (GEA). It requires developers of housing from 14th Street to 96th Street on the East Side and down to Houston on the West Side to produce affordable housing onsite or through the funding of certificates for developing affordable units elsewhere. In 2005, the GEA expanded to include the entire Greenpoint Williamsburg waterfront in Brooklyn. As the GEA need not be contiguous, areas of CD12's inclusion in the GEA requires evaluation, with a primary interest in the core area defined by Sherman Creek, Dyckman and 207th Street.

Based on the assumption that housing development will now occur without subsidies in overheated residential markets only the sections of Manhattan with the highest percentage of low income households are excluded in the recently proposed expansion of the GEA. The reason is two fold; first the GEA designation would dampen the housing market in CD12, or overall sales prices are too low for inclusion. Exclusion from the GEA therefore becomes a de facto method for encouraging continued gentrification and the displacement of lower income households without the provision of a mitigating resource. CD 12 needs a more progressive view aimed at increasing rent and household income supplements and lowering building management and operation costs in partnership with private owners.

In February 2006, the Mayor convened a task force to examine the 421-a program and the cost of the real estate tax abatements to the city. Just nine months later in October 2006, the Bloomberg 421a Task Force made their recommendations public. The six recommendations sum up by the phrase "money saved is money earned". A more progressive view would be to offer developers a break in total development cost or in cost of city services, or guarantees that turn potentially variable costs into fixed costs. With any break, then the inclusion of affordable housing in New York City becomes a long-term city/developer commitment. The recommendations are to:

- 1) Enlarge the Geographic Expansion Area
- 2) Remove "automatic extended benefits in NPP and REMIC areas",
- 3) Create an assessed value cap over which the property will be taxed at the current rate,
- 4) Eliminate the benefit for structures below six units,
- 5) Remove the certificate program to more strongly encourage onsite inclusion and if a dedicated fund for affordable housing can be created, and
- 6) Do another study to recommend reforms in the methods and practices of assessing residential property.

In late November 2006, the New York City Council developed a bill that would require all market rate housing development projects to contribute to affordable housing production. A city council resolution in the form of a dedicated housing trust may occur early in 2007, and may include other forms of real estate development such commercial offices. Similar efforts are underway in other city's of the state. The bill passed in December 2006 requiring a major review of the GEA every two years. Inclusion is not made mandatory in portions of Harlem and all of CD12 in the bill.

As the program is available to all developers outside of the GEA each of these steps will reduce the benefit of developers outside of the zone and increase the responsibilities of developers within the zone. The result is hundreds of millions in foregone real estate tax revenue. The argument is to recapture this revenue in the form of affordable housing production by private developers within a larger GEA. Based on the savings the Mayor budgeted an additional \$200 million for affordable housing, but the 421a Task Force report suggests the amount saved could be considerably more.

As outlined above and if approved, all of Manhattan will be in the GEA except for substantial portions of Harlem and all of Washington Heights and Inwood. In the past, the housing resource from the GEA has turned up in Central Brooklyn and the South Bronx where land is cheaper and a larger number of units would be possible and theoretically more affordable. All rental buildings receiving the 421a benefits must follow the stabilization guidelines of the Rent Guidelines Board for rent increases, even if their apartments are over \$2,000 per month.

The central question for housing advocates of CD12 must therefore be about a fair distribution of funds for housing preservation through rent assistance programs administered by the city. The Mayor's initial mandate to the task force consider removing the Manhattan core area distinction and requiring developers in any part of the city to include affordable housing if they want to receive the abatement. The task force, which includes city officials, developers, bankers, and housing advocates considered a wide range of reform proposals aimed at benefiting from an increased level of production and presumably several side studies and property analysis reports are available that led to the final recommendations.

R2.4 REFORM/REPEAL URSDADT LAW

In 1971, the New York State Legislature passed the Urstadt Law taking away New York City's power to pass rent laws that are more stringent than the state's. Without doubt, revocation will decrease displacement and increase accountability of property owners by shifting control of rent regulations from state to local authority. This change is dependant on legislation that recognizes the differences between the dense urban centers of the state and its rural and county government counterparts. CB12 should support its state legislators in efforts to reverse this loss of "home rule" powers. In the mean time, the power to regulate housing to sustain affordability is by using this loss of power to encourage an organized and informed tenancy.

The Urstadt Law over thirty years old, but it triggers a key asset of every community – its long memory. As most of NYS's regulated housing is in New York City, this power has led many to call it regulation without representation. The NYS Supreme Court has upheld the law as constitutional; the possibility for repeal is therefore limited. Nevertheless, the community remembers this as a power taken and as such, it is tool for organizing the energy of people to build alternatives.

Recommendations for Related Programs/Initiatives

Support direct links between anti-displacement social services for tenants and anti-abandonment services for building managers and owners. Support allocation of resources to strengthen awareness of tenants' rights and the capacity of organizations to address poor housing

conditions. The lack of this intervention at this time is analogous to ignoring a cancer.

R2.5 SUPPORT TENANT REPRESENTATION IN CASES OF OWNER "OPT-OUTS" OF SECTION 8 AND OTHER SUBSIDIES

When Mayor Bloomberg vetoed pro-tenant legislation, the City Council overrode the veto leading to the Tenant Empowerment Act of 2005. The act aids Section 8 tenants and residents of Mitchell-Lama housing with rights to purchase if owners "opt out". A similar approach for tenants of rent stabilized buildings is needed.

The overwhelming issue facing CD12 will be displacement. The primary concern will be whether building owners and their managers are forcing tenants out of their homes thereby potentially initiating a renewed cycle of homelessness and overcrowding.

R2.6 DEVELOP CAPACITY FOR TENANT ORGANIZING/EXPAND EDUCATION OF TENANTS' OF RIGHTS

Make funding for tenant organizing a top expense budget category at the District Needs, District Cabinet and Borough Board levels. Align expense and capital budget priorities with recommendations made by local housing organizations and tenant's rights groups.

Well-trained community organizers will inform families of their rights, reduce threats to the stability of daily living, and mobilize organized representation. Expanded legal representation requires a prepared constituency with trust in the rule of law. Supporting early warning efforts in support of tenants can save a building from the anger of tenants and the ignorance of its ownership.^{ak} Increased public funding is needed for the provision of legal services for every tenant threatened with eviction. Representation will allow tenants to present their cases completely and create a foundation for client stability. Currently, 20,000 tenants need help every year. The services currently available have resources to help and advise about 10% of these families.

As of November 2005, data provided by the NYC Housing Court indicated 17,413 residential eviction proceedings from Washington Heights-Inwood (WH/I). By March 2006, the Court issued 21,991 eviction warrants. This is a 26% increase in a three-month period. Of those cases, 89-90% are the result of non-payments, about 7% are from holdovers, and about 4% came from Housing Preservation Actions (HP) for repairs. At Housing Court, only 10% of the tenants have legal representation when compared to 90% of property owners who do have legal representation^{al}.

R2.7 Implement Sub-District Housing Preservation and Development Plans

Twelve sub-district areas in CD12 suggest neighborhood housing environments within which a comprehensive approach supporting the preservation of the community. Preservation activities are recommended through historic landmark and districting approaches, code compliance initiatives and moderate to substantial rehabilitation. Seek resources and identify places and partners for closer analysis. Each of these areas are linked by centers and corridors that should be encouraged by the board for significant development activities.

R2.8 SEEK INCREASED SUPPORT FOR PROGRAMS THAT PREVENT HOMELESSNESS

Two new recently developed programs to prevent homelessness are [Home Base](#) and [Housing Stability-Plus^{am}](#). Home Base is a targeted program aimed at six community

districts that have produced the highest number of homeless individuals and families.^{an} East Harlem (CD11) has the only facility in Manhattan (Palladia: Third Avenue at 124th Street) and plans to expand to CD12 remain confidential. Home Base starts with assumption that keeping people in their homes is better. It works with neighborhood organizations to stop homelessness before it occurs, on a case-by-case basis.

Housing Stability-Plus has become the largest discretionary rental subsidy program in the nation. It offers homeless clients five years of rental assistance-with the understanding that, as they re-establish themselves in permanent housing, there will be a 20% 'step-down' in their rental assistance grants each year. The program began in late 2000 and since then 7,400 men and women in the city have permanent housing, of these 6,700 of them families with children totaling 21,000 people.^{ao} Housing Stability, as of June 2006, has helped about 4,000 people at an average cost of \$4,000 per client, compared to the higher shelter cost.

R2.9 SUPPORT INTENSIVE AND INDEPENDENT BUILDING INSPECTIONS

A housing stock of such high quality as CD12 can take substantial levels of disinvestment without obvious signs. Quality exteriors can hide a rotting core infrastructure. Current anti-abandonment interventions may come too late to be comprehensively effective when the disgruntled but disquieted acquiescence of tenants fails to sound the alert and take appropriate action.

R2.10 ESTABLISH AN EMERGENCY RENT FOR FAMILIES FUND

\An emergency fund will help families threatened with eviction, but in fact, the fund is equally important as insurance for related tenant support funding. It is also the first step for establishing the possibility of tenant held equity. ERF Fund administration is a form of creative finance (as opposed to charity) growing field of financial services innovation with a direct interest in establishing financial supports banking products for low- and moderate-income households.

R2.11 PROMOTE STRATEGY FOR A DEDICATED HOUSING PRESERVATION OR TRUST FUND

Seek participation in policy sessions regarding the structure and purpose of a dedicated housing fund. (See R2.3) Regardless of how funds develop, the essential missing ingredient in CD12 is a method for identifying buildings for the preservation of affordable housing. New market rate development in CD12 should be required to contribute to a fund for the rehabilitation of the existing housing stock and for programs assisting tenants to remain in the community. However, there are very few sites in CD12 can provide this bonus opportunity to developers. City Planning's recommendation for Sherman Cree will set the precedent for similar strategically located sites throughout the community.

Property ownership is a "bundle of rights" with trading power in the market place. Community land trusts private are nonprofit corporations created to acquire the right to hold land and to secure it for access to residents least served by the prevailing market.^{ap} In dense areas such as New York City, development practices include the formation of mutual housing associations wherein the land is held by a trust in order to lower rent/acquisition costs to low- and moderate-income households. A local land trust organization developed in partnership with the Parodneck Foundation with land in CD12 is known as Community Assisted Tenant Controlled Housing ([CATCH](#)).

As of right new housing construction opportunities created by zoning changes proposed for Sherman Creek will produce economic “windfalls” that require sharing. Facilitating a connection between new construction and a modest number of rehabilitation sites should be central part of all discussions regarding distribution of benefits, however, the highest priority is clear for a maximum of onsite affordable unit availability.

Small vacant lots and a few vacant buildings in the district describe most of land available for new housing development. All of the city-owned buildings are in a pipeline, leaving a consequential but low-impact need to deal with the remaining privately owned vacant buildings. A best practice is to make a best effort to match these remaining sites with developers for the production of affordable housing.

Link Rehabilitation and Preservation Strategies

The direct application of a pro forma work for rehabilitation is to expose all cost assumptions for review. This is a straightforward work of architectural/engineering practices with sufficient experience and the confidence of banking and government underwriting offices.

Less well understood is a second application of this pro forma process in promoting site-control partnerships between tenants and owners. This approach involves the comparison of alternative site configurations based on location, building type, and tenant capacity. It leads to expanding the efficiency of production and rate of decision-making in getting buildings renewed and rent stabilized/restructured.

The portfolio of alternative site configurations provides for the efficient grouping of projects. Examples would include minimizing predevelopment and site security costs, matching architecturally identical buildings, and assessing economic impacts. Grouping all of the potential rehabs in a given study area makes it possible to justify lower development cost assumptions if targeted to enough buildings to bring costs within acceptable limits. Broadly defined, assets are investments that appreciate over time, one of the most useful off balance sheet investments the community can bring an owner is an organized tenancy.

The grouping of potential projects forms the heart of a comprehensive preservation strategy. The first series of housing rehabilitation projects can be recognized in a logical relationship to the last series of related (or spin off) development projects within a given area. Well-chosen public interventions build private investor confidence.

Commercial revitalization strategies and are easily recognized as a part of a flexible and integrating business development plan. This leads to more than the rehabilitation of buildings but forms of support for related positive economic impacts, such as the introduction of higher income households.

Dense urban areas produce decidedly higher thresholds for racial and income integration at the neighborhood level of change. While New York City is perhaps the most diverse of urban areas, economically integrated areas are accepted and lasting. This is due to greater sensitivity to laws against discrimination and a healthy acceptance of the value of diversity. Communities such as CD12 have a durable housing stock that has physically allowed multiple transitions. In CD12, there are four rehabilitation and preservation issues to define more fully and to identify resources for a routine reassessment:

- 1) the degree to which its isolation as a Hispanic/Latino population produces weaknesses for organizing tenants,
- 2) whether, when, where and how new development will cause unacceptable economic distress or measured and guaranteed social and economic improvements,
- 3) a better general understanding of how the combination of social isolation and market rate investment will produce geographic areas of extensive deterioration and if these groups of buildings/neighborhoods can be predicted.
- 4) the political climate for change that might produce forms of immediate assurance of fairness or whether a counter climate that is dependant on despair and hopelessness is a prerequisite to establishing a climate for effective change.

R2.12 SUPPORT SET ASIDE INCREASES IN NEW YORK STATE'S USE OF TAX CREDITS FOR AFFORDABLE HOUSING

Without doubt, CD12 would benefit greatly from an increase in 9% (construction) tax credit set asides for preservation. This would increase private activity bonds and the use of state housing trust funds and 4% credits aimed at expirations. NYS surplus of 4% credits became part of the HOPES program that provides financing for \$140 million in private activity bonds and 4% credits for preservation. Tenants helped to produce this resource to aid in the acquisition of Mitchell-Lama buildings. A steady increase in NYC and NYS priority for preservation would also encourage a broader use of the states predevelopment and bridge loan programs for preservation.

Support the strengthening of initiatives in NYC that expand notice requirements by owners leaving support programs by length, confirmation of effective recipient notice procedures and full disclosure of content. Support actions that increase the purchase right opportunities upon conversion notification for preservation purchasers to retain subsidies for affordable use including the use of general obligation bonds and inclusionary zoning bonuses.

Endnotes

(Endnotes)

a Kristopher M. Rengert. *Why is Affordable Housing Being Lost?* Housing Facts & Findings. 2002 Fannie Mae Foundation

b Low-Income Housing Tax Credits (LIHTC) Under this program, each state receives an allocation of federal tax credits that are awarded on a competitive basis to individual proposed housing developments. The housing developer then sells the tax credit to private investors who want to claim the credit against their federal taxes. A similar program for state low-income housing tax credits is needed for a claim against state income taxes.

c Requires all states and entitlement communities (cities with populations over 50,000) to develop a plan called the Comprehensive Housing Affordability Strategy (CHAS). Completion was required to release "any" federal housing dollars.

d Community Development Block Grants were initiated in 1974, the U.S. Department of Housing and Urban Development (HUD) provides annual grants of Community Development Block Grant (CDBG) program funds to larger cities and counties throughout the United States. NYC develops and submits to HUD a Consolidated Plan that documents how it plans to spend its block grant and other similar federal funds. HUD requires that 70 percent of CDBG funds must be spent to benefit low-and moderate-income persons. The city uses CDBG funds to pay the administrative costs for community development, housing and other city departments. CDBG funds may be spent on affordable housing as well as on infrastructure improvements in eligible communities, on public services and on certain economic development programs. The city's one year and five-year Consolidated Plans, showing how it will spend its CDBG funds. See:

e Been, Vicki, Caroline K. Bhalla, Ingrid Gould Ellen, Solomon J. Greene, Andrew E. Schinzel, Ioan Voicu. 2006. *The State of New York City's Housing and Neighborhoods 2005*. New York: Furman Center for Real Estate and Urban Policy. (<http://furmancenter.nyu.edu/publications/SOC2005.htm>)

f Go to http://www.housingfirst.net/pdfs/HF_Policy_Update0805.pdf to access the Housing First! Reports.

g This debate is worthy of following, especially in communities such as Washington Heights where extensive new production would be unlikely without the "creation" of blighting conditions and forced displacement. DiPasquale, Denise, Dennis Fricke, and Daniel Garcia-Diaz. (2003). *Comparing the Costs of Federal Housing Assistance Programs*. The Federal Reserve Bank of New York, *Economic Policy Review*

h Kristopher M. Rengert. *Why is Affordable Housing Being Lost?* Housing Facts & Findings. 2002 Fannie Mae Foundation

i The New York City Housing and Vacancy Survey (NYCHVS) is sponsored by the New York City Department of Housing Preservation and Development. The survey is conducted approximately every three years to comply with New York State and New York City rent regulation laws. The U.S. Bureau has conducted the survey since 1962 using a sample of approximately 18,000 housing units representing all five boroughs of the city. In effect each household survey represents about 170 other households. The most recently published is 2005 and is available here: <http://www.census.gov/hhes/www/housing/nychvs/nychvs.html>

j 2005 *Income and Affordability Study* NYC Rent Guidelines Board (April 12, 2005) Website: www.housingny.com

k Previti, Denise, Michael Shill (2003) *State of New York City's Housing and Neighborhoods*, Furman Center for Real Estate and Urban Policy, School of Law and Wagner School of Public Service, New York University. This and subsequent reports are available from NYU School of Law, 40 Washington Square South, Room 507, New York, NY 10012-1099 Voice: 212 998-6696 e-mail: michael.shill@nyu.edu

l For more information on cost burden see: <http://www.census.gov/Press-Release/www/2002/sum-file3.html>

m The Housing Vacancy Survey (HVS) uses 33 Census Tracts listed in Table 0.0 to define Washington Heights and Inwood. As previously noted there are differences between data defined for Community Districts by City Planning and the Housing Vacancy Survey (HVS) to define the same general areas. Disregard minor differences in favor of using these resources to define central issues.

n This approach is not the typical triple net lease, where in addition to a monthly rental fee, the lessee agrees to pay additional costs such as taxes, insurance, and costs associated with repairs, replacements, and maintenance of the property. It is an arrangement between a local nonprofit corporation with an existing portfolio of managed housing and with an interest in expanding its operation or an interest in this business, and "trust agent" relationships with organizations willing to serve as insurers of vulnerable families.

o A household has a "housing cost burden" if it spends 30 percent or more of its income on housing costs. A household has a "severe housing cost burden" if it spends 50 percent or more of its income on housing. Owner housing costs consist of payments for mortgages, deeds of trust, contracts to purchase, or similar debts on the property; real estate taxes; fire, hazard, and flood insurance on the property; utilities; and fuels. Where applicable, owner costs also include monthly condominium fees. Renter calculations use gross rent, which is the contract rent plus the estimated average monthly cost of utilities (electricity, gas, water and sewer) and fuels (oil, coal, kerosene, wood, etc.) if these are paid by the renter (or paid for the renter by someone else). Household income is the total pre-tax income of the householder and all other individuals at least 15 years old in the household. In all estimates of housing cost burdens, owners and renters for whom housing cost-to-income was not computed are excluded from the calculations.

Related Terms Physical or financial housing problems are defined for occupied housing units as including the following conditions: (1) lacking complete plumbing facilities, (2) lacking complete kitchen facilities, (3) with 1.01 or more occupants per room, (4) selected monthly owner costs as a percentage of household income in 1999 greater than 30 percent, and (5) gross rent as a percentage of household income in 1999 greater than 30 percent

Relevant Dataset Census Bureau, decennial census; Census Bureau and Department of Housing and Urban Development, Comprehensive Housing Affordability Strategy (CHAS)

Primary Source www.dataplace.org

Definition Source Cost and income component descriptions from U.S. Census Bureau, Census 2000 Summary File 3 Technical Documentation, 2002

Fact Finder Link <http://www.census.gov/Press-Release/www/2002/sumfile3.html>

p "Out of Reach 2004" is a report by the National Low Income Housing Coalition (NLIHC) <http://www.nlihc.org/> project file: [\Housing\NLTHS.xls](#) See website for more detailed information [National Low-Income Housing Coalition](#) (<http://www.nlihc.org>)

q See The [Housing Wage Calculation](#) (www.nlihc.org) for a detailed comparison of Manhattan Housing costs in comparison to NYC overall

r The Section 8 data comes from the Multifamily Assistance and Section 8 Contracts (Section 8 Expiring Use) Database, available at <http://www.hud.gov/offices/hsg/mfh/exp/mfhdiscl.cfm>.

s *State of New York City's Housing and Neighborhoods 2004*, Furman Center

t The Department of Buildings has created an ECB Violation Reference Guide to provide an understanding of Environment Control Board (ECB) Violations. [Part I of the Guide, "Understanding Your ECB Violation,"](#) including the Top 25 most common ECB violations. [Part 2, "Certification Requirements for the Top 25 ECB Violations"](#) reviewing the 25 most common infractions and provides specific information on how to correct each.

u The 2000 Census measures affordability and quality: (1) lacking complete plumbing facilities, (2) lacking complete kitchen facilities, (3) with 1.01 or more occupants per room, (4) selected monthly owner costs as a percentage of household income in 1999 greater than 30 percent, and (5) gross rent as a percentage of household income in 1999 greater than 30 percent.

v The Department of Buildings has created an ECB Violation Reference Guide to provide an understanding of Environment Control Board (ECB) Violations. [Part I of the Guide, "Understanding Your ECB Violation,"](#) including the Top 25 most common ECB violations. [Part 2, "Certification Requirements for the Top 25 ECB Violations"](#) reviewing the 25 most common infractions and provides specific information on how to correct each.

w *State of New York City's Housing and Neighborhoods 2005*, Furman Center

x The Center for Responsible Lending (www.responsiblelending.org) is a resource for predatory lending opponents working to protect families from being "wooded" by "teaser" interest rates within an adjustable rate mortgage scheme.

y Tracking Discretionary Housing Development Money Introduced by Councilmember Sanders, this bill would improve the city's public reporting requirements for companies that receive discretionary city development subsidies. Introduction 373-A builds on the existing city subsidy disclosure law (Local Law 69) It is intended to provide information on jobs and tax revenues for companies that receive discretionary subsidies.

z Payments in Lieu of Taxes (PILOT) The so-called PILOT program is under IRS scrutiny or "payments in lieu of taxes" because it involves taking land off of the property tax rolls in exchange for fixed payments. The program turns a variable cost into a fixed cost, lowered payments serve as an incentive, and payments are often diverted to amortize "infrastructure development" costs performed by the developer. A new IRS rule that may go into effect in 2008 would no longer allow developers to use federally subsidized, low-interest bonds for projects that involve PILOTs, *unless* the payments reflect taxes based on a property's actual value. The IRS rule change eliminates "fixed cost" benefit in preference for a more accurate payment based on fluctuating value and local tax rates. Developers are then required to offer higher returns consistent with increased risk. Comptroller Bill Thompson, has called the incentive rife with "costly flaws and misuse". The program came under scrutiny after the IRS accepted PILOT deals for the Yankee and Mets stadiums.

aa Any property can only be directly compared to itself. This is the basis of a repeat sales index. A repeat sales index takes pairs of sales on the same property and calculates the rate of growth between the two sales. Having done this for every pair of sales on every property, a statistical technique known as linear regression enables statisticians to break down individual growth rates into average growth rates per month, quarter, year or whatever time period the index is being calculated over. The repeat sales index eliminates the problems associated with changing buying patterns and calculates the actual average rates of growth for an area. It is the most accurate way of measuring house price inflation.

ab Drawn from article in New York Times Real Estate Desk December 8, 2005

ac Gentrification has three conditions 1) displacement of original residents, 2) physical upgrading of the neighborhood, and 3) change in neighborhood character. The term may also include forms of reinvestment in advancing human capacity to adapt to new conditions and environments. Tenants may also leave an apartment for a variety of reasons and this alone may not indicate forced displacement. However, the resources to define "force" are limited in Washington Heights and Inwood.

ad Low Income Housing Tax Credit Program administered by the New York State Department of Housing and Community Renewal. See: <http://www.dhcr.state.ny.us/ocd/progs/lihc/ocdprgli.htm> for details.

ae The HOPES program was created by Governor Pataki in 1999, the program has dedicated almost \$200 million towards the preservation of more than 3,500 units throughout New York State as of June 2006

af Been, Vicki, Caroline K. Bhalla, Ingrid Gould Ellen, Solomon J. Greene, Andrew E. Schinzel, Ioan Voicu. 2006. *The State of New York City's Housing and Neighborhoods 2005*. New York: Furman Center for Real Estate and Urban Policy. (<http://furmancenter.nyu.edu/publications/SOC2005.htm>)

ag . For more information see: <http://www.huduser.org/datasets/qct/notice2003.htm#qctdda>

ah Source: Plan to Save Public Housing April 2006 www.nyc.gov/html/nycha/downloads/pdf/ppph-eng.pdf - 2006-04-19

ai The complete database is available for analysis through HPD or the file from which this summary was drawn is available at CCAC <PCS March 2006 CD12.xls

aj On the rental side of the market, affordability pressures clearly grew. The median monthly contract rent increased from \$831 to \$900 (after adjusting for inflation), and the median share of income spent on rent by New York City renters (the median rent burden) rose from 28.6 percent in 2002 to 31.2 percent in 2005. These numbers suggest that rents represent a significant strain for many households, especially those at the low end of the income spectrum who are not fortunate enough to live in subsidized housing. Among unsubsidized, low-income renters, the median share of income spent on rent rose to over 50 percent in 2005, up from 43.9 percent in 2002. Surprisingly, perhaps, the share of unsubsidized, low-income renter households that live

in severely crowded housing actually fell during this period from 5.3 percent in 2002 to 4.8 percent in 2005. (State of City 2005, Furman Center)

ak Housing Here and Now has created a community-based resource file with the help of community-based housing advocates and tenants. Known as the [Fix it Now](#) campaign buildings with bad conditions can be reported this advocates website. To enter a building use this link: http://nycworstlandlords.com/nycwl/slum-lord_form.php

al Data: New York Housing Tenant Court November 2005 – March 2006

am For detailed description see: <http://www.nyc.gov/html/dhs/html/atrisk/homebase.shtml> and <http://www.nyc.gov/html/dhs/html/rent/hsp.shtml>

an These are Mott Haven/South Bronx (CD1), East Tremont (CD6), Bedford Stuyvesant (CD3), Bushwick (CD4), East Harlem (CD11), and Jamaica (CD12). DHS plans to expand the program to additional community districts in the future.

ao Mayor Bloomberg before the National Alliance to End Homelessness Annual Conference in Washington, DC July 17, 2006

ap An excellent source of expertise on community land trusts limited equity cooperatives, and community-based nonprofit is the [Institute for Community Economics](http://www.iceclt.org/clt/index.html) <http://www.iceclt.org/clt/index.html>

2.3.1 Introduction

The third goal set by the working group was to identify sites where new construction could be undertaken that would meet community needs.

The following statement from the Board below has guided the thinking of this report:

Much of the actual property uses in Washington Heights and Inwood are contrary to the official New York City zoning regulations, which were last updated in 1961 in the CB12 area and most of the City. In many cases, zoning laws and regulations are not adhered to and this significantly affects the neighborhoods' quality of life. The enforcement of existing regulations would prevent non-conforming uses in residentially zoned areas. Moreover, the City must provide new zoning guidelines where necessary; for example, CB12 is currently preparing a study of existing retail uses on Amsterdam and Audubon Avenues, which will be referred to the Department of City Planning with recommendations for possible zoning changes.

Five elements or indicators are instructive in the task of finding suitable places that will serve a variety of community functions.

- Community Need and Priorities: Summary of Need Statements
- Community Input: Neighborhood Planning Workshops
- Existing Community Facilities and Services: Schools and Libraries, Health and Welfare
- Soft Sites Assessment: Periodic Assessment of Development Potential
- Zoning Case Studies: Focus on Height and Bulk

A community's service institutions establish its ability to define and solve problems, beyond simply meeting day-to-day needs, as difficult as that may be. The New York Presbyterian Hospital Campus, for an example, is not just a place to cure a disease or repair broken limbs; it is a medical science center investigating human health. The combination of meeting needs and solving problems therefore represents many combinations of resource interventions in the health, education, and welfare of CD12. The community board is another of these institutions. Its primary responsibility is the acquisition and dissemination of accurate and reliable information. In this sense, the role of the board in reviewing the state of community development affairs is also a key distributor and manager of information.

A garage for the trucks of the Department of Environmental Protection (DEP) or a site for Beacon or Vision School programs are examples of sites that should be selected to meet community needs. This section closes with a review of possible sites located in the three "case study" areas. Each examines the comparative suitability or adaptation that might be needed in order to include a new educational facility in the community within the existing zoning as well as under potential contextual zoning (R7A, B or X).

Recently, an Interagency Task Force organized by the offices of the Economic Development Corporation recommended a set of new zoning envelopes for a large area of Sherman Creek and Inwood. Carefully examining the reaction to these zoning changes will assist the board in evaluating similar actions throughout the district that might provide opportunities for affordable housing and mixed-use development. In this section, the emphasis on "mixed-use" is presented as the key to identifying sites meeting community needs.

2.3.2 Community District Need and Priorities

Summary of Need Statements for budget years 1995 and 2008

Priority lists developed through an open community participation process offer a direct method for establishing a framework for planning. Without such accountability, the *Statement of Community Needs* becomes a reporting activity lacking in the support needed for successful implementation of its recommendations. This combination of agency planning and contributions by residents to the NYC budget process has been continuous since 1980. While priority ranking is a difficult process, the listing is generally a product of the seriousness of a problem, its frequency in the district, and the public and agency's sense of "solvability". An important aspect of the annual publication of needs statements is the requirement for "serious consideration" in planning by city agencies pursuant to Section 204 of the City Charter. A formal monitoring of results should put this level of "seriousness" to the test.

The Department of City Planning (DCP) is also required to provide information describing the district's households, a list of its institutions, and other resources. Among the information to be provided are data on ethnicity, racial and economic characteristics, the number of public assistance households, supplemental security, and Medicaid only residents. Land use information is developed using the city's real property files and there is extensive information on housing. There is also a summary of capital budget items planned for the community.

While the business sector provides much of a community's wants, it is usually public agencies and non-profits that assume the public responsibilities including public education, health, safety, fire and environmental protection, transportation, planning, consumer affairs, corrections, economic development, housing preservation and development, landmarks, and many others that are government provided or supported services. They are required to have publicly accountable governing bodies for reporting and evaluations. Following up on these could provide the material for a "state of the district" report.

Table 2.3.2a: Needs 1995 – 2008

1995: 11 Major Categories	2008: 14 Major Categories
Health Services	Housing and Human Services
Senior Citizen Services	Human Resources Administration
Parks	Housing and Homeless Services
Sanitation	Youth Services and Education
Environmental	Libraries
Housing	Senior Citizen Services
Transportation	Police Department
Cultural Institutions	Fire Department
Economic Development	Community Emergency Response Team (CERT)
Homeless Committee	Traffic and Transportation
Public Safety	Health
	Environment
	Zoning and Land Use
	Economic Development

Table 2.3.2b: List of Capital Budget Priorities 2006 and 2008

Community Board , Manhattan Expense and Capital Budget Priorities by FY			
ISSUE	2006	2008	Capital
HSG	7	1	Provide funding for affordable housing
ED		2	Construct new early childhood center on Broadway (Academy - 204th)
SAFETY	5	3	Fund renovation to expand and improve physical structure of senior centers
ED	1	4	Develop daycare centers to alleviate shortages in CB 12
HSG		5	Increase funds for preservation/rehab of occupied/vacant homes/multi-family housing
TRANS		6	Rehabilitate Dyckman Street IRT Subway Station
ENV		7	Expedite construction of new District 8M garage and relocate trucks from W215th Street
ENV		8	Acquire property, develop and provide waterfront access in Sherman Creek
SAFETY	0	9	Fund full renovation of Engine 67 on West 170th Street
ED		10	Fund full renovation of WH and Ft. Washington Branches and make ADA-compliant
ED		11	Acquire funding to build an additional High School
TRANS		12	Rehabilitate West 163rd Street IND Subway Station
ENV	22	13	Reconstruct Gorman Park's stone stairway, paving, planting, benches, and memorial
ENV	13	14	Reconstruction of the Highbridge Park landscape, including drainage, lighting and paths
ENV		15	Purchase additional sanitation equipment, including collection trucks
TRANS		16	Rehabilitate 181st IND Subway Station
ED		17	Acquire funding to build new Youth Development Center north of West 192nd Street
TRANS		18	Reconstruct Nagle Avenue from Broadway to West 205th Street
TRANS		19	Rehabilitate West 157th Street IRT Subway Station
ED		20	Provide capital funds for commercial revitalization and re-beautification
ENV		21	Reconstruct Roger Morris Park Sidewalks/paths, inc. ADA ramp, drainage and landscape
SAFETY		23	Purchase cell phones for School Crossing Guards
TRANS		24	Reconstruct West 207th Street from 10 Avenue to Seaman Avenue
TRANS		25	Rehabilitate West 207th Street IRT Subway Station
ENV		26	Reconstruct park paths (paving and drainage in Inwood Hill and Ft. Tryon Parks
ENV		27	Ft. Tryon Park Alpine Garden & Broadway perimeter landscaping and stair/path repairs
ENV		28	Provide capital funds for more block grants
ENV	27	29	Reconstruct Indian Road Playground at Inwood Hill Park
TRANS		30	Reconstruct Seaman Avenue from Riverside Drive to West 218th Street
TRANS	23	31	Rehabilitate Riverside Oval (Riverside Drive and W 218th Street)
TRANS		32	Provide funding to expand Dept. of Transportation Bus Pad Contract
ENV	18	33	Purchase water truck to water plants, a truck equipped to remove graffiti and riding lawn mower
ED	2		Fund renovation of the Washington Heights Library and Ft Washington Library
ED	3		Fund the retrofitting of the Bishop DuBois School for an Intermediate School in CSD 6
ED	4		Acquire funding to construct new school on Broadway near 204th Street
HSG	6		Acquire property and build housing, commercial development, community amenities, office space, and provide waterfront access to Sherman Creek
SAFETY	8		Acquire property and construct an EMS Base Station
TRANS	9		Rehabilitate West 168th Street IRT/IND Subway Station - became CS in 08
ENV	10		Reconstruct J Hood Wright Park's stone retaining wall including graffiti seal coating; Reconstruct portions of the park including landscaping, pathways, fencing and benches - became CS in 08
TRANS	11		Reconstruct Broadway, West 155th Street to 178th Street: Stage B
ENV	12		Reconstruct Harlem River Drive and Promenade, West 210th Street to Dyckman Street
TRANS	14		Acquire vacant CB12 properties and build more parking garages
HSG	15		Increase funding for Participation Loan Program and Article 8A Programs
SAFETY	16		Restore Firehouse renovations
ED	17		Acquire new site for Gregorio Luperon High School
ENV	19		Reconstruct portions of park paths, including paving and drainage at Inwood Hill & Fort Tryon Parks
TRANS	20		Acquire property and construct a parking facility on Block 2180 Lot - 95-4275, Broadway at 182nd Street
HP	21		Reconstruct electrical system, interior lighting, HVAC and portions of exterior in Morris Jumel Mansion
TRANS	24		Construction of ferry service on Dyckman Street
TRANS	25		Rehabilitate W 190th Street IND Subway Station
ED	26		Build school at old rd Precinct site:2120 Amsterdam Avenue for an Intermediate School - became CS in 08
ED	06CS		Fund extension of P S 18 to adjoining lots
TRANS	06CS		Reconstruct 10th Ave - West 206th to West 218th Streets, and Nagle Ave, and Dyckman Street to 10th Ave
TRANS	06CS		Reconstruct West 191st Street Underground Street
TRANS	06CS		Replace elevators at West 181st and West 191st Street Subway Stations
TRANS	06CS		Rehabilitate West 191st Street IRT Subway Station
TRANS		08CS	Rehabilitate West 168th Street IRT/IND Subway Station
ENV		08CS	Reconstruct J Hood Wright Park's stone retaining wall including graffiti seal coating; Reconstruct portions of the park including landscaping, pathways, fencing and benches
ED		08CS	Build a new school at the old 33rd Precinct site at 2120 Amsterdam Av for Intermediate School
ENV		08CS	Reconstruct Michael Buczek Ballfield, including turf field
ED		08CS	Acquire new site for Gregorio Luperon High School at 2120 Amsterdam

Table 2.3.2c: List of Expense Budget Priorities 2006 and 2008

Community Board , Manhattan Expense and Capital Budget Priorities by FY			
ISSUE	2006	2008	Expense
SAFETY	1	1	Increase number of Police Officers at the 33rd and 34th Precincts
HSG	5	2	Increase funding for Code Enforcement and Litigation
HSG		3	Provide funding for Anti-Eviction and SRO Legal Services in CB12M
HSG		4	Restore funding for Manhattan's only Lead Safe House
TRANS	2	5	Substantially increase funding of transportation services for the elderly of CD12
ED	6	6	Restore six-day service in all Washington Heights Branch Libraries
SAFETY		7	Increase funding for quality home care services for the elderly
ENV	3	8	Hire additional air and noise enforcement personnel, create noise enforcement unit
HSG	7	9	Increase funding for Dept of Buildings Inspectors
ENV	9	10	Hire additional Sanitation workers, including street cleaning personnel
ED	11	11	Fund Domestic Violence prevention programs in the Community Board
SAFETY	13	13	Restore funding for Fire Marshall positions
ED	15	14	Fund one-stop employment/job training centers
ED	17	15	Reinstate funding for all after school programs in School District
ED	19	16	Identify and provide funding for leased space to alleviate severe overcrowding
ENV	21	17	Fund additional park's maintenance personnel
ENV	23	18	Fund additional park enforcement personnel
ENV	25	19	Increase funding for Bureau of Pest Control
SAFETY		20	Hire additional civilians to perform support functions in the 33rd and 34th Precincts
ED		21	Provide funding for youth anti-violence programming
HSG		22	Increase funding for Housing Court Information Services
ED		23	Provide funding for a new Beacon Program at IS 52
ED	4	24	Increase funding for day care providers
ED	8	25	Fund additional childcare and implement nursery and pre-school programs including services to children with special needs.
TRANS	10		Fund maintenance program for the 191st Street Tunnel Underground Street
HSG	12		Provide funding for Community Based Organizations for legal services for tenants
SAFETY	14		Acquire funding for increasing the number of Fire Safety Inspectors
HSG	16		Provide funding for Community Outreach Programs (Buildings Dept)
ED	18		Increase funding for related services for children with special needs in CSD 6
ENV	20		Increase funding for Sanitation Police Officers
SAFETY	22		Increase funding for Mental Health Programs in local elementary schools in CSD 6
SAFETY	24		Fund School Crossing Guard program (NYPD)
ED	26		Fund ongoing equipment replacement/ upgrades to keep current with technology; and increase funding for repairs, maintenance and security (NYPL)
ED	27		Increase funding for branch materials, including software, subscriptions, and recorded material (NYPL)
ED	28		Increase funding for literacy , Adult Basic Education (ABE), Family Literacy and ESL Programs (NYPL)
HEALTH	29		Increase funding for School Based Health Clinics
ENV	30		Increase funding for education and outreach on Dept of Sanitation rules, including recycling and waste prevention
HEALTH	31		Increase funding to prevent Lead Poisoning
ED	32		Fund training program for public assistance recipients
ED	33		Provide funding for wireless technology and video conferencing in CSD 6
ED	34		Institute and/or restore the funding for and the maintenance of the historic institutions and museums in CB12: Hispanic Society of America, American Academy of Arts & Letters The Cloisters and the Dyckman Farmhouse Museum
ED	35		Allocate funding to expedite opening of The Malcolm X Museum
SAFETY	36		Provide funding for training of building Superintendents as Fire Safety Directors
HSG	37		Increase funding for Housing Court information Services (HPD)
HSG	38		Increase funding for Small Home loan program (HPD)
HSG	39		Increase funding for Community Consultant Contract Program (HPD)
HEALTH	40		Hire additional staff for the Washington Heights Child Health Clinic
HSG	41		Increase funding for the Article 7A financial assistance program (HPD)
HSG	42		Maintain Landlord Training Program(HPD)

The filter used in this section is the relationship that “community need priorities” may or may not have to existing land use and zoning regulations and their effect on sites that might be available to meet community needs. The major categories of the Community Needs Statement are compared between 1995 and the most recent presentation in Chart 2.3.4 which shows the headings used to make the Statement of Community Needs. The lists are informative both for what they contain and for what is left out.

A systematic analysis of these statements would yield a great deal of information about the relationships between the district’s residents, organizations and its public agencies. For example under the heading “Cultural Institutions” in 1995, the community’s statement was especially concerned with the potential loss of the Museum of the American Indian that eventually relocated to the Wall Street Area. In the 2008 statement, a similar concern expressed by the board seeks to prevent the loss of the Hispanic Society Museum. Much like specialized commercial districts, museums need a critical mass of visitors in order to sustain their existence. While the Audubon Terrace buildings are remarkable, the community’s experience is that uses that meet local needs first are more relevant.

On the following pages, the capital and expense budget priorities for 2006 and 2008 are compared in seven major categories. These are (1) Education, (2) Environment, (3) Health, (4) Historic Preservation, (5) Housing, (6) Safety, and (7) Transportation. Most call for better care of existing physical assets. Specialized needs have been grouped under common headings.

Preliminary Findings

In the area of education, the community listed thirty items evenly split between expense and capital budget priorities. Transportation is the second most listed item with 24 on the list and all but two call for capital-funding. In the area of the environment, all but seven of 24 items call for capital improvements to the area’s park and recreational facilities. Housing received sixteen listings, seeking increased spending on named programs. Through 2008, housing is now CD12’s top capital and expense budget priority. Five issues were associated with public support for specialized health services. Public safety has thirteen listings, most of which are associated with the need for additional resources for the NYPD.

2.3.3 Community Input

NEIGHBORHOOD PLANNING WORKSHOPS

The following paraphrases information gathered from CCAC workshops and presentations. To the degree possible, these sessions were limited to the discussion of issues best addressed through neighborhood planning and land use regulation. In identifying sites for community needs for this report, participants responded to three questions. We asked for a statement of 1) issues and problems, 2) the location of places where this issue might be most evident, and 3) recommendations regarding people who have taken leadership roles in resolving or further defining the issue or problems identified.

Much of this information comes from a large public meeting held on September 13, 2005 by Community Board Executive Committee that involved writing a series of comments on maps about issues, places, and people. On March 22, 2006, a Community Leaders Workshop was held to present a preliminary analysis of U.S. Census and related data that addressed the

goals of the study. The presentation focused on the social characteristics and vital statistics of CD12. This work included a detailed review of land use and zoning, including the identification of three case study sites used to address land use issues. The work of finding issues continued on April 29, 2006 in an all day Resident's Workshop. A key result is the set of vision statements introduced earlier in this report for debate and development. E-mail, individual interviews, and small meetings produced additional responses.

To create balance between the needs of residents, private development interests and the charter mandate of public agencies to serve community boards, the workshop participants responded positively to the idea of forming a constituency for planning on high priority issues. Six subjects most often expressed are used for the following summary of community input.

- Housing
- Economic Development
- Parks and Open Space Issues
- Quality of Life
- East West Divide
- Social Services and Education

Housing

Participants recognized and described many "village" experiences or an "urban interior" feeling about living in CD12's neighborhoods, and felt that this has helped the hold the community together. Residents agree that CD12 has a sound stock of affordable housing but report increased upward pressure on rents, just as owners have pointed out the increased costs of operating "older" housing. There is a shared concern regarding the relative decrease in the household income of tenants and declining interior conditions. These references to the physical deterioration of building interiors, lack of prompt repairs, long standing, and unresolved building code violations, and rumors of "an eviction in the building" suggest the need for major capital improvements and outreach to tenants.

The ideas generated about dealing with this issue suggest heightened awareness of new programs that may serve to help tenants and building owners. Residents report that older programs such as the participation loan program (PLP) "saved the community" by coupling rehabilitation with rent restructuring and stabilization. Additionally, extensive energy weatherization grants coupled with tax incentives helped lower costs.

The city's focus on the construction of new housing has left many with the sense that resources aimed at the owners of the older stock are not well organized or managed. During the course of this study (2006), this was reinforced by the city's announcement of support for significant new construction. It was felt that government needed to "recommit" to preservation, rent stability and the preservation of existing housing and that the board should undertake more "liaison-work" with city agencies including direct resource assistance aimed directly at organized tenants.

Parks and Open Space

On the question of parks and open space, the participants focused on the need for improved access to parks, better maintenance, and expanded access to its two river waterfronts. One suggestion for engaging resources was to create shipping and docking facilities that could include Caribbean cruise lines as well local ferries. Whether feasible or not, this idea speaks to the need for economic development that connects the waterfront with CD12's economic development needs, as well as, the need for uses that will turn some riverfront locations into destinations. A participant said, "Sherman Creek is an untapped resource in our community. It should be more than the offer of access for an evening stroll on the Harlem River. To improve this area as parkland, it would be important to continue the bike and pedestrian walkways and provide waterfront access via boats/kayaks and benches, and so on."

On the issue of sustaining ongoing improvements to the community's parks, one resident wrote that the community could focus on "eco-tourism in areas such as Inwood Hill Park, Ft. Tryon Park, Inwood Hill and other places." This would "draw people to our neighborhood in a way that would benefit residents and create jobs". The district has an opportunity to draw economic gain from the continued growth in tourism which reached more than 44 million visitors in 2007.

Finally, open space cannot be discussed in CD12 without referring to the MTA yards (43 acres). Improvements to its 10th Avenue frontage and a little constructive thinking about public access to its Harlem River frontage will require some creative problem solving by the nation's largest public transportation system. The community is asking the MTA to be a better neighbor and to make public improvements to the residential and water edges surrounding the yards. The sentiment was that the MTA did not have to be fastidious, but they should be smarter about the economic development potential of Inwood.

Overall, while the community has much open space, considerable interest was expressed in the development of improved access to active, organized play and group recreational opportunities that connect the streets to the parks.

East West Divide

There appears to be an "East/West" divide in CD12 which reflects economic if not ethnic or racial differences in the community. Neighborhoods east of Broadway are lower-income and more predominately Latino than the neighborhoods west of Broadway, but this obscures the deeper question local and national trends in income.

In the "State of Working America" the authors write, "If the nation is indeed wealthier in 2006 than at the peak of the business cycle in 2000, but many families' incomes are lower and the share in poverty has grown, where is all the money going?" Virtually all the increase in income has accrued to those at the very top, while poor and middle class incomes have stagnated or fallen.⁹

Economic Development

Economists consider the median hourly wage to be the single best indicator of labor market conditions. Within CD12, wage income is heavily derived from local small business employment, although this is cushioned by extended family networks.

Healthcare systems in New York City provide employment for about 150,000 people. The median hourly wage is \$10.89. The average annual salary is about \$22,000. Home health aids represent 60,000 of this total with a median hourly wage of \$8.00. The average annual salary is just over \$17,000. Retail Sales provide employment for about 400,000 New Yorkers with a median hourly wage of \$12.86 and an average salary of \$42,000, retail sales persons represent about one third of this total and earn a median hourly wage of \$7.97. The average annual income is just over \$20,000.^b

In this regard, the small business community is likely to define the development of the Port Authority Bus Terminal as a commercial center differently than the Port Authority. The Port Authority can be expected to set new commercial rents at the terminal based commercial rather than community considerations. Nonetheless, Anthony Coscia, Chairman of the Port Authority has promised to be more responsive to the public with “a renewed sense of mission” but it will require vigilance and engagement by these businesses, the Board and the community to ensure that the new development meets these goals.

Small businesses are known to be an important source of training and skills for entry level jobs. Using this new development as a model for incorporating this process into the community is a special opportunity that should be maximized to the degree possible.^c

Quality of Life in CD12

Quality of life is a phrase that bundles up a wide range of environmental issues and concerns. In the community workshops, chief among these were the need to resolve traffic and noise problems, largely generated in CD12s midsection from 179th Street to 182nd Street, encompassing I-95 and high volume of regional bus traffic. A priority request made in 1995 for additional traffic control officers at peak hours has yet to be filled. Congestion is increasing, and air quality has documented ill-health impacts in this community with its very high asthma rates.

One of the most interesting locations where the noise problem could use some innovative solutions involves the emergence of the IRT onto an elevated route at Dyckman and 207th Street. A participant stating, “it is scary loud” urged action to help buffer its impact on the surrounding residential community.

Social Services and Education

That many residents lack formal education credentials does not suggest a community without intellect or knowledge capital. The need for additional resources serving youth and elderly is frequently raised. The stated need is for more childcare centers in the “head start” tradition, extended hours in schools, added cultural activities in the arts with an emphasis on social diversity. Residents point to the innovative work of the Community League of the Heights with plans to open a small school for 560 students, and the need to support other intimate programs such as the 400-seat program of the Luperón School. The case studies in this report review ongoing issues associated with educational facility development in CD12 (see Section 2.3.6) by exploring three sites that could employ the community facility option in the existing zoning text R7 and R8 along with contextual zoning.

Conclusion

The issues and concerns of residents outlined here are “self-prioritizing”. A community dialogue often generates useful ideas and solutions but cannot guarantee effective action. The primary concern is that a growing number of households are likely to experience more economic stress. While the atmosphere remains positive for planning and “just plain talk”, these pressures will tear at the fabric of CD12’s most important asset – its families. A community board is an excellent vehicle for this type of open and informal review process, but needs to lead constructive actions rather than simply act as a sounding board. The community needs information that measures the results (outputs and outcomes) of the community’s service institutions (religious, health, and education) in comparison to the need.

All of the comments from these workshops are available for review in the Appendix in the section entitled “The Community Voice”.

2.3.4 Existing Community Facilities and Services

Schools Libraries, Health, and Welfare

CD12 contains 2,763 lots in 300 city blocks to comprise just over 60 million square feet of lot area. The three leading institutional land uses in CD12 are Education, Health, and Religion. The major land users are 47 educational (22 public) sites, 33 health sites (largely NY Presbyterian Hospital) and 69 religious sites (all denominations). The quality of management and development or expansion concerns the community as much as it does the institutions themselves. Half of the religious buildings were constructed prior to 1929, half of the educational buildings were built before 1954, half of the health structures were constructed prior to 1960.

Health, Education, and Religion land uses include 4.4 million square feet out of the 5 million square feet covered by institutions in CD12 or about 8.5% of the total lot area. Table 2.3.4 lists the total lot area and gross square footage for these major and uses. Health facilities have a 1:10 lot area to building area ratio, which is the highest among the three. Much lower ratios prevail for educational uses (1:2) and religious uses (1:1).

There may be a significant opportunity to encourage community facility development at several of the educational and religious facility sites. From a zoning and total allowable square foot (bulk) perspective alone, the use of land by these facilities offers a rich area for exploration of development options. From this point of view the expansion of the existing facility or the transfer of development rights to adjacent areas may prove useful. Similar choices may be possible for schools or education facilities on a site-by-site basis. The regulations governing the transfer of development rights in the interest of the historic preservation of religious facilities are well recognized.

The placement of services and community facilities within the community is a constant battle; however, the community has witnessed the substantial expansion and completion of new schools over the last decade. One needed innovation is to improve the image of high schools to remove some of the opposition that has made siting them particularly difficult. This should focus on smaller units rather than on less effective approaches such as a “school without walls”.

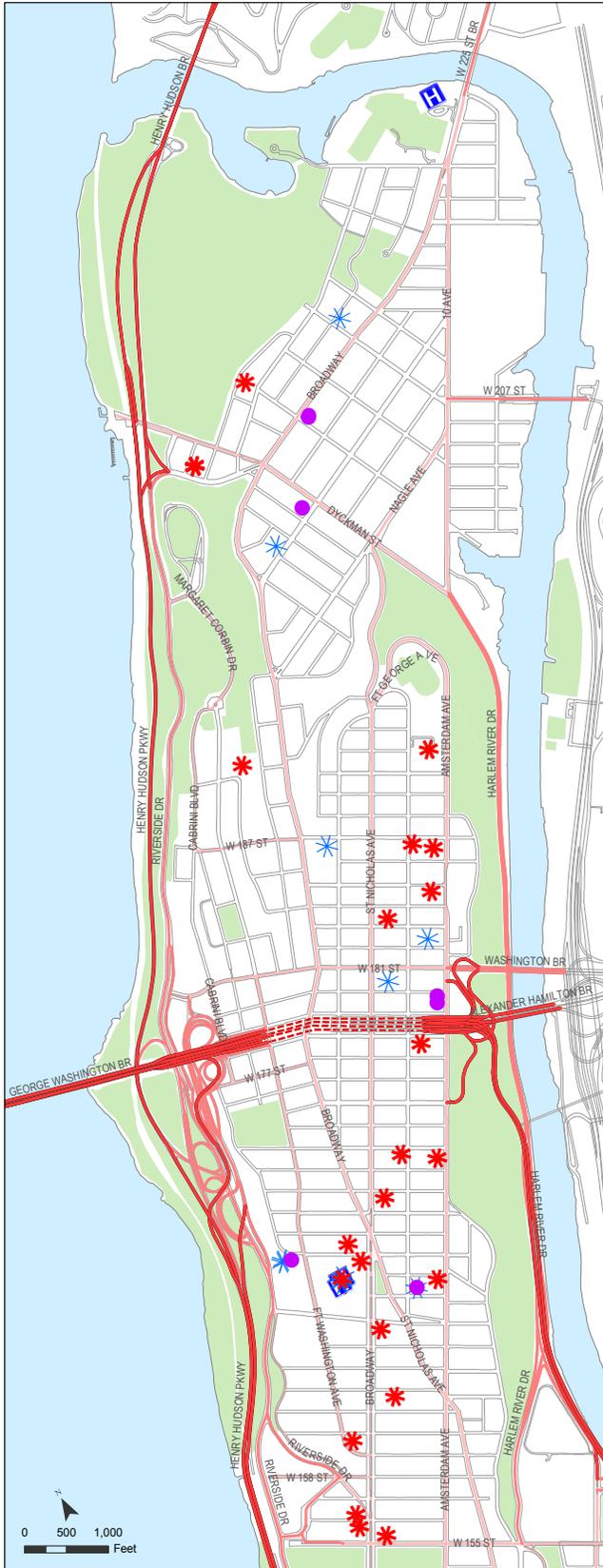
The identification of innovative places to provide expansion room for community education facilities serving all ages is best found in small and locally cherished neighborhood existing

Table 2.3.4: Major Institutional Land Users in CD12

Land Use for Education	
Educational Facilities	47
Median Year Built	1954
Total Lot Area	2,260,450
Gross Square Footage	4,269,701
Type of Facility	
Public, Elementary, Jr, and Sr HS	22
Parochial Schools, Yeshivas	14
College and University Facilities	9
Theological Seminaries	1
Other/Misc.	1
Land Used for Health	
Number of Health Facilities	33
Median Year Built	1960
Total Lot Area	1,454,997
Gross Square Footage	10,861,094
Type of Facility	
Hospitals, Sanitariums, Mental Institutions	15
Health Centers, Child Centers, Clinics	8
Nursing Homes	2
Miscellaneous	4
Staff Facilities	3
Adult Care Facility	1
Land Used by Religious Groups	
Number of Health Facilities	69
Median Year Built	1929
Total Lot Area	684,661
Gross Square Footage	978,861
Type of Facility	
Churches, Synagogues, Chapels	49
Parsonages, Rectories	7
Miscellaneous	7
Parsonages, Rectories	5
Convent	1

Source: LotInfo and the Community Facilities Database of the DCP

COMMUNITY DISTRICT 12-M
HEALTH AND SOCIAL SERVICES



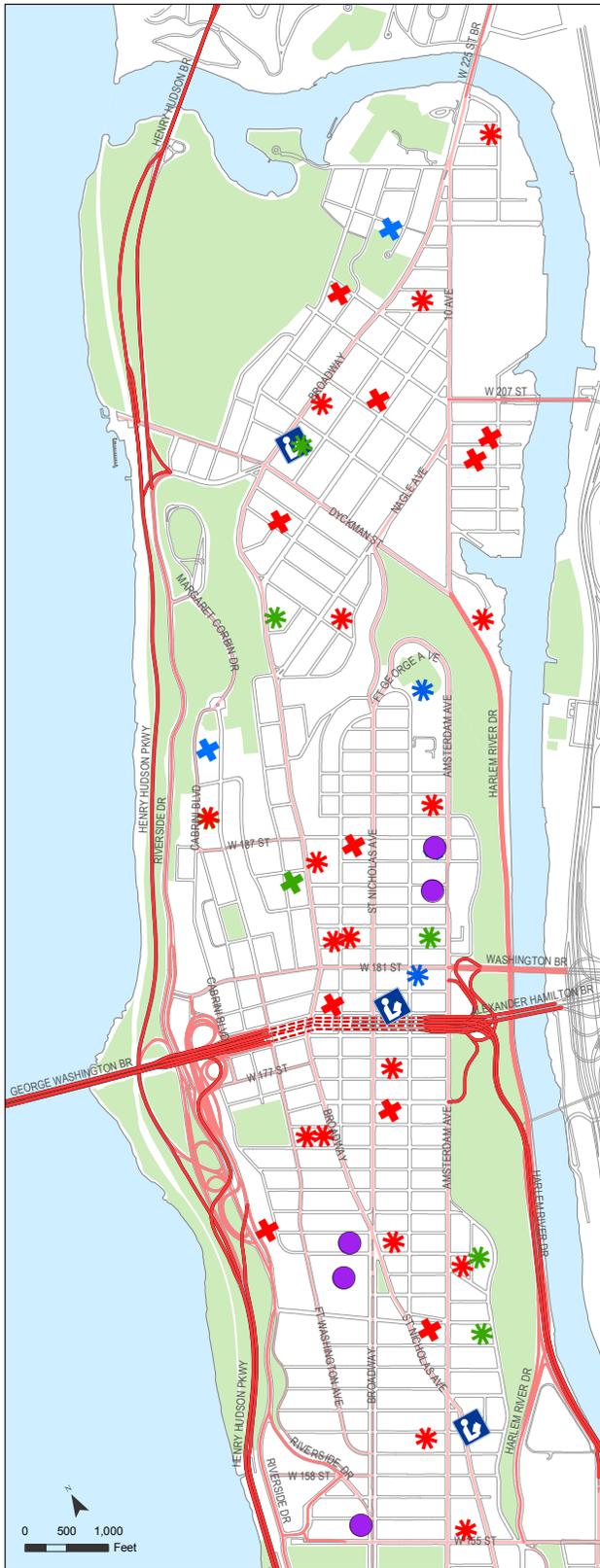
Source: NYCmap, Community Cartography

Map 2.3.4a Health and Social Services

HEALTH AND SOCIAL SERVICES

- Clinic Treatment/ Children & Youth - Mental Health
- Clinic under 587 - Mental Health
- Comprehensive Psychiatric Emergency Program (CPEP)
- State Operated Psychiatric Center
- Continuing Day Treatment - Mental Health
- Hospital
- Hospital-Based Care - Mental Health
- Community Residence (Supervised) - MR/DD
- Independent - Post Secondary Degree Granting Institution
- Free Standing Ambulatory Care Facility, General
- Individualized Residential Alternative - MR/DD
- Congregate Transitional Housing - DASIS Contracted
- Intermediate Care Facility(ICF/DD)-Residential MR/DD
- SRO Community Residence - Mental Health
- Residential Health Care Facility
- Supervised Community Residence - Mental Health
- Not-For-Profit Supportive SRO Housing - DHS Contracted
- Outpatient Alcoholism Clinic
- Outpatient Drug-Free Facility
- Clinic Treatment
- Day Treatment - MR/DD
- Outpatient Methadone Treatment Facility

COMMUNITY DISTRICT 12-M
EDUCATIONAL FACILITIES



Source: NYMap, Community Cartography

Map 2.3.4b Educational Facilities

REGION 10 - COMMUNITY SCHOOL DISTRICT 6

K-8

AMISTAD DUAL LANGUAGE SCHOOL	4862 BROADWAY
P.S./I.S. 278	407-421 219 STREET
PS 018 PARK TERRACE EARLY CHIL	4124 9 AVENUE

ELEMENTARY

PS 128 AUDUBON	560 WEST 169 STREET
PS 008 LUIS BELLARD	465 WEST 167 STREET
PS 028 WRIGHT BROTHERS	475 WEST 155 STREET
PS 004 DUKE ELLINGTON	500 WEST 160 STREET
PS 173	306 FORT WASHINGTON AVENUE
PS 210, 21ST CENT ACAD	4111 BROADWAY
PS 132 JUAN PABLO DUARTE	185 WADSWORTH AVENUE
PS 115 ALEXANDER HUMBOLDT	586 WEST 177 STREET
PS 048 PO MICHAEL J. BUCZEK	4360 BROADWAY
MUSCOTA	4862 BROADWAY
PS 098 SHORAC KAPPOCK	512 WEST 212 STREET
PS 005 ELLEN LURIE	3703 TENTH AVENUE
PS 189	2580 AMSTERDAM AVENUE
PS 187 HUDSON CLIFFS	349 CABRINI BOULEVARD
PROF. JUAN BOSCH PUBLIC SCHOOL	1218 ELWOOD STREET
PS 152 DYCKMAN VALLEY	93 NAGLE AVENUE
I.S. 528 BEA FULLER RODGERS SCHOOL	180 WADSWORTH AVENUE

JUNIOR HIGH-INTERMEDIATE-MIDDLE

MS 324 - PATRIA	21 JUMEL PLACE
JHS 143 ELEANOR ROOSEVELT	511 WEST 182 STREET
JHS 052 INWOOD	650 ACADEMY STREET
MIDDLE SCHOOL 322	4600 BROADWAY
MS 326 - WRITERS TODAY & LEADERS TOMORROW	401 WEST 164 STREET

HIGH SCHOOL

GREGORIO LUPERON HIGH SCHOOL FOR SCIENCE AND MATHEMATICS	516-20 WEST 181 STREET
HIGH SCHOOL FOR HEALTH CAREERS AND SCIENCES	549 AUDUBON AVENUE

COLLEGES AND OTHER POST-SECONDARY INSTITUTIONS

BORICUA COLLEGE	3755 BROADWAY
COLUMBIA UNIV COLL OF PHYS/SURG	630 W 168 ST
RABBI ELCHANAN THEOLOGICAL SEM	2540 AMSTERDAM AVE
YESHIVA UNIVERSITY	500 W 185 ST

SCHOOLS AND LIBRARIES

- * Elementary School - Public
- * Middle School - Public
- * High School - Public
- Public Library - Branch
- + Elementary School - Private/Parochial
- + K-12 School - Private/Parochial
- + Senior High School - Private/Parochial
- Independent - Post Secondary Degree Granting Institution

centers. The large number of sites used by religious institutions suggests an opportunity for new forms of public/private investment that would serve community interests through new partnerships for education.

Schools and Libraries

There has been fairly continuous development of the Public Schools in CD12, and a mandated 5-year capital plan was adopted by the Commissioner of Education in 1999. Recent criticism by community advocates has challenged the opinion of the Board of Education's consultants that new school facility development is not needed in Washington Heights and Inwood.^d

Washington Heights continues to experience a decrease in reading test scores contrary to citywide trends with only about 30% of students performing at grade level, although math scores have improved to 38%.^e The request to open the community's two libraries to full hours is a modest request and the demand for more libraries should be included. The City of Rochester with a similar population has ten libraries. Making literary and media collections part of the after-school and weekend experiences of both young people and adults would be an important and potentially highly beneficial innovation.

Significant increases in the foreign-born Dominican and Mexican populations produced registered increases in school enrollments in NYC from 2000 to 2004. These two groups comprise the majority population of the district and the largest percentage of low-income households. Household poverty rates are 30 to 35% throughout the district. Six statements focused on the educational and childcare needs in the community were drawn from recent community board need statements and priority listings. These are:

1. Develop child care facilities to alleviate shortages
2. Construct new early childhood center on Broadway (Academy/204th Street)
3. Acquire funding to build an additional High School
4. Acquire a new site for Gregorio Luperón HS at 2120 Amsterdam Avenue (33rd Precinct Building)^f
5. Acquire funding to build new Youth Development Center north of West 192nd Street
6. Fund Extension of P.S. 18 to adjoining lot

These projects will need to be addressed through a creative and flexible approach so that funds and other resources can be brought to bear even where they may not be specifically earmarked for the purpose.

New York State continues to wrestle with efforts to create a more satisfactory and equitable school funding mechanism that addresses the City's needs more fully. Several agencies have documented this unmet demand for educational resources^g. The lead agent is the Campaign for Fiscal Equity.^h As a result of the actions of this organization; major facility development and service deficiencies in New York City have been ruled by the NYS Supreme Court to constitute a constitutional violation that requires corrective (if not prompt) action. The shortfall between need and funding is nearly \$9 billion in New York City by most accounts and to a low of \$3 billion by other accounts. There is also about \$1 billion in documented needs in other parts of the state with high-need districts.

During the 1990s, the lag between the provision of educational facilities and the demonstra-

tion of need was clearly evident in CD12. A substantial increase in population caused by the immigration of families from the Dominican Republic severely strained the capacity of the system. This was in obvious contradiction to the earlier predictions of the Grier Partnershipⁱ.

A suit was filed to alter funding formulas that had reduced funding to New York City. Plaintiffs won their argument in lower courts, but lost in their bid to bring in an additional \$4.7 billion for the city's schools. However, they did win the argument that the resource allocation failed "fairness" tests of the NYS Constitution. In November 2006, the final ruling of the New York State Supreme Court reduced the initial demand for \$4.7 billion additional funds to \$1.93 annually. This was a victory in principle, but a reduction in expected new funding. Nevertheless, investment in education has become one of the City's highest priorities and one that will affect every community district.

In addition to 1.1 million students in the public school system, there is also a significant demand for childcare in New York City, particularly for infant and toddler care. The availability of consistent, quality childcare is central to the parents' ability to advance through work, education, or training and an essential element in a child's development. Research indicates a strong relationship between a child's experiences prior to age 3 and subsequent cognitive, social and emotional development.^j

Progress appears to be occurring based on the agreement reached early in April 2006 when the New York State Legislature agreed to authorize \$11.2 billion over five years for new school construction in New York City. The state will contribute \$6.5 billion in bonds and the city another \$4.7 billion. This funding was subsequently fully allocated to the School Construction Authority (SCA), as reflected in the revised Capital Plan.

Table 2.2.6 shows the City, State and total funds for each year of the Five-Year Plan period.^k

Table 2.3.6: Five Year Capital Budget Plan New York City Schools

Source	FY 2005	FY 2006	FY 2007	FY 2008	FY 2009	TOTAL
CITY	\$2.145	\$1.315	\$0.910	\$1.001	\$1.210	\$6.581
STATE	\$0.000	\$0.550	\$2.004	\$2.004	\$2.004	\$6.562
TOTAL	\$2.145	\$1.865	\$2.914	\$3.005	\$3.214	\$13.143

Note: \$ in Billions. The table does not include Borough President, Mayor or City Council Funding.

Child Care, Inc. estimates that New York City has the capacity to provide regulated child care to only 18% percent of the annual demand of 100,000 infants and toddlers who need care in child care centers and family child care homes. This is out of a total of 200,000 to 250,000 children in NYC aged from birth to 5 years.^l The city currently provides childcare subsidies for over 100,000 children from infant to 12 years of age through the Administration for Children's Services (ACS) and the Human Resource Administration (HRA). Together, their budget for 2006 is \$712 million.^m There are about 2,000 centers in New York City and just 8% serve children as young as three months oldⁿ. There are only 12 Early Head Start Programs within the five boroughs of New York City.^o Elementary schools have been consistently above capacity since 2000.

The New York Immigration Coalition issued a report in 2006 highlighting the large numbers of English Language Learners (ELL) students who have dropped out of school or were denied

educational services. Many of these were denied access to high school due to their age or because their English is not proficient enough to pass the Regents Exam. These students account for a large number of the students out of school.^p

The challenge here appears to be to provide large scale, individual attention. The Community League of the Heights offers an excellent model for educational facility development that is consistent with community values and compatible with the district's character. This community-based program will create the Community Health Academy of the Heights which will provide high school level education for 550 students. Planning for implementation will begin with a \$400,000 grant to develop curriculum, community partners, and site studies. A resource listing for web access to contact with public officials regarding these and related facilities are in the endnotes of this section.^q

Physical Development Impacts

Although fire and police facilities are relatively acceptable in neighborhoods, schools are more controversial. Large elementary schools feel impersonal, while large high schools tend to be overwhelming. In recent years, the trend has been toward smaller sites and programs such as Vision School and Beacon Schools that have made use of adaptive and mixed-use rehabilitation.

Health and Welfare Services

The quality and distribution of health and welfare services are important resources for low- and moderate-income families. The office of Mental Health and Developmental Disability (shown as MR/DD below) supports the health services in the community. The number of New York City residents receiving public assistance is 400,000 in 2005, the lowest number since December 1964. Yet thousands of families eligible for food stamps or for government earned-income tax credits (EITC) remain un-enrolled. In 2000, the earned income tax credit brought just under \$50 million to CD12; by 2003, it has grown to nearly \$80 million. This growth has been more significant than any other income supplement. Expanding income supplement resources will contribute to community preservation.^r

2.3.5 Soft Site Assessment

Review of Potential Development Sites

Of CD12's total built up area just 21.1% is purely residential, another 8.8% of the land is mixed-use with commercial storefronts; Institutions make up 8.5% of the land area, and just 5.6% is used for commercial office buildings and off street parking facilities. This adds up to 44% of the total land area. The rest is formal open space areas including streets, park and recreation land.

"Soft" sites are those that underutilized their available potential under current zoning, and which could potentially be expanded or redeveloped. Since there is little vacant land, these have a high value when looking for additional opportunities for housing, institutions and businesses. Although some existing buildings are in need of major repairs or replacement, most opportunities will be found in upgrading existing structures, or assembling new parcels through acquisition. A soft site can be any site; however, the most likely are one- and two-story buildings where the zoning offers considerably greater floor area, with vacant land and/or buildings in close proximity.

A few sites have never been developed for reasons such as large rock outcrops; however, even these sites became the subject of developer interest in 2006. Closely monitoring the “soft site” development issue contributes to a policy debate on development by providing real examples for evaluating new combinations of preservation and development in the district. This involves identifying geographic areas that would serve as good sites for the location of innovative mixed-use community facilities. It also would support a contextual or historic preservation approach that may include community facilities but with neighborhood-based or design services context. The board and its committees can propose a wide range of small facility development options to developers with this approach.

The Contribution of Field Survey Indicators to Community Needs Assessment

A routine community land use inventory is useful for comprehensive planning. It provides a larger view of the appropriateness of a given site in comparison to proposed uses, which in turn, and helps establish a comparison of uses and values to both owners and the community.

CCAC designed, developed, and implemented the field survey to define and measure the urban landscape for land use and building conditions in CD12 on a building-by-building basis. The field survey is an aid to identifying overall land uses coupled with field observable problems such as vacant buildings or the lack of physical repairs.

More extensive field surveys include ad hoc interviews with residents and businesses for planning outreach and follow-up. Combined with secondary real property information from the Department of Finance and associated private vendors, the “field survey data” updates geographic information systems (GIS) to analyze and map distributions of land uses and physical conditions. And it provides nearly current, valid data for discussion and planning purposes.

The accompanying figure (2.3.5a) shows the survey instrument used to confirm secondary sources through field observations. The can serve a number of uses, including reconnaissance or “windshield” surveys for large areas to confirm or update previous surveys and to establish a preliminary image of conditions. The survey includes a map of the block, block/lot numbers, building address, land use, number of floors, number of units and open “fields” for writing in building condition, occupancy status and notes with references to photos, real estate agent lease/rental postings and so on.

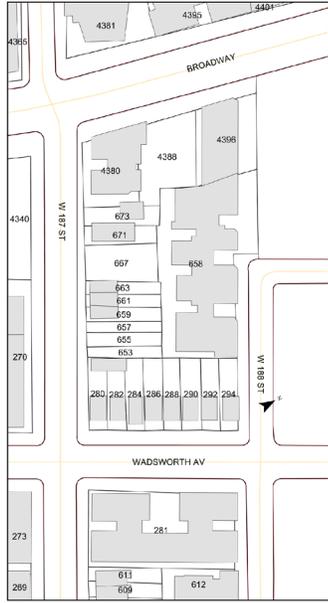
The accompanying maps illustrate the survey areas and show building conditions and vacant land. Included in the area of the 20 percent sample (60 blocks) conducted in October and November 2005. CCAC also updated an earlier survey taken in August 2004 to March 2006. The update revealed a trend toward rehabilitation with a total of 22 previously vacant buildings fully renovated or in the process of renovation. The map also illustrates several vacant lots and/or surface parking sites that may be subject to development. The sample provided sufficient basis for comparison with Department of Finance data provided through geographic information system vendors.

Field survey tools are useful for narrowing the area of search for developing subsequent surveys designed to target poor condition buildings or those noted with significant architectural character. In other surveys, a new technique using handheld field computers has helped confirm secondary data observable in the field. This also facilitates the integration of digital images such as photographs or color-coded land use maps.

COMMUNITY DISTRICT 12-M SURVEY INSTRUMENT AND SAMPLE

DRAFT

Block Number 2170



BBL	LOT	ADDRESS	LANDUSE_GN	NUM_FL	TOT_UN	RES_UN	BC	OC	PH	NOTES
1021700025	25	280 WADSWORTH AVENUE	Multi-Family Walkup Buildings	3	3	3				
1021700024	24	282 WADSWORTH AVENUE	Multi-Family Walkup Buildings	3	3	3				
1021700023	23	284 WADSWORTH AVENUE	One & Two Family Buildings	3	1	1				
1021700022	22	286 WADSWORTH AVENUE	One & Two Family Buildings	3	1	1				
1021700026	26	653 WEST 187 STREET	Vacant Land	0	0	0				
1021700027	27	655 WEST 187 STREET	Parking Facilities	0	0	0				
1021700021	21	288 WADSWORTH AVENUE	One & Two Family Buildings	3	2	2				
1021700028	28	657 WEST 187 STREET	Parking Facilities	0	0	0				
1021700029	29	659 WEST 187 STREET	One & Two Family Buildings	3	1	1				
1021700030	30	861 WEST 187 STREET	Multi-Family Walkup Buildings	3	3	3				
1021700020	20	290 WADSWORTH AVENUE	One & Two Family Buildings	3	2	2				
1021700031	31	663 WEST 187 STREET	One & Two Family Buildings	3	2	2				
1021700019	19	292 WADSWORTH AVENUE	One & Two Family Buildings	3	2	2				
1021700032	32	667 WEST 187 STREET	Parking Facilities	0	0	0				
1021700034	34	671 WEST 187 STREET	One & Two Family Buildings	2	2	2				
1021700018	18	294 WADSWORTH AVENUE	One & Two Family Buildings	3	2	2				
1021700035	35	673 WEST 187 STREET	Parking Facilities	1	0	0				
1021700001	1	4380 BROADWAY	Mixed Residential & Commercial Buildings	6	41	35				
1021700003	3	4388 BROADWAY	Parking Facilities	1	0	0				
1021700016	16	658 WEST 188 STREET	Multi-Family Elevator Buildings	6	90	90				
1021700006	6	4356 BROADWAY	Industrial & Manufacturing Buildings	7	3	0				

LAND USE CODE	OCCUPANCY	BUILDING CONDITION
1. Commercial and Office	V Vacant	1. Excellent
2. Industrial & Manufacturing	VS Vacant Sealed	2. Good
3. Mixed Residential & Commercial	O Occupied	3. Fair
4. Multi-Family Elevator	X Other-See Notes	4. Poor (vacant)
5. Multi-Family Walk Up		5. Critical (vacant)
6. One & Two Family Building		
7. Open Space & Outdoor Recreation		
8. Other		
9. Parking Facilities		
10. Public Facilities & Institutions		
11. Transportation & Utility		
12. Vacant Land		
13. Warehouse/Storage		

Survey Date _____ Surveyor Name _____

Community District 12 Planning Study
Survey Instrument Block 2170



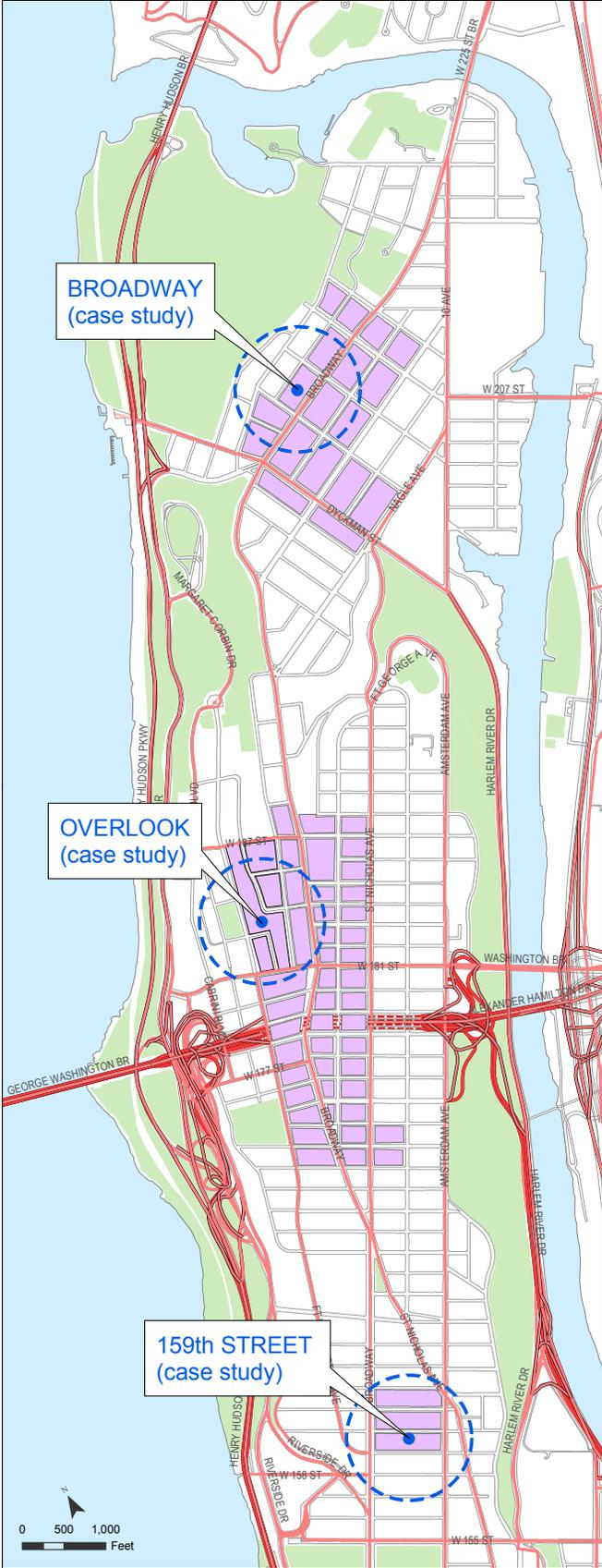
CCAC SURVEY

- 1 - Excellent
- 2 - Good
- 3 - Fair
- 4 - Poor (Vacant)
- 5 - Critical (Vacant)

Source: City College Architecture Center
NYCmap, Community Cartography

Map 2.3.5a Survey Instrument and Sample

COMMUNITY DISTRICT 12-M
CCAC SURVEY AREAS



INWOOD

18 Blocks
 244 Lots

WASHINGTON HEIGHTS

48 Blocks
 374 Lots

TEST SAMPLE

3 Blocks
 110 Lots

Source: City College Architecture Center
 NYCmap, Community Cartography

Map 2.3.5c Survey Area

COMMUNITY DISTRICT 12-M
WASHINGTON HEIGHTS SURVEY



BUILDING CONDITIONS

- Excellent
- Good
- Fair
- Poor (Vacant)
- Critical (Vacant)

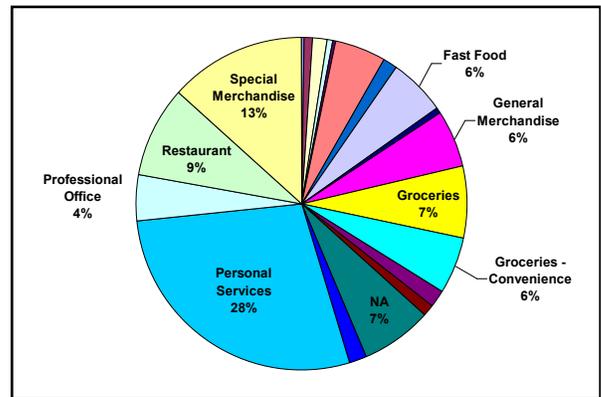
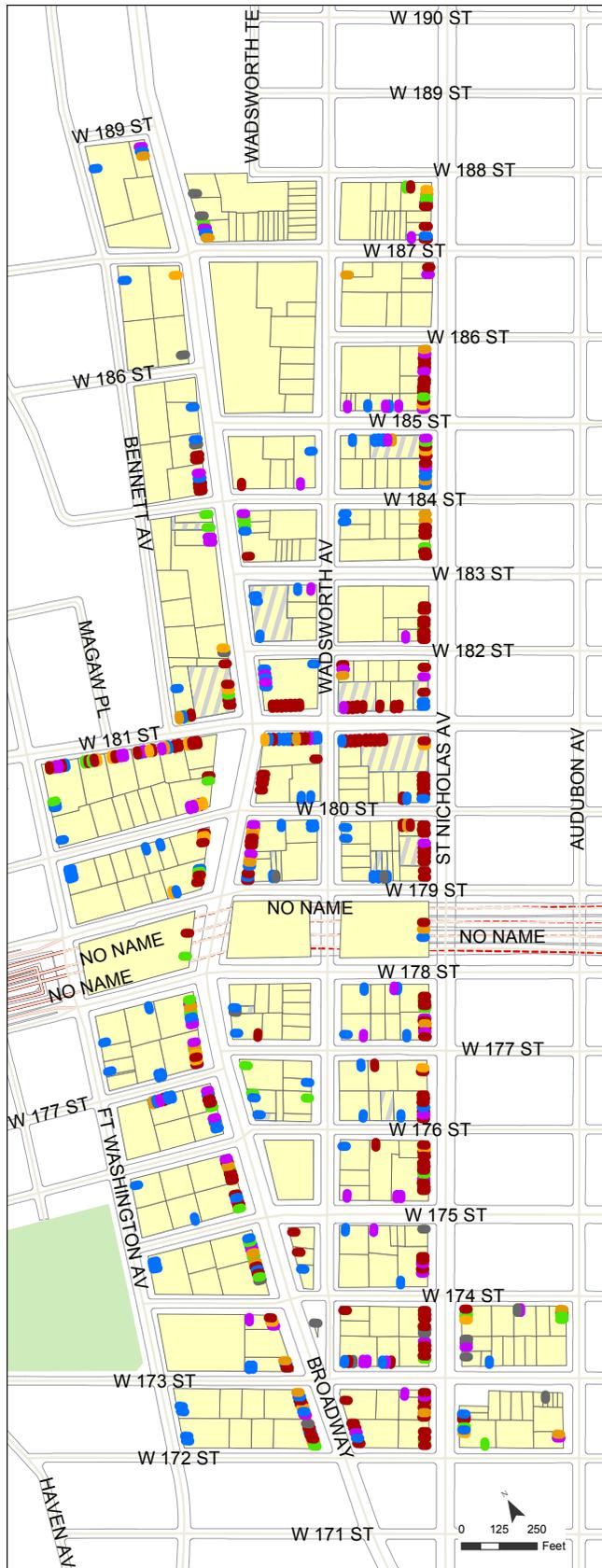
OCCUPANCY

- Occupied
- Vacant
- See Other Notes
- 2nd Floor Commercial

Source: City College Architecture Center
 NYCmap, Community Cartography

Map 2.3.5c Survey Area Building Conditions and Occupancy

COMMUNITY DISTRICT 12-M
INVENTORY OF COMMERCIAL SPACES



BUSINESS TYPES

- Bank
- Clothing and Shoes
- Jewelry and Accessories
- Shopping
- Entertainment
- Restaurants
- Food
- Grocery
- Hair Salon
- Personal Services
- Medical Offices
- Offices
- Travel Agency
- Other
- Commercial 2 Floor

Source: City College Architecture Center
 NYCmap, Community Cartography

Map 2.3.5g Survey Area B Business types

The availability of information on land use, ownership, and zoning in the form of secondary data sets provided by private vendors has greatly improved the practice of checking the accuracy of these sources through primary survey methods. The survey established a high level of confidence in the secondary data for the entire district. It also demonstrated a low cost process for identifying land use and building conditions that can be conducted by residents on a volunteer basis should the need arise.

Vacant Land

In 2004, the New York City Department of City Planning (DCP) identified 114 vacant lots in CD12 totaling 1,196,200 square feet. The survey sample estimate is 569,000 square feet. Vacant land is confirmed by field surveys and for the entire district, using secondary sources.

As Map 2.3.5b illustrates, there are only a few, mostly small sites within the district, and the larger ones are already under consideration for development along the waterfront or in the northern Washington Heights area. The sites include a small number of vacant buildings, most of which are not in public ownership. Those that are in public ownership are in the development pipeline.

The next issue to study through field surveys is the location of buildings exhibiting “fair” external condition determined by the number of repair issues observable from the street. These conditions correlated with building code violation data (See Section 2.2.11). Assuming its availability, this information can be used to help prioritize the work of community-based tenant rights and assistance groups (NPCs) that monitor and support the city’s anti-abandonment efforts.

Vacant Buildings and Building Conditions

The total number of vacant buildings verified in the field is just 44, within a possible upper range to about 60, based on previous surveys in 2004. This does not include mixed-use buildings with active storefronts that may have vacant upper floors. Only a few of these conditions can be verified in the field or confirmed by other means. The identification of vacant buildings helps to establish a baseline for trends and to support securing resources to eliminate the blighting effect of vacant structures

Map 2.3.5c shows exterior building conditions, vacant land, and parking within the three field survey areas. These sample survey areas confirmed the data from secondary sources.⁵

The building condition assessment applied five categories for field confirmation. For occupied buildings, these were:

- 1) Excellent: buildings with no external repair or structural conditions
- 2) Good: buildings with a few external repair and no structural repair conditions
- 3) Fair: buildings with several external repair conditions and noticeable structural conditions such as damaged entryways, cornices or cracks in the façade brickwork.

Vacant buildings were given two categories of condition,

- 4) Poor: vacant and sealed
- 5) Critical also vacant, but with evidence of serious physical defects such as compromised seal or NYFD markings signaling firefighters not to enter the structure or to do so with extreme caution in case of a fire.

Evaluations of the interior condition of buildings are conducted through the city's Department of Housing Preservation and Development. This data is highly reliable once a building enters the inspection system. Once a building is in the system it tends to stay in the system. As a result, listings include buildings with hundreds of violations. Mitigation activities such as compliance with inspection and city and/or court-mandated removal of code violations are also available by building location; however, these too seem to remain listed as unresolved within the data base. Since past violations remain on the list, there is some question, therefore, about current conditions. Map 2.2.11 shows the location of building code violations by type.

In addition to viewing vacant (poor and critical condition) buildings as potential development resources for community facility development, the identification of occupied buildings in fair external condition but with long term unresolved building code violations may also represent site opportunities for community facility development. An alternative is demolition for site assembly and preparation. Resolving poor residential living conditions with the infusion of a community facility is rarely done, but is highly effective for community revitalization.

CCAC found very few situations in which updates needed to be made to the baseline dataset. This confirms the high level of confidence in the accuracy of the secondary data. Two sites where vacant land had been converted to new housing construction were identified. One of these is on 187th street (See Photo below) where a former parking lot is now an apartment building.

The maps provide a snapshot of land uses as they were in late in 2005 and early 2006. Together, they show the differences between actual uses and the zoning designations.

COMMUNITY DISTRICT 12-M ISSUED VIOLATIONS



Issued Violations

Source: NYCmap, Community Cartography, Census 2000
(add'l sources to be added when used)

Map 2.2.11 Building Code Violations

COMMUNITY DISTRICT 12-M
VACANT LAND & PARKING LOTS



- RESOURCE**
- Parking
 - Vacant Land

Source: NYMap, Community Cartography, NSP
Map 2.3.5b Vacant Land and Parking Lots

COMMUNITY DISTRICT 12-M VACANT LAND ASSESSMENT



Source: NYCmap, Community Cartography, Census 2000

VACANT LAND ASSESMENT

- High Potential for Development
- Low Potential for Development

COMMUNITY DISTRICT 12-M
 VACANT LAND UNDER R7 AND R8 ZONING



- LAND USE**
- Vacant Land
 - R8
 - R7-2

Source: NYCmap, Community Cartography

Commercial Fabric

As discussed in Section 2.1.13 local businesses employ about 30,000 persons. The largest employment category is retail trade, followed by real estate and leasing, and then health care and social assistance.

The CCAC field survey of 60 blocks identified about 570 businesses in the survey area. Many are mini-businesses (small, sub-divided storefronts), some are seasonal, and others are "second locations" for vending inventory more broadly. These 570 stories constitute an important element of the community fabric.

Retail trade is a constantly changing environment: businesses come and go, and the mix is defined by community demand for goods and services. The total square footage is what residents, plus visitors to the area are able to support.

The mix is good, a majority are owned and operated locally, complemented by a few nationally marketed franchises. A more detailed examination would yield information for a level of market analysis to show the importance of local business in providing local employment.

Sites with Potential for Additional Floor Area

A preliminary review of "underutilized" sites is illustrated here. Businesses and landowners are not compelled to develop their land to maximize their potential. In many cases, these locations are sufficiently profitable and meet the investment objectives of the owner's real estate portfolio, although they may also represent opportunities lost to the community.

Community goals can be used to encourage a more active market for these properties. Independent feasibility studies might be used to establish development value which includes adding needed community facilities.

Map 2.3.5 shows 134 sites with one or two story structures. Of these, 93 are the residential zones (R7-2 or R8). In R7-1 there are 88 one and two story buildings and in the R8 zone there are just five. These locations represent the potential for new and creative mixed-use development opportunities.

The total lot area for of these sites is 863,000 square feet that could potentially yield a maximum gross square footage of 3.1 million square feet. The existing uses on these lots comprise 860,000 square feet. Assuming they remain as part of a new development the excess floor area for residential use would be approximately 2.25 million. Using a generous average of 1,000 square feet per unit these sites could yield 2,250 units of potential housing in the existing zones.

In addition, there are 41 sites illustrated in Map 2.3.5h that are zoned for commercial and manufacturing uses. Of these only 27 lots are zoned C4-4, which allows for residential possibilities. The zoning allows for a maximum gross square footage of 1.13 million square feet, but only 468,900 square feet currently exists. This means that approximately 660,000 square feet is effectively "unbuilt". Again, using a generous gross of 1,000 square feet per unit these commercial overlay sites could potentially yield 660 additional housing units in these C4-4 zones.

The total square feet of development potential would require a new zoning designation subject to the application of a development policy consistent with the guidelines of Section

LAND USE: LOW RISE COMMERCIAL BUILDINGS



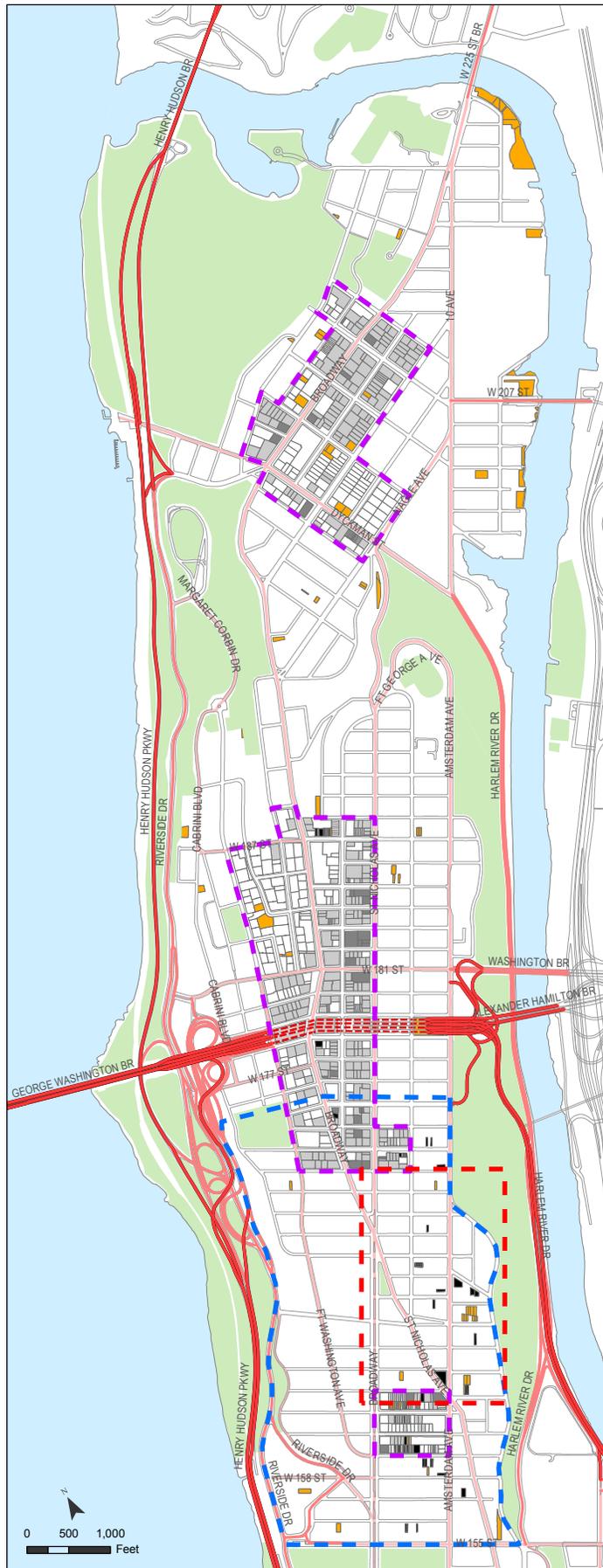
LAND USE

- Two-Story Store Building
- One-Story Store Building

Source: NYCmap, Community Cartography

Map 2.3.5 Low Rise Commercial Buildings

BUILDING CONDITIONS, VACANT LAND & PARKING



SURVEY BOUNDARIES

-  CCAC Survey Areas
-  CLOTH/NSP 2004 Survey Update
-  NSP Survey Area

USE

-  Vacant Land / Parking Lot

BUILDING CONDITION

-  1 - Excellent
-  2 - Good
-  3 - Fair
-  4/5 - Vacant Poor / Critical

2.3.6 Summary Analysis: Defining Issues and Measuring Needs

One of the major services performed by community boards is the compilation of the annual the Statement of Community Needs. This statement is published annually by the Department of City Planning which is also responsible for providing supporting documentation. The statement connects the concerns of residents with the plans and proposals of city service agencies. The District Cabinet, the official committees, and working groups of the board create a variety of opportunities for sharing dialogue and information. Part of this discussion involves evaluating the potential of various physical sites to meet community needs for expanded or improved community service facilities. This becomes an intense and difficult activity when land is scarce. In Section Four: *Framework for Preservation and Development*, we compare these development choices.

The scarcity of sites available for development opens up other opportunities. One is the potential re-use or re-building of one or two story buildings with development potential within a mixed-use framework, the majority of which are along major mass transit and vehicular corridors. The task then, is to connect community facility needs with private developer interests.

The majority of available sites are in private ownership and virtually all of the remaining city-owned lands have viable public uses. In addition, many of the remaining sites identified in this sample require extensive and costly site preparation. Given this situation, the most effective strategy for creating new community facilities will be the result of will either adaptive reuse of existing buildings, or as negotiated additions to a new development. In other cases, new and innovative community facilities could result from participation in development and disposition contracts, more commonly known as community benefit agreements ("CBA") between developers and a coalition of community-based organizations. In this environment, the community board has two options for developing resources.

- The **community needs and priority statements** express resident issues and concerns. Past statements have place a high priority on childcare, health services for youth, and elderly, recreational programs and have called for innovative educational resources meeting the special needs of foreign-born residents. Given the few available sites, to the Community Board should promote and encourage multiple users.
- A **community facilities negotiator** (CFN) may be called in to help create a match between agency and community- interests. This could lead to financially viable projects where the developer accommodates and funds services and facilities that meet resident needs.

The use of the state's power to acquire land for public purposes and participate further with financial incentives is useful; however, as a result of recent court decisions, eminent domain is becoming a tool of last resort.[†] Childcare centers will most likely require a combination of private developer's resources supplementing public subsidy or incentives to compete with commercial lease rates. Community negotiations will need to focus on this issue. This will require policies that provide "growth with equity" for existing residents.[‡]

In 1930, the New York Presbyterian Hospital was about two-million square feet. With the completion of the current build out plan, the total building area will be seven million square feet by 2010. The relationship of such a large and complex facility to the residential community

requires an improved identification of mutual interests. This includes the provision of technical and professional services consistent with its social assistance mission. While the medical center enjoys a positive relationship to community organizations, its relationship to the broader urban landscape has been more controversial.

2.3.8 Recommendations

The third goal of the Working Group was to **identify sites meeting community needs**.

Regardless of income, people have the right to services such as a public education, police protection, and fire safety. Community values such as 'equal opportunity' define social needs as distinct from economic power.

People should also expect sound buildings and clean streets in all neighborhoods with well-managed parks and playgrounds. Planning issues arise when these needs require the use of new space in order to improve or expand service. Given the overall lack of public land, all new facilities will be required to find development partners in the private sector. The following recommendations suggest five supportive activities through community board action.

R3.1 1. IDENTIFY RESOURCES REQUIRED TO PRODUCE A COMMUNITY DISTRICT NEEDS PROGRESS REPORT

Conduct an evaluation of the District Needs Statement (DNS) process over last five years. Members of the community board provide the context for development in the district with an assessment of capital and expense budget priorities. City agencies are required to "seriously consider" these priorities in the preparation of their departmental budget estimates. The purpose of the progress report is to identify areas of agency inaction that require attention based on local trends.

R3.2 ENCOURAGE MIXED-USED DEVELOPMENT THAT INCORPORATES COMMUNITY FACILITIES

Develop procedures for negotiating community facility development as part of all requests for zoning variances or changes. Identify the service providers seeking to expand and establish the necessary relationships.

Vacant land is so scarce that mixed used development is an absolute priority. A majority of the buildings in the community provide more floor area than the 1961 zoning will allow through new construction. The conversion of existing housing to include community facilities should be encouraged. Major public transit hubs are good locations community facilities such as childcare and training programs. Developers willing to include these services through new construction or rehabilitation should receive preference for community support, subsidies and tax incentives.

In the R7-2 zone, FAR varies between 0.87 to a maximum of 3.44 times the area of the lot. Under height factor zoning, the "sky exposure plane" governs building height. For a purely community facility use in the R7 district, the multiple becomes 6.5. The larger floor area offers the housing developer the opportunity to choose between development options.

R3.3 REVIEW LOSS OF FAR FOR COMMUNITY FACILITIES IN CONTEXTUAL ZONES

The contextual provision provides for a floor area multiple of lot area that acts indirectly as a

floor area bonus by allowing greater lot coverage^v. While the floor area ratio is similar, amenities offered within the structure such as a recreational area are not included gross area calculations. Contextual residential zones (R7 A, B or X) produce buildings that are more consistent with the existing architectural fabric without increasing the beyond the permitted residential FAR.

Current height factor zoning provides for a FAR of 6.5 in the R7-2 zones for community facilities, but reduces the FAR in R7A for housing or a mixed use with a community facility to 4.0. In the R7B zone, the FAR is 3.0 and in R7X it is 5.0. Commercial overlay FAR is the same at 2.0. This reduction in bulk by a factor of from 1.5 to 3.5 penalizes the mixed use option as it presently would be used. Alternatives should be evaluated through a more detailed analysis of urban context on a neighborhood-by-neighborhood basis which could produce an improved, higher density urban design framework for development and preservation.

R3.4 COMMUNITY FACILITY LOCATION PRIORITY: SCHOOLS, LIBRARIES, HEALTH & WELFARE SERVICES

Zoning regulations in a residential district also encourage provide space for educational, religious, recreational, health and other activities that serve community needs. Contextual zoning provides safeguards for the provision of community facilities in lower density districts. These safeguards separate uses and assure independent access to each. The floor area for the community facility must be consistent with the use and physically distinguished from the designated for residential use. This assures a continuing community use and prevents conversion to residential uses.

R3.5 INVESTIGATE IMPACT OF SMALL BUSINESS ON LOCAL ECONOMY & EFFECTS OF DISPLACEMENT

Support funding for programs that assist small businesses and evaluate the impact of their loss on the economy of CD12. Local businesses employ about 30,000 people in CD12 in some 2,800 businesses. Adding supports for small business growth in this area through Business Improvement Districts (BID) and economic development zones (Federal Empowerment and State Empire zones) can help to deliver and market a significant range of small business incentives.

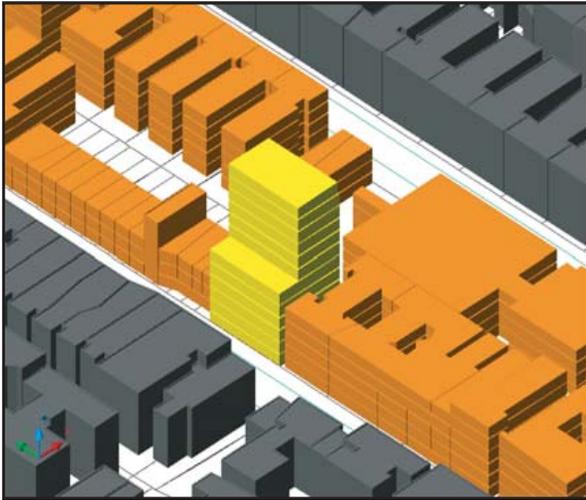
The historic patterns of immigrant economies in major cities reveal a strategy of direct investment in people (families) to increase income yields. These should include services to small businesses that capture new markets. As new development will tend to displace small family businesses in CD12, small businesses will need to organize to protect themselves.

R3.6 ESTABLISH AN URBAN DESIGN FRAMEWORK

Design is a tool that can be used to define and solve problems. The potential for physical change can be measured by the rate of deterioration in the standing stock and by the presence of vacant buildings and land. CCAC surveyed exterior conditions, and was able to identify buildings in fair condition, that is, those with a high number of repairs or evidence of exterior structural problems. Buildings with fewer problems were given good or excellent ratings. Vacant buildings were rated poor or critical, distinguishing between well-sealed structures and those that appeared to be beyond repair without heroic intervention and financing. Ultimately, local economic factors and social conditions play a deciding role in renewal efforts.

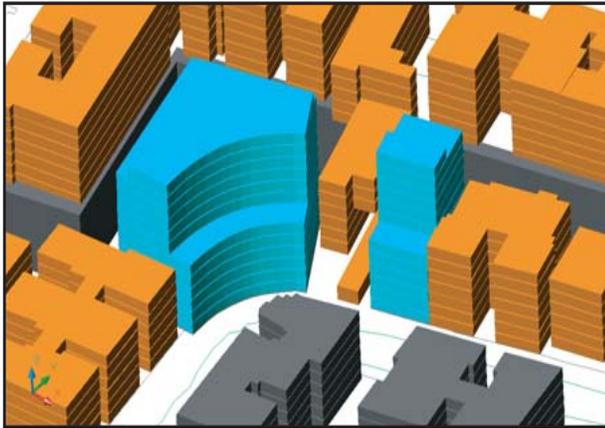
An effective survey and urban design process can locate sites that meet the need for community facilities can provide a positive middle ground. For example, the financing for afford-

OPTION 3
COMMUNITY FACILITIES



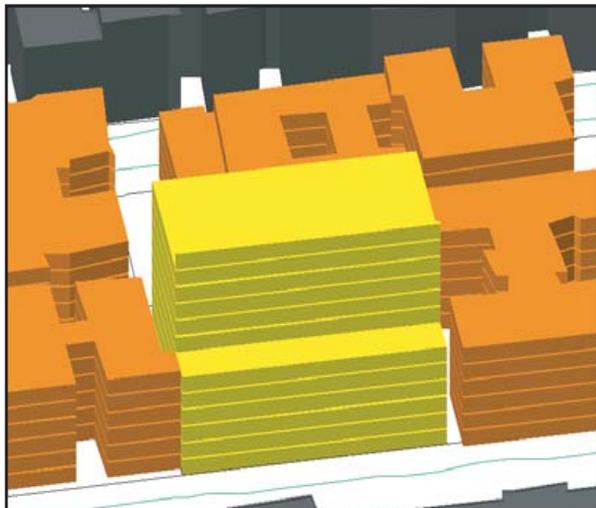
Zoning District		R7:General Residential District	
		R7-2	
Use	Medium Density Community Facility		
Remarks	Maximum Community Facility Floor Area		
	Maximum Lot Coverage		
Maximum FAR (Community Facility)	6.5		
Floor Area (sf)	48,711		
Required Parking (Off-Street Parking)			
OSR (minimum)	22.0		
Yard Requirements (ft.)	Front yard:	None	
	Side yard:	None	
	Rear yard:	30	
Setbacks (ft.)	After 60 feet	20	
Height (ft.)	12 stories		

OPTION 3
COMMUNITY FACILITIES



Zoning District		R7:General Residential District	
		R7-2	
Use	Medium Density Apartment Houses		
Remarks	Maximum Residential Floor Area		
	Maximum Lot Coverage		
	Minimum Open Space Ratio		
Maximum FAR (Residential Buildings)	6.5		
Floor Area (sf)	127,430		
Required Parking (Off-Street Parking)	50% of total dwelling units		
OSR (minimum)	22.0		
Yard Requirements (ft.)	Front yard:	None	
	Side yard:	None	
	Rear yard:	30	
Setbacks (ft.)	After 60 feet	20	
Height (ft.)	12 stories		

OPTION 3
COMMUNITY FACILITIES



Zoning District		R7:General Residential District	
		R7-2	
Use	Medium Density Community Facility		
Remarks	Maximum Community Facility Floor Area		
	Maximum Lot Coverage		
Maximum FAR (Community Facility)	6.5		
Floor Area (sf)	146,250		
Required Parking (Off-Street Parking)			
OSR (minimum)	22.0		
Yard Requirements (ft.)	Front yard:	None	
	Side yard:	None	
	Rear yard:	None	
Setbacks (ft.)	After 60 feet	30	
Height (ft.)	12 stories		

able childcare is an option in every new building or substantial rehabilitation as a community facility component. This can be accomplished either within the existing zoning using a voluntary application of the Quality Housing option, or required under the R7-A, B or X designation.

The three case study sites that follow are “bulk area case studies” that include illustrations of schools with an emphasis on the provision of universal pre-kindergarten spaces in a PreK-6 building with housing.

To resolve the increased competition for scarce service locations it is critical to improve the coordination among potentially competing city agencies, private interest groups and private commercial and institutional real estate developers.

2.3.8 Endnotes and References

(Endnotes)

a See www.stateofworkingamerica.org for publications of The Economic Policy Institute “State of Working America 2006/2007 provides essential comparisons to local economic conditions.

b Source: 2000 Metropolitan Area Occupational Employment and Wage Estimates New York, NY PMSA from the U.S. Department of Labor, Bureau of Labor Statistics (www.bls.gov)

c The New York City-based [Citigroup Foundation](http://www.citigroup.com) has funded the [Micro-enterprise Fund for Innovation, Effectiveness, Learning and Dissemination](http://www.field.org) (FIELD) aimed at helping micro-enterprise development programs increase the number of entrepreneurs they serve.

d Regulations of the Commissioner of Education regarding the development of Educational Facilities by District are available for review as a result of amendments that became effective in October of 1999. Go to: http://www.nycosh.org/reference_library/8NYCRR155.htm

e Been, Vicki, Caroline K. Bhalla, Ingrid Gould Ellen, Solomon J. Greene, Andrew E. Schinzel, Ioan Voicu. 2006. [The State of New York City's Housing and Neighborhoods 2005](http://www.furman.edu). New York: Furman Center For Real Estate and Urban Policy. Pg. 83.

f The High School's mission is to produce leaders who are strong in their world view in both English and Spanish. Gregorio Luperón (September 8, 1839 - May 21, 1897), was a Dominican military and state leader who is remembered as the leader in the restoration of the Dominican Republic after the Spanish annexation in 1863.

g Web resources: Resources for education advocates in CD12
[Advocates For Children of New York](http://www.advocatesforchildren.org/) <http://www.advocatesforchildren.org/>
[Alliance for Quality Education](http://www.aqeny.org/) <http://www.aqeny.org/>
[Annenberg Institute for School Reform](http://www.annenberginstitute.org/) http://www.annenberginstitute.org
[Center for Collaborative Education](http://www.cce.org/) http://www.cce.org
[Citizen Action of New York](http://www.citizenactionny.org/) <http://www.citizenactionny.org/>
[Class Size Matters Campaign](http://www.classsizematters.org/) <http://www.classsizematters.org/>
[Community Service Society of New York](http://www.cssny.org/) <http://www.cssny.org/>
[Education Week](http://www.edweek.org/) <http://www.edweek.org/>
[Educational Priorities Panel](http://www.edpriorities.org/) <http://www.edpriorities.org/>
[National Education Association](http://www.nea.org/) <http://www.nea.org/>
[New Visions for Public Schools](http://www.newvisions.org/) <http://www.newvisions.org/>
[New York City Board of Education](http://www.nycenet.edu/) <http://www.nycenet.edu/>
[New York Networks for School Renewal](http://www.annenberginstitute.org/challenge/sites/nynsr.html) <http://www.annenberginstitute.org/challenge/sites/nynsr.html>
[New York State Association of Small City School Districts](http://scsd.neric.org/) <http://scsd.neric.org/>
[New York State Council of School Superintendents](http://www.nyscoss.org/) <http://www.nyscoss.org/>
[New York State School Boards Association](http://www.nyssba.org/) <http://www.nyssba.org/>
[NYU Institute for Education and Social Policy](http://www.nyu.edu/iesp) <http://www.nyu.edu/iesp>
[State Education Department](http://www.nysed.gov/) <http://www.nysed.gov/>
[Teachers National Policy Institute](http://www.teachersnetwork.org/tnpi) <http://www.teachersnetwork.org/tnpi>
[The Midstate School Finance Consortium](http://www.midstateonline.org/) <http://www.midstateonline.org/>
[United Federation of Teachers](http://www.uft.org/) <http://www.uft.org/>

h “Basic Education Task Force: Ensuring Educational Opportunity for All” defines educational facility needs in NYC. Published by the Campaign for Fiscal Equity, see: <http://www.cfequity.org/finalbuildingaidproposal.pdf>

i In a report to CB12 entitled “Socio-Economics and Demographics in District 6: A Challenge and Supplement to the Grier Report prepared by Emily Horowitz, Ph. D., Professor St. Francis College & Kristin Borhofen, MBA., Management Consultant. The report disagrees with the [Eunice and George Grier](http://www.doe.nyc.gov) study for the New York City Department of Education, “*Enrollment Projections 2003 to 2012 New York City Public Schools*,” (July 2003) The projections of the Grier Report are based upon the “cohort survival methodology.” This method is used to project enrollment. The School Construction Authority (SCA) has said that the projections have been within 1 percent accurate historically, but only on a citywide basis over the last 15 years, admitting significant fluctuations some districts.

The “cohort survival is a simulation model that reproduces the way in which pupils enter, leave, and move

through the school system – grade by grade and year by year – using recent data on enrollments and births.” The model is built upon almost all the factors that can affect enrollments, including migration within the city, in-migration from outside the city, movement out of the city, births, transfers, long-term absences, and drop-outs. New housing data (including number and size of units as well as economics of the units – subsidized, middle income, and luxury units) is also incorporated into the data.

j Simpson, K., *A Better Baby Care Agenda: Meeting the Needs of Infants and Toddlers in New York City*, Child Care, Inc, June 2002

k See: [DoED Five-Year Capital Plan - Proposed 2006 Amendment - November 2006 - School Based Edition - Sorted by Region/District/School](http://source.nycsca.org). This is a 740 page document. It is amended frequently. See “<http://source.nycsca.org> for updates and the following site for the most recent report as of this report http://source.nycsca.org/pdf/11_06_plan_amendment_comprehensive_region_base.pdf

l Simpson, K., *A Better Baby Care Agenda: Meeting the Needs of Infants and Toddlers in New York City*, Child Care, Inc, June 2002.

m December 2005 IBO Fiscal Brief. Please see: www.ibo.nyc.ny.us

n NYC CCR&R Consortium Unified Database, 2001.

o U.S. Administration for Children and Families, Bureau of Head Start. *List of Early Head Start Grantees, 2000*

p Creating a Formula for Success: Why English Language Learner Students Are Dropping Out of School, and How to Increase Graduation Rates (June, 2002).

q **ELECTED OFFICIALS**

Mayor (<http://nyc.gov/mayor>)

Public Advocate (<http://pubadvocate.nyc.gov/>)

[City Council](http://www.nycouncil.info/) <http://www.nycouncil.info/>)

Comptroller (<http://www.comptroller.nyc.gov/>)

Borough Presidents (<http://nyc.gov/portal/site/nycgov/menuitem.ebba9f255b4ae6f7c576e9b401c789a0/>)

City Organizational Chart (http://www.nyc.gov/html/om/html/orgchart/org_chart.html)

New York State Officials (<http://www.state.ny.us/index.html>)

Federal Officials (<http://www.firstgov.gov/>)

r • **Food Stamp Example** In 2003, 21.2 million individuals participated in the Food Stamp Program; however, this represented only 60 percent of people eligible to receive Food Stamp benefits. The average monthly food stamp benefit was \$83.77 per person (Food Research and Action Center, 2003).

s All of the vacant building locations identified were confirmed in the field by CCAC staff. Three data sets were developed for the identification of vacant buildings 1) the NSP Study area data set that was field confirmed in 2004, 2) CCAC’s NSP survey update, and 3) CCAC’s 60 block sample survey conducted October through November 2005

t The controversy arises from a U.S. Supreme Court case that upheld the states right to acquire land through eminent domain by upholding the Kelo vs. that found the purpose of “economic development” as opposed to the elimination of blight to be a public purpose. Since then, a number of state legislatures have passed laws that add more limits and tests to this state power.

u An excellent resource on the question of obtaining equity with growth is produced by the Economic Analysis and Research Network (EARN). This is a collaboration of national, state, and regional, advocacy, policy, and research organizations that conduct research, develop policy and advocate on a range of issues, including wages and benefits, incomes, jobs, unemployment, workforce and economic development, minimum and living wages, Social Security, education, tax and budget, and health care. See: <http://www.earncentral.org/>

v The floor area allowed is a multiple of the lot area, a bonus increases this multiple.