

AFFIDAVIT, ROBERT J. WARTH

Gossin, however, could only suggest a date one month in advance as the earliest meeting date. After making such a tremendous effort to discuss the Penfield housing problems with the Town Board officials and meeting with an attitude of unwillingness on the part of the Town of Penfield officials to consider Metro Act's proposals or even to meet and discuss the proposals, Metro Act members had the clear impression that the objective of the Town of Penfield was to delay indefinitely any real meeting with Metro Act members or a real consideration of the MetroAct proposal. Under the circumstances, there was no other alternative than to initiate this lawsuit.

/s/Robert J. Warth
Robert J. Warth

Jurat omitted
in printing

EXHIBIT A
FACTS ABOUT ROCHESTER HOUSING

(Census figures from 1960 U.S. Census and 1964 Monroe County
 Special Census)

Rochester has New York State's third largest concentration of Non-whites. Negroes in Rochester: 7,845, in 1950, approximately 35,000 in 1965. About eighty per cent (80%) live in the Third and Seventh Wards.

Population changes in Third and Seventh Wards -- 1960 - 1964

Ward	Non-white in 1960	Non-white in 1964	%change	White in 1960	White in 1964	% change
Third	10,596	14,283	+34.8	12,894	8,129	-37.0
7th	9,026	10,896	+20.7	15,039	11,216	-25.4
TOTAL	19,622	25,179	+28.3	27,933	19,345	-30.7

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Housing in Third and Seventh Wards in 1960

Ward	No. of Units	Deteriorating and Dilapidated	%Deteriorating and Dilapidated	Shared bath or no bath	Units with more than one person per room
Third	8,120	2,516	31.0	1,158	949
Seventh	7,307	2,942	40.3	474	1,192
TOTAL	15,427	5,458	35.4	1,632	2,141

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Rentals for non-whites (example)

Census Tract 1964 (Third Ward) 1960 medium gross rent was \$68 for whites and \$94 for non-whites, or about a 40% increase for non-whites.

EXHIBIT A

Low-income Housing Units Voted or Existing as of 1964

City	1960 Population	No. of Units
Buffalo	532,759	6,787
Syracuse	216,038	2,116
Albany	129,726	1,200
Niagara Falls	102,394	1,118
Utica	100,410	842
Schnectady	81,682	965
Rochester	318,611	668*

A 1962 survey published by the City estimated conservatively that 2,290 families needed low rent, public housing at that time. According to census figures, the inner-city non-white population is growing at a rate of about 2,000 persons a year.

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Since 1960, Rochester has demolished over 400 inner-city dwellings through highway construction alone. Present Urban Renewal plans for the Third Ward will involve relocation of another 850 families. Urban Renewal plans being drawn up for the Court Street area and for the Seventh Ward will necessitate relocating many hundreds of additional families within the next few years.

*As of this date, Rochester has built only 392 low-income units. Present plans of the Rochester Housing Authority call for 600 additional units. Of this 600, 127 are to be rehabilitated existing units and 197 are Senior Citizens Units. This leaves only 276 new low-income family units now "planned". They will be as follows:

Edith Doran	35	Family Units	
45 Duplexes	90	" "	(There will be bids in the next couple of weeks.)
Bay Street	33	" "	
Atlantic Avenue	18	" "	
Cottage Street	15	" "	
Hartford Street Area	33	" "	
Federal Street	6	" "	
Third Ward	46	" "	(Scattered on 8-12 sites)
	<u>276</u>		

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EXHIBIT A

Total low-income family housing built and planned in Rochester:

Built.....	392 units
Planned.....	<u>276 units</u>
	668

Groups Presently Active

Better Rochester Living -- A non-profit corporation organized to work with families potentially able to buy their own homes. As of May, 1965, 97 applications: 11 dropped for various reasons, 60 preliminary screening and financial counselling, 12 looking for houses, 14 have found houses and are in various stages of financing, etc. (none yet occupied).

Community Interests, Inc. -- In two years over forty (40) families have been helped toward home ownership with loans averaging \$800 made to six (6) families.

Family Housing Sponsorship Plan -- Twenty-two (22) large families being sponsored presently by several local churches and groups (mostly through the work of the Rochester Area Council of Churches).

RUSH(Rochester Urban Settlement Housing) -- The five settlements have formed a corporation to build scattered low-middle income housing under 221d3 of the Federal Housing Act. They hope to build 250 units.

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Exhibit B

Attachment #3

HOUSING SITE PROPOSAL

Friends of FIGHT, Inc.

Low-income family housing remains a pressing need in the city of Rochester, Estimates of the number of units presently required vary from 15,000 to 30,000. By 1975, proposed community renewal will add 10,000 units or more to this total. The number of public housing units actually built in Rochester is only 447, although more are in a funding or planning stage. Even with all those presently planned by the Rochester Housing Authority, Rochester ranks seventh in upstate New York for the number of low-income units built -- though it is second in population among upstate cities.

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Housing is one of the key issues that continue to foster resentment in the ghetto. In the face of Rochester's present lack of achievement, the black community cannot be expected to wait patiently while those in power say that things are getting better or explain the problems associated with the building of housing.

A massive attack on the housing problems of our community can be justified on moral grounds and on the basis of the city's self-interest. Choose one justification or both, but action must come now.

Friends of FIGHT has studied the availability of housing sites. It has been claimed that land is not available. This is not true. City owned land is available which can be used for low-

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income housing. We focus attention particularly on four pieces of city owned property, each of which is well suited as a potential location for family living.

Friends of FIGHT calls upon the city administration, and specifically the City Council, to do the following:

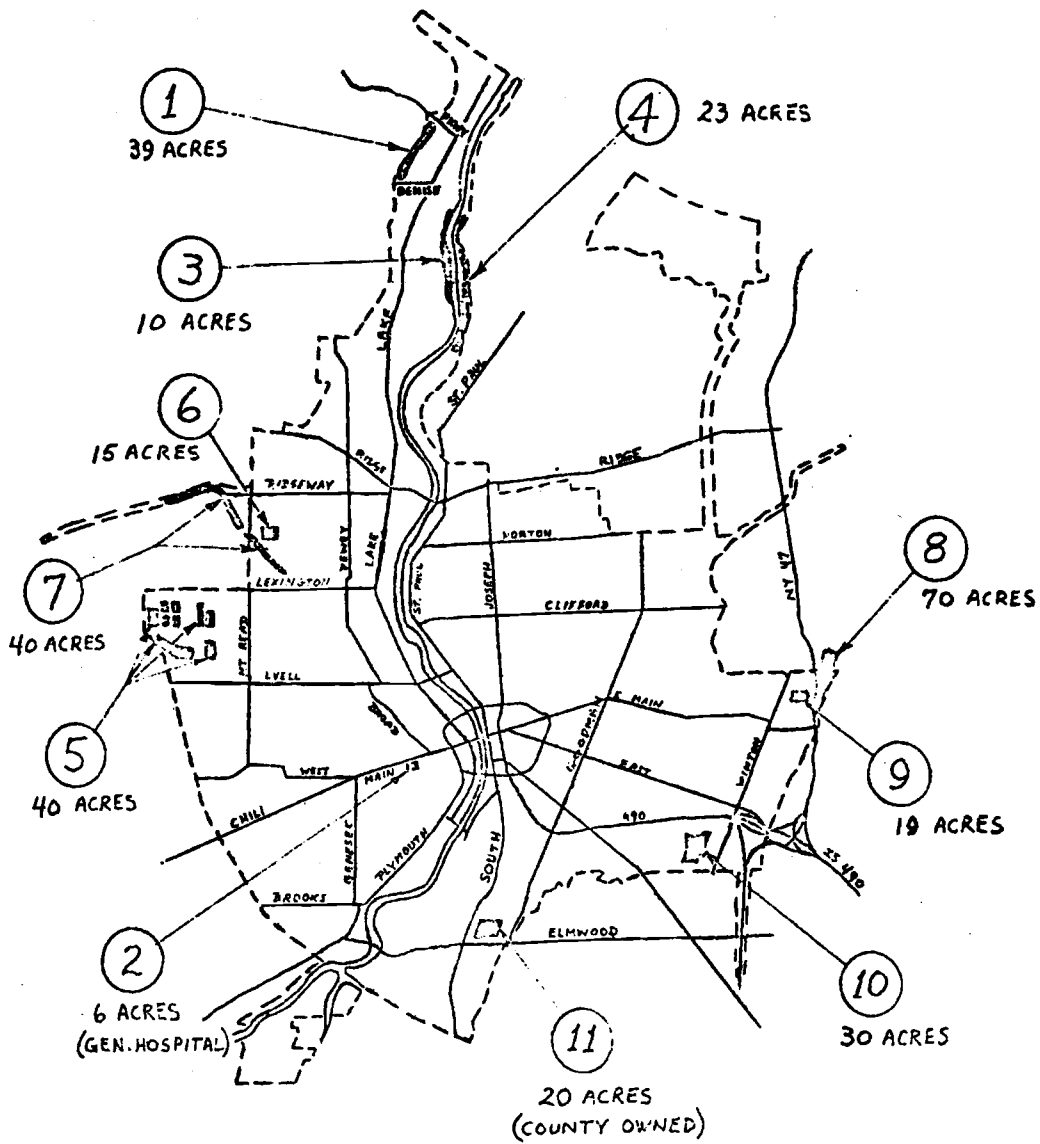
- 1) Designate these four properties as sites for low-income family housing.
- 2) Enact the required zoning changes.
- 3) Assert aggressive and creative leadership in dealing with the administrative bottlenecks associated with getting construction started.

On the following pages are maps showing the location of publicly owned land. The

EXHIBIT B

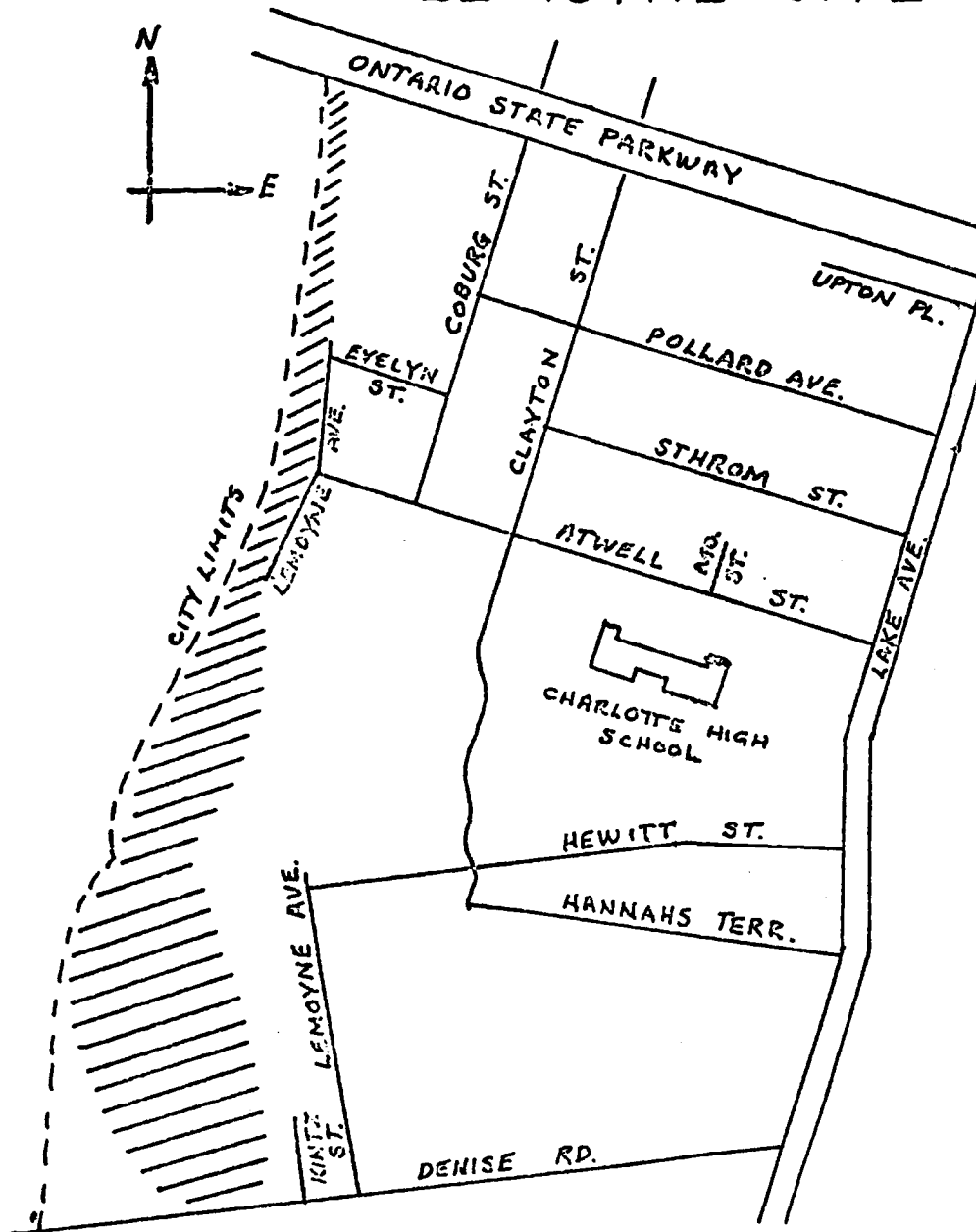
first map shows most of the large blocks of city owned land. Subsequent enlargements show in detail the four sites at issue; attached commentary provides information about factors relative to desirability for housing.

PUBLIC HOUSING SITES. PART 1. CITY OWNED VACANT LAND



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LEMOYNE SITE



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EXHIBIT B

SITE # 1 LEMOYNE AVE.

Approximately 39 acres, close to Charlotte High School playing fields, bordering on the city limits from the Ontario Expressway on the north, nearly to Denise Road on the south.

Suitable for up to 400 units at moderate density.

Schools:

School #38; (K-6); had an enrollment of 740 as of 10/6/67; 10.5% non-white. School #42 is next nearest. Upper grades served by Charlotte High School.

Transportation:

Near major roads and Ontario Expressway. Lake Ave. has major bus route.

Shopping:

Adequate shopping facilities are located at Lake and Stutson, less than one mile from the site.

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Recreation:

The site includes sufficient acreage for neighborhood recreation facilities, and is adjacent to Charlotte High School fields.

Zoning and Proposed Land Use:

Presently zoned R-1 south of Hewitt St., R-2 north of Hewitt St.; the Comprehensive Master Plan proposes development for predominantly single family housing.

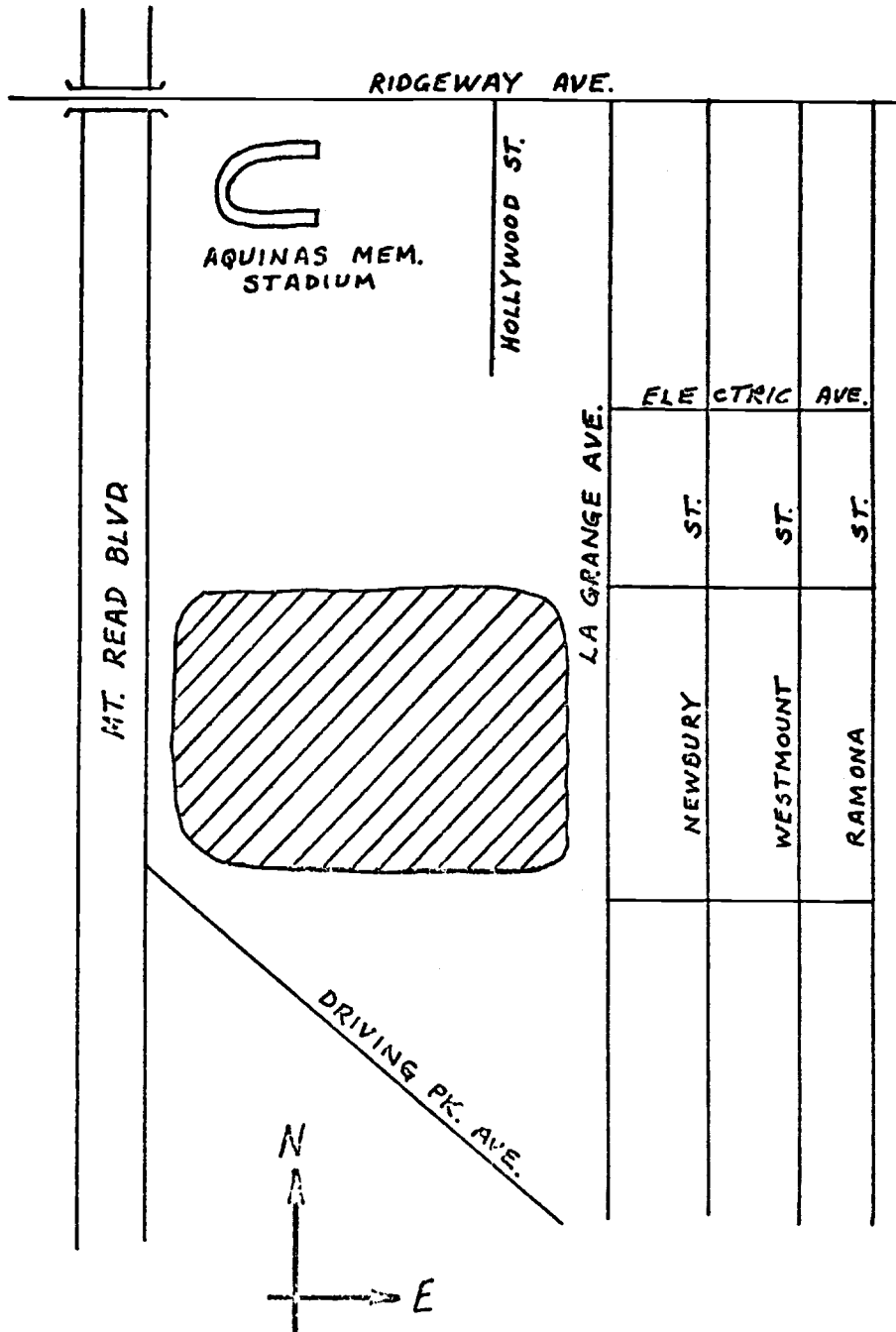
Sewage Facilities:

Major sewer lines available on Lake Ave.

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LA GRANGE SITE



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SITE # 6 LAGRANGE AVE.

Approximately 15 acres between LaGrange Ave. and Mt. Read Blvd., near Aquinas Stadium and playing fields. The site is wooded and many of the trees could be saved to make a beautifully landscaped area.

Suitable for 200-300 units at moderate density.

Schools:

School #40, on LaGrange Ave. is very close; (K-6); had an enrollment of 503 as of 10/6/67; 3.2% non-white. (Advocates of "integration in schools through integration in housing" should be delighted.)

Schools #34 and #7 (new) are next nearest.

Upper grades are served by John Marshall High School.

Transportation:

Near major roads and proposed Greece Expressway.

Bus service is available on Ridgeway Ave.

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Shopping:

Adequate shopping facilities are located on Dewey Ave. at Flower City Park (less than one mile) and at Driving Park Ave. (just over one mile).

Recreation:

Adjacent to Aquinas playing fields and near School #40 recreation area.

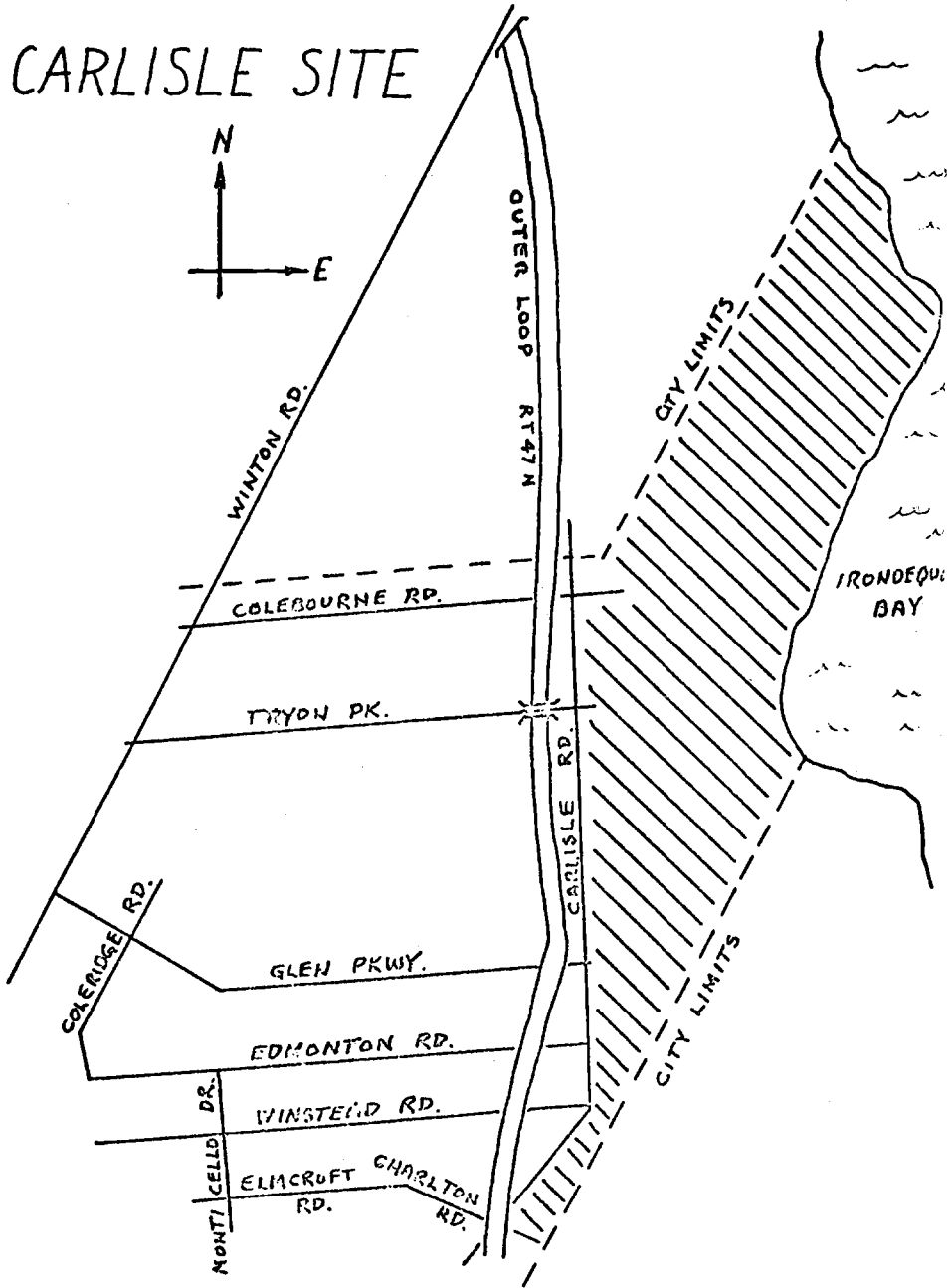
Zoning and Proposed Land Use:

Presently zoned Industrial; the Comprehensive Master Plan proposes development for industry.

Sewage Facilities:

Sewer lines are available along LaGrange Ave.

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SITE #8 CARLISLE RD.

This total area is over 50 acres, and much of it could be used for housing. Adjacent to the Sea Breeze Expressway and Carlisle Road, and bounded on three sides by city limits or Irondequoit Bay, the site would offer an excellent opportunity to combine housing with park facilities.

Suitable for 400-500 units at moderate density.

Schools:

School #52 on Farmington Rd. is close; (K-7); had an enrollment of 564 as of 10/6/67; 1.5% non-white. (Like School #40 a highly segregated white school in which housing could produce better racial balance.) Schools #46 or #28 (scheduled for replacement) are next nearest. Upper grades are served by East High School.

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Transportation:

Near bus lines on Browncroft and
Winton Rd.
Near Browncroft exit of Sea Breeze
Expressway.

Shopping:

Adequate shopping facilities are
located on Winton Rd. at Browncroft,
less than one mile from the site.

Recreation:

Adjacent to proposed development of
Tryon Park (see Comprehensive
Master Plan p. 113); the site
affords an excellent opportunity to
develop housing and park facilities
at the same time.

Zoning and Proposed Land Use:

Presently zoned R-1; the Comprehensive
Master Plan proposes development
as park land, but shows proposed
use of only ten acres by 1980.

Sewage Facilities:

A sanitary sewer pumping station is
nearby.

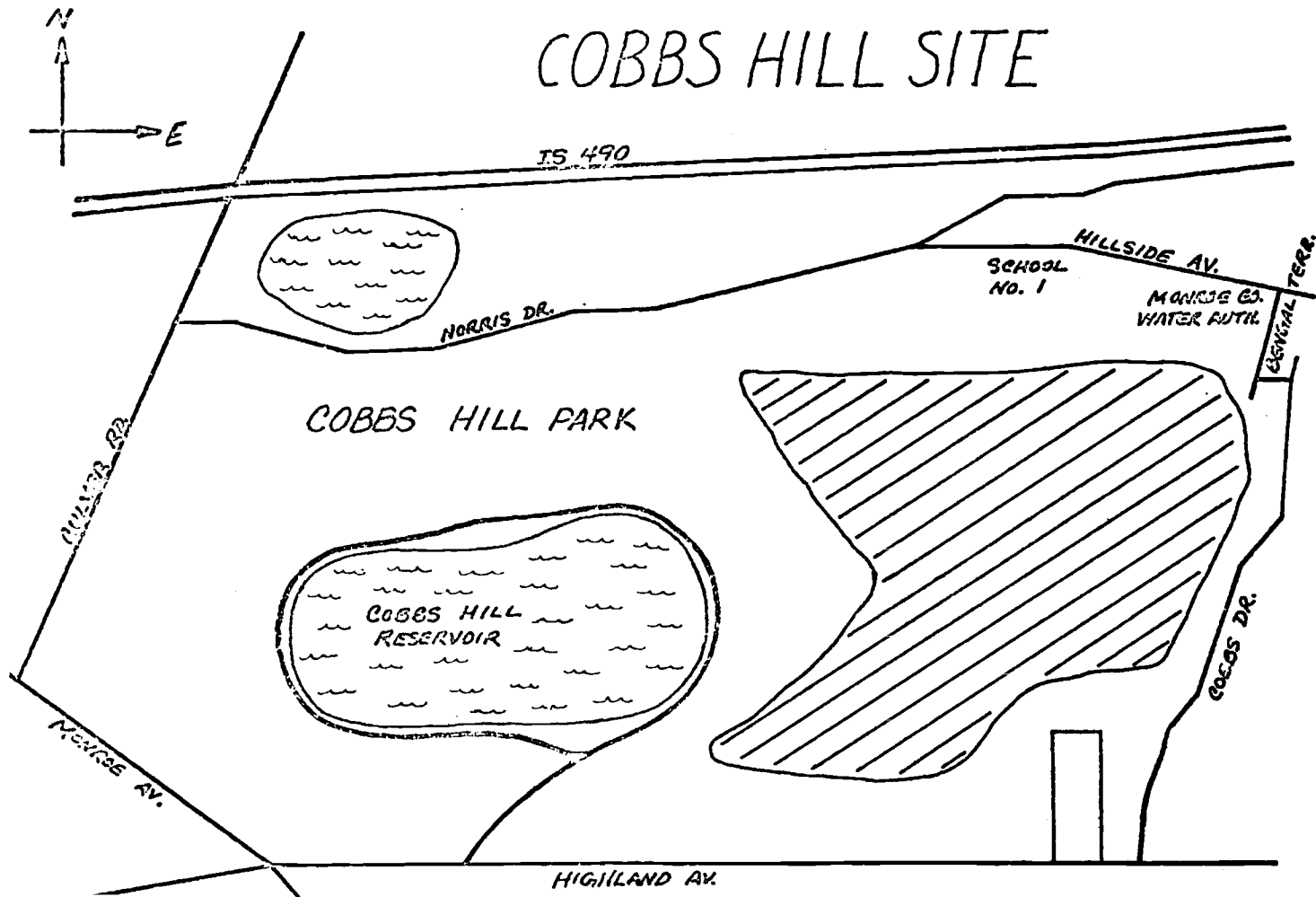


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SITE # 10 COBBS HILL

Approximately 30 acres, this site is close to Cobbs Hill Park, and east of the reservoir. The area is wooded and with proper planning could be attractively landscaped.

Suitable for 400 units at moderate density.

Schools:

School #1 on Hillside is near the site; (K-7); had an enrollment of 451 as of 10/6/67; 21.4% non-white due to 96 open enrollment students. Schools #25 or #28 (scheduled for replacement) are next nearest. Upper grades are served by Monroe High School.

Transportation:

Near major bus lines and major roads.

Shopping:

Adequate shopping facilities are located on East Ave. at Winton Rd., less than one mile from the site.

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Recreation:

Adjacent to Cobbs Hill Park and
near School #1 playground.

Zoning and Proposed Land Use:

Presently zoned R-1; the Comprehensive
Master Plan proposes development
as park land, but shows no planned
development up to 1980.

Sewage Facilities:

Sewers are available on Highland Ave.

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Attachment #4

City of Rochester, New York

Office of the City Manager

July 5, 1968

TO THE COUNCIL:

Subject: Friends of FIGHT, Inc.,
Housing Proposals

Gentlemen:

Friends of FIGHT, Inc., has submitted proposals for housing to the members of the Council and the City Administration. The proposals have had preliminary review by City staff and the Executive Director of the Rochester Housing Authority.

We are interested in the proposals of any groups of responsible citizens concerned with the problems of housing in our community. We have worked closely with a number of such organizations, including the Catholic Interracial Council, the incorporators of the RUSH Corporation, the Council of Churches and others. Many of them, including FIGHT itself, have submitted specific development plans for consideration by and assistance from the City government. We have cooperated and we will continue to do so.

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It must be clearly understood that it is the responsibility of the Rochester Housing Authority, not the Council, to recommend sites for the location of low-rent public housing. The Housing Authority, however, has already used up its reservation of funds for 1,000 units of low-rent public housing, and it has more than 500 units in the pipe-line awaiting an additional reservation of funds from the Federal government. The Authority is working on an application which, if approved, will reserve funds for a total of 2,000 or more units. Undoubtedly the Authority will want to review in detail the proposals of Friends of FIGHT, just as it examines proposals of other groups which have presented their proposals to the Authority, when Federal approvals are obtained.

The task of the Authority, at this point in time, is not to ascertain the validity of the four specific sites urged for low-rent public housing by Friends of FIGHT. It is, rather, to complete its commitment of 1,000 units and to get a new reservation for 2,000 more. When that reservation is in hand, I am confident the Authority will move quickly to review the four sites and the others proposed by other groups, corporations and individuals.

The Authority, especially since the present Executive Director assumed his position, has moved as rapidly as legal, economic and other restrictions permitted to provide housing. The status of the Authority's

EXHIBIT C

program, reported to me by Mr. Robert Sipprell, the Executive Director, is as follows:

In management and occupancy

Kennedy town houses	35	units
Hanover Houses	392	
Kennedy Tower	97	
Danforth Tower	100	
Single-family houses	24	
Two-family houses	32	
Four family houses	4	
	<u>884</u>	884 units

Under construction

Duplex houses	28	
Fairfield Village	36	
Atlantic Apartments	24	
Bay Street town houses	40	
	<u>128</u>	128

New construction approved
with funds allocated

Town houses, Bond and Hamilton Streets	10	
Danforth Tower East	100	
Town houses, Edinburgh Street	3	
Duplex houses	6	
Town Houses, Hudson Avenue	72	
	<u>191</u>	191

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EXHIBIT C

Purchases approved with funds allocated

Elmdorf Apartments	20	
West Park Apartments	57	
Parliament Arms Apartments	52	
Parkside Apartments	22	
Single-family houses	32	
	183	183

Development program submitted

Single-family houses	100	100
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In negotiation

Apartment project	90	
Duplex houses	14	
Single-family and town houses	80	
	184	184

Reserved for Third Ward scattered sites

	54	54
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Total		1,524
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The total exceeds the Authority's present allocation. The Authority, in addition to those listed above, has approximately 100 units under lease from private or non-profit owners, with 100 or more to be taken under lease by October of this year.

The Authority also has received proposals from builders, developers or both for more than 100 units of new construction on vacant scattered sites, plus proposals for

EXHIBIT C

purchase of existing apartments totaling more than 200 units in various locations, all of which cannot be acted upon until a new program reservation is obtained from the Federal government. All such proposals are for locations outside the central core of the City.

The Council must consider certain standards in its evaluation of sites recommended by the Authority, criteria which I am sure the Authority also employs. These may be described as follows:

1. What is the effect of the housing proposed on the sites on the total development plan of the City? Despite the priority which low- and moderate-rent housing has in our planning, the City has to be concerned as well with its general objective of well-balanced development in this City. This means that there must be commercial, industrial and residential development; provision for the recreational and cultural growth that make a City attractive to all income groups, not just the poor.
2. What is the effect of the large concentrations of low-rent housing proposed by Friends of FIGHT, Inc., on the prospective occupants of such housing and the larger neighborhoods in which they would be located? Clusters of up to 400

low-rent housing units in any location in the City have too many undesirable effects. Our objective continues to be small numbers of units on any one site.

3. Can low-cost housing be built on a site within the severe cost limitations that govern the Federally-assisted program of the Rochester Housing Authority ? If topography, sewer and water and other costs are unmanageable, the site suggested, whatever its other features, must be discarded.

A preliminary examination of the Friends of FIGHT proposals discloses that they would take land in one of the few remaining natural recreation areas of the City, Cobbs Hill, and assign it to housing use. Another site would involve the taking of scarce industrially-zoned land. Still another would remove land selected for future recreational development and is further limited by severe grade problems that would make low-cost housing development prohibitively expensive.

While it is premature, because of the absence of a new Federal reservation of funds, to burden the Authority with the results of detailed reports based on analysis by City engineering, planning and other staff personnel, I am prepared to direct that such studies be undertaken and presented to the Authority when the Authority wants the in-

formation.

In the meantime, it seems to me that the Friends of FIGHT could be of great assistance to its companion organization, FIGHT, which is planning to develop the old General Hospital site on Main Street West for public housing. It could provide, also, through the large percentage of its membership that lives outside the City, the impetus for the construction of low-and moderate-rent housing in the Towns of Monroe County. Their efforts, addressed to their representatives on their Town Boards, might help ease the problems of a City which thus far has made the only effort in this metropolitan area to meet community housing needs, which provides tax exemption for a quantity of public and moderate-rent housing projects and which continues to underwrite, through tax exemptions, the facilities and services supplied by community-based agencies to our low-and middle-income population.

Respectfully,

/s/ S. Scher

Seymour Scher
City Manager

SS:j

EXHIBIT C

TO THE COUNCIL: August 23, 1968

Re: The City Manager's Report on
Friends of FIGHT Housing Proposal.

Dear Councilman:

The City Manager saw fit to devote only one paragraph of his three and one quarter page report to the sites involved in the Friends of FIGHT proposal. Not wishing to commit the same kind of oversight, we will comment on his report as it was set forth. We believe that the issue of adequate housing for Rochester citizens is important enough to deserve more than an apology for the status quo.

First, the City Manager indicates that "it is the responsibility of the Rochester Housing Authority, not the Council, to recommend sites for the location of low rent housing." The Council has not been asked to recommend -- Friends of FIGHT has recommended the sites. The City Council has been asked to designate the sites, as they must even if the Housing Authority recommends. The implication is that City Council cannot or should not listen to recommendations from citizens' groups, but only from city staff. This raises the whole question of who makes decisions: the people of Rochester and their elected representatives, or those employed in

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various staff positions. If thousands of concerned citizens had been satisfied with the record of the Housing Authority and the City Administration, the Friends of FIGHT proposal would not have been necessary.

Second, the City Manager suggests that because the current federal reservation of funds is expended, no consideration can be given to additional potential sites. If this procedure is followed, valuable time will be lost -- not only now, but each time a new application must be processed. It would seem, especially since designation is a preliminary step which costs no money, that a far more expeditious approach would be to anticipate funding with land designated, plans in the works, etc. so that construction could begin immediately. In addition, since leasing funds are available, it is at least feasible to consider private development with leasing agreements; the Friends of FIGHT proposal nowhere said that the Housing Authority must build and develop apartments on these sites.

The listing of present and processed units of low and moderate income housing is totally irrelevant to the issue. Whatever housing exists or is projected bears little relation to the question of additional development, since the present crisis cannot be solved -- or even significantly affected -- by the 840 units in various stages of planning. The Metropolitan Housing Committee indicates in its brochure released in July that

EXHIBIT C

1,000 additional units each year enter the sub-standard category. Obviously, unless more than 1,000 units are constructed in the same time period, we fall further and further behind. To point out that more is being done than during previous years is futile, unless that "more" is enough. Since it is not, the "record" only serves to strengthen the Friends of FIGHT contention that vacant, city-owned land must be designated for housing.

The City Manager raises the question of the "effect" of proposed housing -- as it relates to the total development plan of the city, and with respect to "large concentrations of low-rent housing". At the same time, he acknowledges "the priority which low and moderate-rent housing has in our planning." Assuming that this priority is real, the implication that the Friends of FIGHT proposal threatens "balanced development" is difficult to understand. If the construction of less than 1,500 units on widely scattered sites will upset balanced development, how will the problem ever be solved? How, for that matter, will the new reservation of 2,000 units be used without also upsetting the balance? If the most suitable vacant land in the city cannot be used for housing because of the total development plan, the alternative must be to build new housing on land presently occupied either by housing or business. If it is occupied by housing, the inventory will not substantially

EXHIBIT C

increase; if by business, the "balance" will again be upset. If multiple-unit construction is the only feasible way to provide significant numbers of units of low and moderate income housing for families, and if the "total development plan" does not provide for sufficient multiple-unit areas to make this possible, then the conclusion must be that the plan needs revision. A time of crisis requires reconsideration of plans drawn years ago when no crisis was recognized.

The question of "large concentrations" of low income housing is enigmatic. In the first place, the definition of "large" is obscure. "Clusters of up to 400 low-rent housing units in any location in the City have too many undesirable effects." If so, one must ask at what point the alleged undesirable effects diminish. In other words, what number of units is small enough -- without at the same time being so small as to have no effect on the problem. We have already noted the rapid decline in the inventory of standard housing. This affects low and moderate income families first, but it also affects the tax base, neighborhood businesses, the well-being of neighborhoods, and the city as a whole, as well as the "general objective of well-balanced development."

In addition, the objection to proposed "large concentrations" makes no acknowledgment of the effect of present large concentrations of low income families in sub-standard housing in present ghettos.

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It is plain even to the casual observer -- and certainly to the serious investigator -- that the concentration of all of a city's low income families into a few neighborhoods with a high incidence of sub-standard housing, has undesirable effects. To transfer conclusions drawn from the present condition of thousands of families to proposals involving a few hundred families in well-planned, carefully designed, adequately maintained homes is hardly logical. The experience of numerous other cities indicates that with proper planning and good management practices the repetition of the Hanover mistake is not necessary or inevitable. The question is whether a policy based upon negative conjecture will continue to condemn families to sub-human living conditions.

The question of cost limitations is raised, but obviously does not bear significantly upon these sites because, if it did, further discussion would be precluded. Our technical consultants assure us that under either turnkey or leasing agreements, cost factors are not prohibitive. The one site about which cost reference is made is so large that the grade problems can be ignored. In short, while cost must always be considered, there is no reason to rule out any of these sites on that ground alone.

Since you have before you the original case presented for the four parcels of land in question, we will not belabor those points here. It should be noted that the

EXHIBIT C.

City Manager's cursory comments raise relatively minor objections. Regarding proposed recreational development, both at Cobbs Hill and Irondequoit Bay, priorities must be considered, and the less-than-maximum usage of present parks challenges the wisdom of a decision which places the future recreational development of vacant land above the immediate need for housing. Nevertheless, recognizing the need for both housing and recreational space, we submit that the two are not mutually exclusive, and that imaginative site development could combine housing and recreational facilities in a mutually beneficial way.

Another site is faulted for proposed rezoning of "scarce industrially-zoned land." Since 13 of the 20 zoning changes approved by the planning commission during the past year were from Residential to Business or Industrial zoning designations, it is apparent that "scarce" industrial land is created out of residential land with relative ease. The vacant land on LaGrange is, and has been, zoned Industrial, and yet there has been no proposal for its sale and development. It is, in addition, bordered on one side by recreational land, and on another by residential; thus arguing at least as reasonably for extension of the residential zone as for bringing industry closer to existing residential and recreational acreage. Since the City Manager does not mention the site bordering Charlotte High School at all, we assume he has no "preliminary" objection to raise.

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All four sites commend themselves for serious consideration, both on the basis of preliminary and more detailed investigation. They are vacant, they are owned by the city, they will not go away; neither will the housing crisis, nor the concerned citizens who want to see a change in the slow pace of progress. Much valuable time has been lost since our proposal was presented in early May. We urge prompt action on the sites, and welcome discussion with you or members of the city administration regarding details of the proposal.

Sincerely yours,

/s/ Laurence J.Kirwan

Laurence J.Kirwan, President
Friends of FIGHT, Inc.

LJK:klm

Document with title...
D+C 5-8-68

City Land Urged for Housing

Friends of FIGHT wants the city to use four parcels totaling 300 acres of city-owned, vacant land for low-income housing.

Laurence J. Kirwin, Friends of FIGHT president, and Henry Botts, the organization's housing committee chairman, offered this proposal to Mayor Frank T. Lamb yesterday.

They hope an estimated 1,400 to 1,500 units could be built on the four parcels selected as the most feasible for housing of the many city-owned parcels studied in recent months by the group.

The sites proposed are:

—A 40-acre parcel near Charlotte High School playing fields bordered on the north by Ontario State Parkway, the city line on the west, and a point north of Denise Road on the south.

—About 15 acres LaGrange Avenue and Mt. Road Boulevard near Aquinas Stadium.

—More than 50 acres between Sea Breeze Expressway and Irondequoit Bay in a finger of city-owned land pointing northeast toward the bay.

—About 30 acres close to Cobble Hill Park in a wooded section between the reservoir and Cobble Hill Drive.

Using the services of an architect and an engineer, the organization surveyed vacant city-owned land last fall.

The four selected sites, Botts said, are suitable for building.

They are vacant, he added. They are already owned by the city.

Botts said the sites, all in outer-city areas, are in line with the scattered-site concept of low-income housing.

The group asked the city to rezone the properties, designate them for low-income housing, and remove the red tape that holds up housing development.

ATTACHMENT # 2

Friends of FIGHT have called on the city to make four parcels of city-owned land available for housing.

An estimated 1,400 housing units could be built on the land, which is vacant and suitable for housing development, according to Friends of FIGHT president Laurence J. Kirwin and housing committee chairman Henry Botts.

Kirwin, Botts and three Friends of FIGHT members who live in the city called on Mayor Frank T. Lamb today to present their proposal. The members are the Rev. Robert Booher, Robert Wolfe and Daniel Arensmeier. Friends of FIGHT did not propose today to build the housing.

Friends of FIGHT surveyed vacant city-owned land last fall in response to arguments that there was little land available for low and middle-income housing in the city.

The four sites they recommend are the ones most feasible for the development of housing, Friends of FIGHT said.

The sites are these:

A 30-acre parcel close to Charlotte High School playing fields running from Ontario State Parkway on the north, along the city line on the west about to Denise Road on the south, suitable for up to 400 housing units, Friends of FIGHT said.

About 15 acres between LaGrange Avenue and Mt. Road Boulevard near Aquinas stadium. Driving Park Avenue is to the south; suitable for 200 to 300 units.

Over 50 acres, much of it available for housing between Sea Breeze Expressway and a part of Irondequoit Bay in a finger of city-owned land pointing northeast toward the bay. Between 400 and 500 housing units could be built, Friends of FIGHT said.

About 30 acres close to Cobble Hill Park in a wooded section between Cobble Hill Reservoir and Cobble Hill Drive, suitable for about 400 units.

The city was asked specifically to designate these sites for low-income family housing; enact the required zoning changes and give aggressive and creative leadership to help overcome the red tape that holds up housing development.

Friends of FIGHT is a white organization that seeks to mobilize support in the white community for the black organization FIGHT. Friends of FIGHT is also working on its own agenda for housing development in the white community.

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EXHIBIT E

METRO-ACT OF ROCHESTER, INC.

PROPOSAL REGARDING LOW-INCOME HOUSING

FEBRUARY 1969

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EXHIBIT E

- I. Introduction
- II. Section 23
- III. The Need
- IV. Advantages
- V. Steps Required by H.U.D.
- VI. The Local Situation

ENCLOSURES

Circular about Section 23, H. U. D. IP-3,
March 1967

Interest Subsidy per Tenant

Fact Sheet -- Available Housing in Key
Towns

EXHIBIT E

1. INTRODUCTION

There is no magic solution to metropolitan Rochester's housing crisis. A change for the better will only come from diverse approaches to the problem.

In the suburbs we need single houses, multiple dwellings, homes to own, homes to rent, healthful living space for all ages, all incomes, all families; homes that make it possible for people to live where they work, homes that let low-income elderly people continue to stay where they have lived all their lives. We also need housing that permits low-income families to move from the city to the suburbs.

The following presentation describes briefly one step a qualified government unit can take to alleviate the suburban shortage of rental units for low-income persons and families.

Because the crisis in housing effects the whole Metropolitan area, Metro-Act of Rochester, Inc. joins with its affiliated groups in the towns in preparing and presenting this proposal in the hope that decisive action will result.

II. DO YOU KNOW...?

There exists a United States Housing Act of 1937, amended in 1965...?

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And under Section 23 of this Act, money is available for the housing of low-income families....?

And that this money is for use in a rent subsidy leasing program of low-income housing....?

And that no Housing Authority is required to implement the program....?

III. THE NEED

1. Low-income elderly people now often must move from areas where they have lived all their lives to find housing compatible with their income.
2. Low-income workers badly needed in the suburbs cannot afford to live where they work.
3. Almost all housing built today either for rental or sale is out of the range of low-income families.
4. Civic improvements in the city enjoyed by all residents of the county continue to eliminate low-income housing.
5. There is an immediate need for 15,000 to 30,000 housing units in the county.
6. In the last six years, an additional 2,000 jobs per year have been added to the employment rolls here, with many

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of these potential employees in the low or low-moderate income brackets. How can we expect to fill these positions, if no housing is available in this area for these people and their families?

IV. ADVANTAGES OF SECTION 23

1. No housing authority is required.
2. Any responsible governmental agency can act as administrator.
3. With open housing, we could have a town which is a better balanced community.
4. It gives the town home rule over the program.
5. The program is prohibited by law from causing inflationary effects on the private rental market.
6. There would be no reduction in property values.
7. No tax abatement or additional taxes would be necessary.
8. No zoning variances would be called for.
9. There are no enactment costs to the governmental agency.

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10. Tenant selection is with the approval of the owner.
11. Agreement of the owner to participate is by his choice.
12. The governmental agency (alone) has the right to evict.
13. There would be, through guaranteed rent, incentive for the owner to upgrade property to qualify for the plan.
14. In any large structure the subsidized units can not exceed 10% of the total.
15. Only vacant units can be applied to the plan; no eviction procedure can be used.
16. Larger homes, which might have been sub-divided, would, as single units, have a much broader market for tenants.
17. The governmental agency can take credit for this plan, and reduce the chance of a higher authority taking over.

V. STEPS REQUIRED BY H.U.D.

1. A survey of the local rental market is taken to determine if local properties qualify.
2. The local governing body must approve the plan by resolution.

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3. Application is made to H.U.D.
4. Landlords are approached and asked if they would enter into such an agreement.
5. Finding Tenants
 - a. Eligibility is determined by governmental agency.
 - b. Tenant can be chosen by owner with governmental agency approval.
 - c. Tenant can be chosen by owner from a list supplied by the governmental agency.
 - d. Selection may be by governmental agency if the owner prefers.
6. Administrative cost is borne by the government money available. (Approximately \$10 per month per unit.)

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FACT SHEET

SUBSIDIZED RENTAL TO LOW-INCOME FAMILIES under Section 23, 1937 Housing Act

The cost of new construction is virtually prohibitive where low-income families are concerned.

For this reason, housing authorities (such as RHA) have come to rely heavily on leasing programs -- thus providing for low-income families a rent subsidy; the provision for such leasing is found in the 1937 Housing Act under Section 23.

Under the leasing arrangement, either non-profit or commercial properties may be leased.

Both the cost of construction and the absence of housing authorities have prevented any development of low income housing in suburban towns.

A Housing Authority for the county is being proposed, But: Even if all stages move smoothly it will take four years to establish that authority.

And, even if it is established, construction costs will prevent development of sizeable numbers of low-income units.

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However, it now appears that a housing authority is not necessary, because the Sec.23 leasing program can be administered by any governmental agency. (According to a recent legal opinion from the chief counsel of the Housing Assistance Administration.) The Town of Sodus has already embarked on such a program -- without establishing a housing authority.

This means that any or all of the suburban towns around Rochester, OR the County of Monroe, could apply for Federal Funds under Sec.23 and using those funds lease existing housing units for subsidized rental to low income families.

Under the leasing program, the owner receives his normal rent -- guaranteed for the duration of the lease -- with a portion (20% of monthly income) from the tenant, and the balance from the leasing agency. No owner can be "forced" to lease; any owner may.

Rent structures vary depending on family income and size, and there are ceilings on income which determine eligibility. Subsidy limits are set according to income level and family size.

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FACT SHEET
AVAILABLE HOUSING IN KEY TOWNS

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	<u>Population</u>		<u>Total</u> 1960	<u>Housing</u>		<u>Total</u> 1968	<u>Est.</u> Rental 1968
	<u>Pop.</u> 1960	<u>Est.</u> Pop. 1968,		<u>Rental</u> 1960	<u>Est.</u> Total 1968		
	BRIGHTON	27,849		33,550	8,474		
CHILI	11,237	17,714	3,050	288	4,734	420	
GATES	13,755	23,406	3,879	158	6,708	910	
GREECE	48,670	72,976	13,840	976	21,719	3,942	
HENRIETTA	11,598	26,956	3,116	313	7,137	1,787	
IRONDEQUOIT	55,337	66,100	16,194	1,294	19,813	2,890	
PENFIELD	12,601	22,430	3,732	690	6,375	1,430	
PERINTON	16,314	27,771	5,002	1,128	8,051	1,194	

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FACT SHEET
AVAILABLE HOUSING IN KEY TOWNS

	<u>Pop.</u> <u>1960</u>	<u>Est.</u> <u>Pop.</u> <u>1968</u>	<u>Total</u> <u>1960</u>	<u>Rental</u> <u>1960</u>	<u>Est.</u> <u>Total</u> <u>1968</u>	<u>Est.</u> <u>Rental</u> <u>1968</u>
PITTSFORD	15,156	24,236	4,436	815	6,772	1,073
WEBSTER	16,434	23,263	4,743	571	6,642	1,080
VILLAGES						
E. ROCHESTER	8,152	8,576	2,495	752	2,668	826
FAIRPORT	5,507	6,092	1,747	547	2,031	557
PITTSFORD VILLAGE	1,749	1,823	621	NA	675	NA*
WEBSTER	3,060	4,411	941	NA	1,495	+509 from 1960

*No apt.constr. 1960-67

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FACT SHEET
AVAILABLE HOUSING IN KEY TOWNS

	<u>Pop.</u> <u>1960</u>	est. <u>Pop</u> <u>1968</u>	<u>Total</u> <u>1960</u>	<u>Rental</u> <u>1960</u>	Est. <u>Total</u> <u>1968</u>	Est. <u>Rental</u> <u>1968</u>
CITY	310,611	292,000	107,295	52,819	108,824	54,246**
BALANCE OF COUNTY	267,776	392,461	78,181	9,327	113,970	20,455
TOTAL COUNTY	586,387	684,461	185,476	62,146	222,794	74,701***

**Based on ratio mult.permits to toal constr.....unreliable est.
***Unreliable est. due to city data

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HOUSING

in Monroe County, N.Y.

SUMMARY REPORT

A Study for the

**METROPOLITAN HOUSING
COMMITTEE**

Rochester Center for Governmental and
Community Research

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METROPOLITAN HOUSING COMMITTEE MEMBERS

Mr. Joseph C. Wilson, Chairman

Mrs. DeLeslie L. Allen
Mr. Laplois Ashford
Bishop George W. Barrett
Mr. Harry D. Bray
Rabbi Herbert Bronstein
Mr. Abraham Chatman

Mr. Jorge Colon
Mr. John A. Dale
Dr. Louis K. Eilers
Mr. Maurice R. Forman
Mr. Thomas H. Hawks
Dr. William J. Knox
Mr. Philip M. Liebschutz

Mr. William D. Long
Mr. Joseph F. McCue
Mr. Paul Miller
Mr. John J. Petrossi
Bishop Fulton J. Sheen
Mr. James P. Wilmot

ABOUT THE COMMITTEE

The Metropolitan Housing Committee was jointly appointed by the City and County Managers under authorization from the Rochester City Council and the Monroe County Board of Supervisors. The authorizing resolutions state the need for an effective metropolitan housing policy. "...if such policy is to be effective..., the resolutions continue, a citizens' housing committee is required in order to

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evaluate metropolitan housing needs and solutions and to make recommendations "for the formulation" of metropolitan housing policy.

The Committee was specifically charged with inquiry into the following:

- (1) ". . . metropolitan Rochester's housing needs, 1967-1976;
- (2) "the special housing problems of minority groups, the elderly and the handicapped;
- (3) "proposed sites for new housing developments, 1967-1976;
- (4) "the problems of financing, of taxation and of construction of required new housing particularly for those with low and moderate income."

Within this framework, the Committee initiated a comprehensive research program and a program of public education.

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HOUSING IN MONROE COUNTY, NEW YORK
Summary of Research Staff Findings and
Recommendations

PREPARED FOR THE METROPOLITAN HOUSING
COMMITTEE

Joseph C. Wilson, Chairman

By:

Alan J. Taddiken, Study Director
David J. Wirschem
Friedrich J. Grasberger
Craig M. Smith

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ROCHESTER CENTER FOR GOVERNMENTAL AND
COMMUNITY RESEARCH, INC.
(Formerly the Rochester Bureau of Municipal
Research, Inc.)

Craig M. Smith, Director

April, 1970

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FOREWORD

The selected findings and recommendations summarized here are taken primarily from five housing study memoranda (together entitled Housing In Monroe County, New York) prepared for the Metropolitan Housing Committee by the staff of the Rochester Center for Governmental and Community Research, Inc. (formerly the Rochester Bureau of Municipal Research, Inc.). The Metropolitan Housing Committee was jointly appointed by the City and County Managers in 1967 for the purpose of exploring metropolitan Rochester's housing needs, 1967-1976. In particular, the Committee was charged to inquire "into the special housing problems of minority groups, the elderly and the handicapped; into pro-

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posed sites for new housing developments ...; and into problems of financing, of taxation and of construction of required new housing particularly for those of low and moderate income."

In carrying out its charge, the Committee employed the Rochester Center for Governmental and Community Research as its research arm. During a period starting in early 1968 and extending through June, 1969, the Research Center staff prepared the following five reports for Committee study:

An Overview - Philosophy, Goals,
Activities and Sources

Community Organization of the
Housing Effort

Metropolitan Housing Review:
Current Housing Market
Structure

Patterns of Growth: Selected Aspects
of Community Development in the
Rochester Metropolitan Area

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Summary of Proposed Recommendations
for Metropolitan Housing Committee
Support or Action

These reports are available at local public libraries and the Research Center.

These and other research efforts for the Committee were financed jointly by the City of Rochester and Monroe County and through the generosity of Joseph C. Wilson (Metropolitan Housing Committee Chairman) and the Xerox Corporation.

Housing in Monroe County contains contributions from many parts of the Monroe County Community. The Research Center wishes to express its appreciation to the public agencies, civil servants, private corporations and individuals whose cooperation made this housing study possible.

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The contributions made by the staff of the Monroe County Planning Council to this study deserve special mention. Their counsel and efforts permitted the development of a working draft of a planned unit development article for town zoning ordinance and the development, with assistance of County Data Processing, of an analysis of vacant land for potential housing sites.

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SUMMARY OF RESEARCH STAFF FINDINGS

(Summary of selected findings primarily from Housing in Monroe County, New York a series of five study memoranda prepared for the Metropolitan Housing Committee by the Rochester Center for Governmental and Community Research, Inc., January, 1968 - June 1969).

Housing Needs(1) HOUSING NEEDS IN MONROE COUNTY, 1969-1975: The housing needs

of Monroe County arise from several sources:

- (a) housing units needed to accommodate a growing population;
- (b) units needed to increase available vacant housing units-- without which housing choice and market flexibility will remain diminished;
- (c) units needed to relieve overcrowding in housing;
- (d) units needed to replace sub-standard or inadequate housing-- including replacement of accumulated substandard housing and continuing replacement of housing because of aging, demolition, fire, etc.

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The following table shows the additional housing units required in order to provide every individual and family in Monroe County with decent, standard housing by 1975. While it is not likely that this number of units will in fact be constructed by 1975, this table does reflect the vast magnitude of Monroe County's housing needs and possible housing goals for the community. The table does not reflect, however, the additional units which may generally be sound but which need substantial rehabilitation to make them conform to accepted standards. Approximately 12,000 such units exist besides those slated for replacement.

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Table A

ADDITIONAL HOUSING NEEDS, MONROE COUNTY
1969-1975

<u>Current Needs</u>	
Replacement of inadequate housing	9,700
Provision for adequate vacancies	2,700
Relief of overcrowding	<u>1,000</u>
Subtotal	13,400
<u>Future Needs (1969-1975)</u>	
Projected household growth	47,400
Provision for adequate vacancies	1,200
Accumulating replacement	<u>7,600</u>
Subtotal	56,200
<u>Overall Total</u>	69,600

(2) DEFINITION OF LOW AND MODERATE INCOME and LOW AND MODERATE INCOME HOUSING NEEDS IN MONROE COUNTY, 1969-1975:

Any designation of an income as low or moderate obviously depends on the specific demands placed on that income by an individual or family. However, while not always applicable to a specific

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situation, experience demonstrates that it is reasonable to define low and moderate household income ranges as in the following table which shows percentage distribution of Monroe County households by family size and income category.

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Table B

DISTRIBUTION OF HOUSEHOLDS BY FAMILY SIZE
AND INCOME CATEGORY, MONROE COUNTY, 1968

		Households			
		<u>1 & 2 Person</u>		<u>3 or More Person</u>	<u>All</u>
Low Income	Under \$5,200	16.3%	Under \$7,499	10.5%	26.8%
Moderate income	\$5,200-7,499	6.6	\$7,500-9,999	12.0	18.6
Middle Income	7,500-9,999	6.4	10,000-14,999	20.3	26.7
High Income	10,000 & over	<u>13.0</u>	15,000 & over	<u>15.0</u>	<u>28.0</u>
Totals		42.3%		57.8%	100.0%

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Low and moderate income families and individuals have, by far, the greatest problem in finding decent housing to meet their needs. Housing problems are particularly severe for the elderly and the young family. Within the county, the most serious (and numerous) instances of occupied substandard, unsafe housing and overcrowding of housing occur in the City of Rochester.

The table below shows the additional housing units required in order to provide decent housing for those now living in substandard or overcrowded units and for future low and moderate income households. As a comparison with the above Table A, Table C below reflects existing evidence that all CURRENT NEEDS are for low and moderate income housing. Of the FUTURE NEEDS, nearly 65 percent of the projected

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household growth and all vacancy and replacements will require low and moderate income housing.

Table C *

ADDITIONAL LOW AND MODERATE INCOME
HOUSING NEEDS, MONROE COUNTY, 1969-1975

<u>Current Needs</u>	
Replacement of inadequate housing	9,700
Provision for adequate vacancies	2,700
Relief of overcrowding	<u>1,000</u>
Subtotal	13,400
<u>Future Needs (1969-1975)</u>	
Projected household growth	30,700
Provision for adequate vacancies	1,200
Accumulating replacement	<u>7,600</u>
Subtotal	38,500
<u>Overall Total</u>	51,900

*Table C differs from Table A in only one way: Table C excludes a projected 16,700 households needing middle and upper income housing during the 1969-1975 period.

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(3) AVERAGE ANNUAL PRODUCTION NEEDS FOR NEW LOW AND MODERATE INCOME HOUSING-- CITY AND TOWNS:

It is estimated that, in order to eliminate substandard housing by 1975 and to adequately house new low and moderate income households through 1975, the following average annual production schedule must be met:

	<u>Low and Moderate In- come Housing Units Average Annual Need, 1969-1975</u>
City of Rochester	2,700 (new units)
Towns of Monroe County	<u>4,700</u> (new units)
Total Monroe County	7,400 (new units)

The reader should keep in mind that these production figures represent only housing production goals. While production rates of these magnitudes must be achieved to provide all citizens with decent housing, the actual housing production rate for

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all (low, moderate, middle and upper income) housing has been running at only 5,400 units per year during the past decade. And, while peak years have run at nearly 7,000 units, this past year (1969) has actually run below the annual average for the 1960's decade.

(4) OVERCROWDING:

Housing inventory conditions seem to indicate the existence of at least as much overcrowding in 1968-69 as in 1960--
even
with/more serious overcrowding for low income households in Rochester's central city. Approximately 10,000 housing units in Monroe County were overcrowded in 1960.

(5) HOUSING IN NEED OF REHABILITATION

Monroe County (including the City of Rochester) shows a need to rehabilitate

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approximately 11,555 occupied housing units. At present, these units are either lacking facilities (such as hot water, flush toilet, bathtub or shower) or in a deteriorated condition (deteriorated units have defects that must be corrected if they are "to continue to provide safe and adequate shelter"). While in the City of Rochester some 3,200 buildings (most of which are residential units) are scheduled for rehabilitation, more than 5,500 occupied units are in need of varying degrees of rehabilitation and are not even being planned for at this time. If 1975 is considered as a target year for complete rehabilitation, there is an annual incremental need for the rehabilitation of 1,651 deficient units (including those already planned for rehabilitation). This figure has not been adjusted for

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units which have fallen into this deficient category since 1960-- and thus it represents a conservative estimate.

(6) WAITING LISTS:

Housing applications and waiting lists for public and publicly assisted housing are a good indication of verified housing need. In early 1969, there were 4,379 applicants (both individuals and families) on the waiting lists of the Rochester Housing Authority (low income public housing) and Rochester Management (moderate income-publicly assisted housing). These applicants were applying for approximately 2,700-3,500 housing units. This range occurs because some units were (and are) still under construction. Nearly all completed units were fully occupied.

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Housing Inventory(7) NEW HOUSING PRODUCTION:

From 1960 to 1968 the housing inventory of Monroe County increased by an estimated 48,241 housing units-- 36 percent of which were multiple dwelling units. The vast majority of these units were middle and high cost housing built largely in the first ring of towns surrounding Rochester. The county as a whole averaged approximately 5,376 housing units added each year over the last nine years. Of this number, the towns averaged 4,797 new units, while the city averaged only 579 new units. The units added to the towns were 30.5 percent multiple dwelling units and those added to the city were over 80 percent multiple dwellings. Almost five times as many multiple dwellings have been

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built in the towns since 1960 as were built there in all the years before 1960.

(8) PUBLIC AND PUBLICLY ASSISTED LOW AND MODERATE INCOME HOUSING IN MONROE COUNTY:

In the spring of 1969, there were approximately 2,815 publicly assisted moderate income housing units and 1,351 low income (public) housing units available or under construction -- a grand total of 4,166 units, all located in the City of Rochester. Of these, 1,255 units, or 30 per cent, were for elderly occupancy only.

Also in the spring of 1969, there were roughly 5,100 publicly assisted moderate income units and 2,200 public low income units in the pre-construction and planning stages. By late winter 1969, however, there were some 700 fewer units in the moderate income pre-construction and planning stage. Project proposals

have been falling through more quickly than new ones have developed.

(9) CONDITION OF HOUSING:

The Research Center defined deficient or substandard housing as: (1) physically sound but lacking some or all plumbing facilities; (2) physically deteriorating; (3) physically dilapidated. Given this definition, the deficient housing situation in 1960 can be summarized as follows:

DEFICIENT HOUSING UNITS IN MONROE COUNTY, 1

	Total Deficient Units	Sound Lacking some or all Plumbing Facilities	Deteriorating D
County	<u>27,036</u>	<u>6,046</u>	<u>17,157</u>
City	20,540	4,755	13,104
Towns	6,496	1,291	4,053

Source: 1960 U.S.Census, PHC (1)-127

Approximately 23,000 of these deficient units were actually occupied. The City of Rochester is, by far, the houser of the majority of the ill-housed. Of the approximately 18,000 deficient occupied units in the city, nearly 4,000 were owner-occupied and over 14,000 were renter-occupied.

The Research Center estimated that the general condition of housing, especially in the city, has not improved significantly since 1960 -- and may have even declined. This estimate is conservative. A more realistic evaluation of condition of housing is the level of housing code violations. In the City of Rochester, housing code violations are believed to be at a level which indicates far more deficient, inadequate housing than is indicated by the Census data shown above. Unfortunately, good

statistical data on housing code violations is lacking.

Housing Costs

(10) GENERAL COMMENT ON HOUSING COSTS:

Less than one percent of all new single-family homes built in Monroe County since 1960 have been in the \$15,000 or under category -- and over 70 percent have sold for more than \$20,000. Significantly, in 1967 and 1968, the first Federal Annual Survey of New Construction showed no homes being built for under \$15,000. Furthermore, in 1968, there was apparently a sharp decline in the number of housing units built in the \$15,001-\$20,000 category: 97 in 1968 versus 942 in 1967. Even in the "existing homes" market, there has been a decreasing number of units available for under \$15,000 (758 in 1960 versus 407 in 1965). The average price of existing homes has increased from \$15,763 in 1960 to more

than \$21,000 in 1969. The cost to rent housing has shown similar increases.

(11) HOUSING PRODUCTION COSTS:

Housing production costs involve the following items: developed land, materials, on-site labor, overhead and profit, and other miscellaneous. Of these cost elements, many authorities agree that land has been the most rapidly rising over the past two decades. It is estimated that the average price per acre of raw land paid by builders rose from \$1,222 in 1950 to \$6,460 in 1970. FHA has reported that site value as a percent of total house value had increased from 12 per cent in 1950 to 20 per cent in 1965.

The costs of both construction materials and on-site labor have been increasing - although not as rapidly as land. While labor costs are often blamed for the rapid rise in the cost of housing,

the facts seem to give far less significance to labor's part in forcing prices up. The President's Committee on Urban Housing has estimated that a 20 percent cut in building trade wages for on-site construction would secure only a 2 percent monthly savings in cost to the housing consumer.

(12) HOUSING OCCUPANCY COSTS:

Occupancy costs reflect production cost increases as well as debt retirement costs, site rent, taxes, utilities, maintenance and repair, administrative costs, vacancies, bad debts, and profit. (Site rent refers to mobile home cost element.) Debt retirement accounts for slightly more than 50 percent of total occupancy costs. Obviously, the terms of a loan are the most important factor in determining occupancy costs. The considerable increases in both interest

rates and taxes have had a great effect on the ability of households to afford a house. While the monthly income of a typical household has increased by about 41 percent, the monthly carrying costs (interest, principal and taxes only) for a home which cost \$15,000 in 1960 had increased approximately 52 percent by 1968. The down payment had also increased \$3,065 over the 1960 level. Combining only these factors, it becomes apparent that the moderate income household of 1968 was far less able to manage the purchase of a house in 1968 than a similar household in 1960.

(13) REDUCING HOUSING COSTS:

Housing costs should be seen as the results of a large variety of factors -- all of which require different approaches if spiralling dollar increases are to be curtailed. Increasing land costs must

be met with better designed land use control mechanisms and a more realistic taxing of land speculators. Labor costs must be brought down by increased efficiencies involving both new technology and reducing the seasonality of construction employment. The cost of mortgage money must be brought down through such practices as variable interest rates and increased availability (by requiring more money to be invested in local mortgage markets).

Housing of Minority Groups

(14) CONDITION OF MINORITY HOUSING:

More than 25 percent of all non-white households occupied overcrowded units in 1960. In comparison, the county as a whole had only 5.6 percent of its households living in overcrowded conditions. A disproportionate

number of nonwhites are also living in substandard units: more than 51.4 percent of all nonwhite households in Monroe County occupied substandard units in 1960 as compared to 15.2 percent of all households.

(15) RACIAL DISCRIMINATION:

A recent (January 1969) national study based on census data showed that residential segregation in Rochester is on the up-swing. Further, segregation within the city is clearly paralleled by segregation between city and suburbs: in 1964, 96.6 percent of all nonwhites lived in the city.

Thus, while there is a great need for low and moderate cost housing, merely providing a greater number of such units will not necessarily eliminate all of the constraints operating in and distorting the housing market in Monroe County.

The community is left with a special category of housing demand: a demand for equal housing opportunities for non-whites. The complete rejection by suburban communities of all low and moderate income housing is testimony to the severity of the problem of prejudice involved. While many community groups and agencies -- as well as individual citizens -- have been working for open housing, their various efforts have proved insufficient. Racial prejudice and discrimination must be considered one of the most serious obstacles blocking the construction of low/moderate income housing where it is needed.

Employment

(16) EMPLOYMENT AND THE HOUSING MARKET:

The relationship between employment and the housing market is fundamental. While the rapid growth of employment

opportunities in Monroe County during the last decade is a principal factor influencing our current housing shortage, the community's housing supply, in turn, directly affects labor market growth and the economic well-being of our community. Local industry cannot attract new employees if they cannot be adequately housed. In the absence of concerted remedial action to improve the community's housing, there can be expected a continued distortion of the labor market and a strangulation of the community's natural economic growth. (See also Section 31: Employment and the Location of Housing.)

Community Organization
of the Housing Effort

(17) DECENT HOUSING - A COMMUNITY
RESPONSIBILITY:

The concern for providing good basic housing is slowly being shifted from the individual to the community at large -- in

the same way that concern for basic educational needs and health needs have been assumed by the community. This is not to say that the provision of housing is fated to become a government function. Rather it is a growing recognition that a minimum level of standard housing is an individual right as opposed to a matter solely decided by economics and competition. It is to be hoped that, as the President's Committee on Urban Housing has said, decent housing will be provided by "existing subsidy programs and fuller private participation" making government only the "houser of last resort".

There is, however, a serious doubt as to whether our community is sufficiently organized and motivated to fully participate in the transition to decent housing for all. We may be forcing the Federal Government into the position of

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"houser of the last resort" for our low and even our moderate income families.

(18) FRAGMENTATION IN THE COMMUNITY HOUSING EFFORT:

Organized efforts in the Rochester area to provide solutions to low and moderate income housing problems have typically been fragmented and uncoordinated. On both national and local levels no provision has been made to focus the responsibilities for designing and implementing solutions to low/moderate income housing problems in any single agency or jurisdiction.

In the Rochester area, the concern over low moderate income housing problems has been manifested by the formation of many separate groups with their own purposes and organization. Some groups have developed into strongly independent and even competitive agents working toward highly specific objectives. The

tendency toward this type of independence and competition has proved counter-productive. Competition for dwelling units and land have increased rather than decreased costs. Further, while many groups need to perform similar specialized functions, the duplication of these functions has not only been inefficient, it has often been impossible. Thus one group may perform satisfactorily in one function and fail completely in another, and perhaps sacrifice an entire project as a result -- or delay its completion for long, unnecessary periods.

Inadequate organization has also led to a failure in forcefully representing low and moderate income housing interests both inside and outside the Rochester area.

The failure to assign specific responsibilities for increased low and

moderate income housing supply reflects both a reluctance to establish clear public priorities to solve housing shortages and a lack of conviction as to the most desirable approach.

Better leadership and more definite public commitment are needed if this community is to move toward providing decent housing for all its citizens.

(19) HOUSING PROGRAMS:

Federal and New York State programs have largely made Rochester's efforts in low and moderate income housing possible. At the same time, the use of these programs has been severely limited by insufficient Federal and State funds, bureaucratic red tape and, so far, the actual rejection of programs by all Monroe County jurisdictions outside the City of Rochester.

(20) LOW INCOME HOUSING PROGRAMS:

The Rochester Housing Authority is directly or indirectly responsible for all of the various low income housing programs in Rochester. It is a simple fact that low income housing requires substantial government subsidy -- and, in most cases, the Housing Authority is the only agency either able or willing to use the state and federal programs which allow sufficient subsidy. This is not to say that a housing authority is the only structure under which low cost housing can be provided. At least two federal programs -- Section 23 Leasing and Rent Supplement -- are technically available to various jurisdictions or private sponsors. But a number of factors -- including lack of local commitment and knowledge, inadequate federal funds, and suburban resistance to low income housing -- have

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combined to make the Rochester Housing Authority the only supplier of (publicly assisted) low income housing. This, of course, has also meant the restriction of such housing to the Rochester city limits. Thus, the housing needs for many low income households -- especially the elderly -- continue to be unmet.

(21) MODERATE INCOME HOUSING PROGRAMS:

Moderate income housing has received considerably more attention in Rochester in the past than low income housing. Moderate income units have been built at over double the rate of low income units. Rochester Management, a non-profit housing management corporation organized in 1949, operates the largest number (over 1,600 units as of January, 1969) of subsidized moderate income rental housing units in the Rochester area. To this date, all publicly assisted moderate income

projects are located in the City of Rochester.

(22) URBAN RENEWAL:

Urban renewal does not add directly to the housing inventory -- and its initial stages obviously subtract substantially from the inventory. In very rough figures, the urban renewal process in Rochester (1968-1977) involves the displacement of approximately 5,300 families and the construction of an estimated 7,700 units. The renewal process does not ensure that the estimated 7,700 units will be built, but it does provide a favorable climate for new construction and rehabilitation. Of the several projects underway, residential redevelopment has occurred in only two -- the Third Ward and Baden-Ormond areas.

(23) NEW YORK STATE URBAN DEVELOPMENT CORPORATION (UDC):

The UDC is a public benefit

corporation having the powers to undertake residential, industrial, commercial and urban renewal projects. The Corporation's major purpose is to "facilitate private ownership of, and private investment in, such projects by offering for investment purposes fully financed, viable, approved and completed projects." The UDC has great potential for speeding the development of needed housing throughout Monroe County -- and especially in the town areas. Its powers permit it to execute the type of high quality planning long needed in this area.

The Corporation recently agreed to help a local nonprofit housing sponsor, Metropolitan Rochester Foundation, to build a moderate income housing project near East Rochester. The Corporation is also studying various other project

possibilities in Monroe County.

Comprehensive Planning

(24) COMPREHENSIVE PLANNING:

Comprehensive planning concerns the total planning of all aspects of community growth where such planning will help solve existing problems and avoid future ones. Until recently, however, such planning had almost exclusively emphasized physical aspects of community growth: utility systems, transportation and general land use. As a consequence, very little or no planning was done for housing or residential land use. (See also Section 28: Alternative Patterns of Development.)

(25) HOUSING IN THE COMPREHENSIVE PLAN:

The National Housing Act of 1968 requires that all future comprehensive plans assisted by federal funds include consideration of housing needs and land

use requirements for housing. Since most local jurisdictions preparing comprehensive plans use such federal aid, we can expect the comprehensive plan to become a useful tool in the provision of more and better housing in an improved residential environment. Local planning agencies -- the City Planning Bureau, the Monroe County Planning Council, and the Genesee/Finger Lakes Regional Planning Board -- are in various stages of developing detailed housing plans. It will probably be at least two or three years before any of these agencies release comprehensive recommendations and guidelines for residential development. The community can then expect an increase in the quality of on-going residential development. For example, even at this time, the Monroe County Planning Council is working with several towns in an

attempt to help them encourage better residential development through improved zoning and subdivision controls.

Land Use Problems and Controls

(26) LAND USE PROBLEMS IN MONROE COUNTY:

Monroe County is being plagued by many problems which are brought about by inadequate land development practices. These problems are often obvious: water pollution, drainage problems, destruction of conservation area and attractive land features, traffic friction, congestion and high accident rates, loss of recreational use, and unnecessarily costly municipal services. These problems combine to create obsolescence, deterioration, and the malfunctioning of neighborhood components.

Less obvious is the fact that these regrettable land development practices have directly contributed to increasing

the cost of housing. Further, environmental pollution, unattractiveness, uniformity and social stratification are far more common today in Monroe County than twenty years ago.

(27) MISDIRECTION OF LAND USE CONTROLS:

Land use problems can be attributed, at least in part, to the failure of local communities to give necessary priority to the basic problems of land use. For the most part, land use controls have been used to serve the purposes of other community needs: short term municipal and school revenue needs being the most obvious examples.

At present, the land use control mechanisms used by the towns encourage such poor land uses as strip residential and commercial development, uniformity of residential design, and inefficient service networks. Good design and

creative use of topographical features through cluster development and average density zoning are often thwarted by the existing zoning and sub-division regulations.

(28) ALTERNATIVE PATTERNS OF DEVELOPMENT:

Monroe County need not fall inevitably into the nightmare pattern of urban sprawl. The community has within its grasp the tools to reshape existing patterns and creatively channel future development decisions -- both public and private. A particularly important concept for redirecting present patterns is the so-called PLANNED UNIT DEVELOPMENT (PUD). In the PUD, an integrated community instead of an individual lot becomes the unit for planning. The PUD has the following basic objectives:

- (a) Flexibility and efficiency in land use which aid in lowering development and maintenance costs;

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- (b) Integration of commercial, recreational, vocational and open land uses with residential uses;
- (c) Preservation and development of conservation and recreation areas as an integral part of neighborhood design;
- (d) Encouragement of the development of a variety of residential types suitable for all age groups and economic levels;
- (e) Appropriate utilization of land which would normally not be developed because of topographical or economic factors.

Generally, PUDs exceed 100 acres in size -- and probably realize their greatest potential when they approach or exceed 1,000 acres.

(29) APPROVAL PROCEDURES FOR PLANNED UNIT DEVELOPMENTS:

To date, attempts in this area to execute larger planned unit developments have met with failure. Existing approval procedures for such developments, through uncertainty of legal position, time-consuming red tape and out-right rejection, play

a major part in bringing about such failures. Thus the adoption by towns of reasonable PLANNED UNIT DEVELOPMENT ORDINANCES is essential if our community is to substantially improve its process of land development. While many experts feel that existing state enabling legislation allows towns to adopt PUD ordinance, there can be no doubt that specific PUD ordinance enabling legislation would speed town adoption of such ordinance through clarification of legal standing.

Vacant Land in Monroe County

(30) VACANT LAND AND POTENTIAL HOUSING SITES:

There are approximately 403,000 acres of land within Monroe County excluding the City of Rochester. There is a total of approximately 276,000 acres of vacant or undeveloped land under private ownership in parcels five acres in size or larger. This land is owned by fewer than 5,700

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individuals or entities. This considerable amount of vacant land is an indication that land for residential use in most towns is not - or need not be -- a permanently serious problem at this point in time. Usable land is still plentiful -- good land use planning and implementation along with revised vacant land taxing procedures can make it available for both general and low and moderate income residential use.

A general survey of vacant parcels in the ten towns surrounding Rochester revealed over 700 potential sites suitable for low and/or moderate income housing. While some of these sites are probably unavailable for one reason or another, there are undoubtedly a sufficient number of good sites for low/moderate income housing in the towns at this time.