

**URBAN RENEWAL HISTORY OF DETROIT 1946-1970**

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## A. Redevelopment and Conservation - History and Lessons

### 1. Early History

Following World War II Detroit, as many other cities, had to face a number of problems stemming from the prewar depression and the wartime conditions. A severe housing shortage and a serious overcrowding of residential facilities were created by the prewar construction inactivity, the wartime influx of workers in search of employment and the increase in the number of employment and the increase of births. At the same time, the flight of middle- and upper-class families to the suburbs began, while low-income families moved in the older sections near the central business district. These factors resulted in the aggravation of economic and social problems facing the city: urban blight and suburban flight. The Detroit Plan, made public on November, 1946 by Mayor Jeffries, was designed to deal with these problems: the proposal was to acquire a hundred acres of land, to demolish the slums and improve the land for resale to private developers for residential use. Since no federal legislation was enacted to help cities at that time, this ambitious project was to be undertaken by the city on its own. The cost, apparently very heavy, was planned to be reduced by higher return in tax revenue, allowing a fifteen year amortization. This plan was the result of 20 years of discussions and proposals.

#### a) 20 Years of Discussions

Concomitant with the growth of interest by private groups -- such as church, labor, and industrial leaders -- official notice was registered by public agencies on the problem of slums and blight. In 1928 the City Plan Commission stated in its annual report:

It is not going beyond the truth to say that housing conditions in some sections of our own city are almost intolerable . . . . We cannot continue to disregard the housing of our small income group . . . . (p. 14)

But despite the City Plan Commission's proclamation of urgent necessity of redevelopment, no concrete action was taken because of administrative practices, limited staff, and civic apathy.

In 1933 the Detroit Housing Commission was created to be responsible for slum clearance and redevelopment. Many studies were undertaken, the first of which was made to fulfill a federal requirement concerning the first area of public housing, i.e., Brewster Project.

By 1938 the Commission was prepared to submit a tentative ten-year slum clearance and redevelopment program for much of the area located in "the Grand Boulevards" previously studied.\* It called for a partially subsidized program with private enterprise to assume part of the responsibility.

With the advent of World War II and its consequences, the program was abandoned; however, public and private interest in the problem continued and three proposals were advanced. The first involved the use of the limited dividend corporation formula; the second proved to be too expensive, hence unacceptable to private investors; the third proposal, recommended by Mr. Greenhut in 1944, contemplated the clearance and redevelopment of a site. But the reaction of local Detroit interests against this New Yorker, the public character of the proposal, the problem of relocation, and the expression of much doubt about the feasibility prevented its actual implementation. Therefore, aside from these three proposals, about twenty years of mere study and

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\*See Detroit Housing Commission, Fifth Annual Report, 1938, p. 75.

discussion and municipal inertia passed. R. LeClair\* states that some of the reasons for this inactivity would be:

"... the youth of the city compared with such cities as Boston, Philadelphia; the lack of continuous attention by the city to the dangers of blight; the absence of comprehensive, long-range programs for slum clearance; the lack of means to finance the city's role in any extensive program."

#### b) The Detroit Plan

Prior to 1945 private enterprise had proclaimed that if municipal co-operation was assured, it could redevelop slum areas without the excessive subsidies characterizing the public housing. The City of Detroit took up the private enterprise on this proclamation. An area of 82 acres, later enlarged to 129 acres, was selected. This site has been considered in past numerous occasions such as the 1939 ten-year program, the 1941 limited dividend formula proposal, and finally the 1944 Greenhut proposal. Restudied in 1946, the evident utterly deteriorated condition of the area was not the factor upon which selection was done since much of Detroit's 2,500 acres of slums were in the same condition.\*\* The site was ideally situated: it was close to the CBD; two federally assisted projects were going to be built around it; many public or semi-public institutions were in or near it; it was bordered on three sides by major traffic thoroughfares; adequate services were either already or soon to be available.

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\*Master's Thesis - "The Gratiot Redevelopment Project" in Mowitz, Profile of Metropolis.

\*\*In fact, in 1938 a study of Corktown (an area bounded by Michigan Avenue, Fourth, Fourteenth and Fort Streets) as a location of a public housing project was begun. But vigorous opposition from two local government officials and from the neighborhood arose that in 1939, Corktown, along with the Gratiot site, was dropped from public housing's consideration.

555 units of row houses with five rooms each and 664 of six and eight story apartment buildings were proposed. Each unit of rowhouse was expected to sell for \$4,900. It was believed that the units would not be rented for less than \$50 per month since \$30 was necessary to provide the 35 year amortization interest, tax, and owner's profit and \$20 for upkeep, repairs and maintenance. A unique aspect of the proposal was a rental purchase plan (the tenant would assume responsibility for upkeep, repair and maintenance and thereby pay \$35, the \$30 for amortization and interest and \$5 to establish his equity).

After one hundred months (or \$500 of equity) the tenant was allowed to "take deed to the property subject to the unpaid balance of the mortgage loan".\* With this plan, the city had to absorb \$2,890,000 abatement of acquisition and improvement costs. The plan was based on an increase in revenue expected after redevelopment. From a supposed assessment of \$2,285,585 in 1945, a new plan called for a value of \$6,820,000 after redevelopment, i.e., of \$134,200 annual additional revenues, this allowed the city to amortize the net investment in 15 years. As proposed to the Common Council, the program was divided into five stages:

1. immediate beginning of condemnation proceedings;
2. acquisition held by the City until adequate vacancy allowing the displacement of persons now in the area;
3. after vacation, demolition, definition of land needed for public purpose, and sale of remaining land at a fair-use value comparable with the existing market prices;

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\*Mr. Robinson, "The Detroit Rental Ownership Plan", Bildor, V., (1945), p. 6.

4. minimum of restrictions on private enterprise, except broad specifications for construction and setting a maximum of density;
5. allocation of sufficient funds by the council for acquisition.\*

The Common Council passed the program without amendment. While the extraordinary benefits of redevelopment through private enterprise were emphasized, little was said about the expenses to be borne by the city nor about the problems which would inevitably arise.

The figures presented by Mr. Robinson in "The Detroit Rental Ownership Plan" were very optimistic and the real costs seem to have been around \$6,100 for the unit rather than \$4,900 and at least the rent-purchase cost would have been around \$45 per month rather than \$35. Furthermore, a more realistic figure for the city would have been \$5,000,000 for acquisition rather than the \$2,890,000.

By 1949 the program was not much beyond the 1946 position; a question on the constitutionality of the city's right to condemn land for resale to private developers delayed final condemnation proceedings until June, 1950.

In the meantime, the U.S. Housing Act of 1949 made possible federal assistance. Gratiot was designated as "Title I" redevelopment project and 2/3 of the net cost was going to be borne by the federal government.

#### c) Political Change - A New Mayor

Moreover, between the new legislation of 1949 and the Detroit application in 1950, a major political change had taken place in Detroit. In 1949 George Edwards, a supporter of liberal causes including public housing, lost to Albert Cobo, an outspoken opponent of public housing and supporter of

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\*Detroit Public Housing, The Detroit Plan (1947), pp. 8-9.

industrial development. With the consequent removals, resignations and changes towards a more conservative orientation, significant changes took place in the commissions responsible for planning and redevelopment, and new policies emerged. Public housing emphases shifted from slum clearance, leading to private development. The new Housing Commission and its new director soon recommended that the Common Council delete eight vacant sites\* from consideration for public housing; two others were considered for further investigation, and only two slum sites were left. In fact only one, site No. 2 -- "UR Mich 1-11" went through and received PHA (Public Housing Administration) approval; however, it suffered continuous delays and was finally abandoned in 1964. These deletions and eliminations of either vacant sites of the "outer city" or slum sites of the "inner city" ultimately meant that "low income families would continue to be concentrated in the city's core area," and "that public housing would not be used as a vehicle for slum clearance."\*\*

#### d) Master Plan and Renewal

Detroit's urban renewal history began in the 1940's with a comprehensive survey of housing conditions made in conjunction with the Master Plan Studies. A city-wide redevelopment plan was adopted in 1947. Utilizing 1950 census information and a field survey, the Redevelopment Plan was refined, updated and broadened to include not only redevelopment but also conservation varying from minor to major improvements. This was the result of the decision of

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\*The Housing Commission had recommended twelve public housing sites, eight of which were on vacant land. At that time, the pressure was great and no permanent public housing project had been built since the late 1930's.

\*\*Lowitz, Profile of a Metropolis.

Mayor Cobo in 1953 to appoint a Mayor's Committee for neighborhood conservation and improved housing.

With the passage of the Housing Act of 1954, the program became a reality and a systematic approach was conducted to establish priorities related to the city's financial capabilities and workability of the areas involved. A ten-year program was developed with a scheduled completion of five projects for each year of the ten-year period. The "package" technique which was supposed to save administrative procedural time and to give status to the over-all program, did not receive federal approval. Only two projects of the first five-project package were accepted: Mack-Concord and Eight Mile - Wyoming. The Mack-Concord neighborhood was chosen as Detroit's first conservation project in Spring, 1955, and Eight Mile - Wyoming became the second conservation project in 1958.

#### e) Vacant Land

By 1949 the city was short of vacant land; less than 5,300 acres were still available for future residential use, when over 6,300 had already been used between 1943 and 1949. But now an insignificant amount of construction was done in the "Grand Boulevards" area: no new construction took place since 1935. Furthermore, the assessed values dropped as much as seventy percent between 1927 and 1933 in some blocks.

## 2. History of the Fifties

### a) Redevelopment

It has been previously mentioned that Detroit's first venture into urban redevelopment was focused on a 129-acre site on the near east side, named the Gratiot project.



i) Gratiot Project: Slow Start of Urban Renewal

The project was to be carried out entirely with local funds, and the city had already begun to acquire land when in 1949 the National Housing Act was enacted, making funds available for local redevelopment projects.

Taking advantage of this assistance, the Common Council of the City of Detroit on March 6, 1950 designated the Gratiot project as an official redevelopment project under Title 1 of the Housing Act.

In the early stages the city had difficulty in obtaining investors to develop the project area. The first potential developer, the Housing Corporation of America, failed to obtain adequate financing for a project of this scope. To expedite the project, since 90% of the demolition and relocation were completed, the mayor appointed an advisory committee of citizens. This committee later became a non-profit corporation called the Citizens' Redevelopment Corporation and raised funds for purchase of the land. Efforts to find a local developer failed, and the corporation attracted Chicago developers Greenwald and Katzin who hired Mies van der Rohe as architect for the project in August, 1955. In May, 1956 the City Plan Commission approved the site plan. The first high-rise building was opened for occupancy by October, 1958, and as of May, 1959 it was the first town house unit to be opened.

Before its redevelopment, the 78 net acres of land were occupied by a mixture of commercial, industrial and residential structures, most of which were in poor condition. In 1950 the median family income among the 7,897 residents, predominantly Negro, (about 2,000\* families) was \$1,800 a year

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\*The urban renewal directory of June, 1960 recorded as characteristics of the area: 1,058 substandard dwelling units and 490 standard ones; 98 white families and 1,860 non-white families.

compared with \$3,500 for the city, i.e., a population in the lowest economic class. The median monthly rent in Gratiot was \$28. Also, 45 percent of the residents worked as laborers or performed household services, and 15 percent of the area's residents were unemployed. The area's assessed valuation prior to redevelopment was \$2,844,000, i.e., \$36,456 per acre (on 78 taxable acres).

The redevelopment plan adopted in October 1951 was considered a mixed plan, from both an income and racial standpoint. Designed primarily for middle-income families, provision for sufficient low income units was made to accommodate former residents who desired to return. 51.3 acres were planned residential, of which 40.4 acres were with low density and 10.9 acres with high density. The Greenwald-Katzin plan was designed for middle- and upper-income families: 27 acres of low use units and 22 acres for high rise apartments. Density was considered less relevant as the income level of the prospective residents went up.

After redevelopment, the Gratiot redevelopment project had 52 residential acres with 1,717 dwelling units and a density of 33.5 dwelling units per acre. There are about 1,300 units in high-rise buildings. The price range is high: in 1960 the median monthly rent was \$151 -- \$85 to \$120 for efficiency apartments and \$190 to \$210 for two-bedroom apartments in the first built twenty-two story apartment building by 1959. The median income of the new residents was \$8,000 in 1960 and the unemployment was 0 percent. The estimated assessed valuation is expected to rise to \$20,000,000, i.e., \$380,000 per acre (on 54 taxable acres). Gains are seldom achieved without costs. The hidden cost, involving the former residents, is difficult to evaluate.

## ii) Conclusion from Gratiot Experience

Some conclusions have to be drawn from the first venture: The original "Detroit Plan" was designed to cope with the problem of housing low-income families but it appeared economically impossible to obtain private development for low income families.

Already in 1950 Detroit had problems with the federal housing officials about relocation. The displacement had begun before relocation plans had been developed and little relationships had been seen between an optimistic plan and the actual practice. The majority moved to other slum areas.

The Gratiot pattern had been to replace slum dwellings with middle and upper income housing developments where public housing units remained constant. The Housing Commission had originally (under Mayor van Antwerp) placed a very different emphasis in its housing program, as revealed by the 1949 annual report's review.

The policy followed by Mayors Cobo and Miriani did not follow the original plan and emphasized private redevelopment and the attracting and/or keeping of the middle and upper income families in Detroit.

## iii) Corktown

As Gratiot, Corktown was originally considered in the late thirties for elimination of its slum conditions and as a site for construction of public housing. Corktown had resisted the first assault, but there was little doubt among public officials that it had to be redeveloped. The issue was whether it would be for residential or industrial use, between 1940, when the zoning ordinance was adopted and 1948 when the master plan was approved. After a long fight, the Housing Commission did recommend Corktown as one of

# REVIEW OF THE PAST YEAR

The most significant event of 1949 was the passage of the new National Housing Act providing generous Federal assistance for slum clearance and low rent public housing.

The signing of the new law by President Truman on July 15, 1949, marked the successful culmination of a four year campaign by civic, religious, and veteran organizations, labor unions and other public interest groups.

The new law, which makes possible the construction of 810,000 family dwelling units of new public housing and provides \$500,000,000 in direct grants to cities for slum clearance, has been described as the most important piece of legislation within the past decade affecting the future of the large cities of America.

First, it will provide substantial relief for the low income families who are the most tragic victims of the current housing shortage. It also will make possible the clearing of the most serious blighted areas and the rehousing of the families displaced.

The slum clearance authorized must be geared into a general city plan and the cleared areas are to be used for their most productive use — private enterprise housing, public housing, parks, playgrounds, parking lots, or other public purposes.

Mayor Van Antwerp was one of the most enthusiastic supporters of the new Federal program and played a prominent role in the battle to secure its enactment.

At his direction the Detroit Housing Commission started as long ago as November, 1948 to select suitable sites for new public housing developments. Twelve sites which would accommodate 14,350 family units were presented to the Common Council and given tentative approval February 15, 1949.

One of the first steps taken by the Public Housing Administration in Washington, after the enactment of the new law, was to make a tentative allocation of new public housing authorization to the various large cities that had expressed an interest in the program.

Accordingly, on August 15, the Public Housing Administration granted Detroit a so-called "program reservation" of 10,000 dwelling units. This represented the number of new public housing dwelling units which the Federal authorities thought Detroit could reasonably expect to start within the following two years.

The only serious bottleneck which developed to prevent Detroit from taking advantage of the new Federal housing program proved to be the failure of the Detroit Common Council to approve sites.

The Common Council did approve one vacant land site, a 35-acre parcel located at Ford and Southfield, in June, 1949. At the next public hearing on a site at Conant and Eight Mile road vigorous neighborhood opposition developed and the Common Council called a halt on further public housing site deliberations.

There was no action taken by the Common Council on public housing sites during September and October, 1949, and it appears that none will be taken before the new

Common Council takes office in January. However, the necessary steps have been taken with the Federal authorities to keep alive Detroit's "program reservation" of 10,000 family units and to secure a preliminary planning loan of approximately \$1,100,000.

The new City administration which takes office in January will be in a position to go ahead with any sort of federal-aid slum clearance or public housing program that they feel is best suited for Detroit.

The Housing Commission under Mayor Van Antwerp has placed primary emphasis on proceeding as rapidly as possible with new public housing on vacant land sites in order to achieve the greatest possible expansion of the city's total supply of housing and to provide units into which families displaced by slum clearance operations can be moved.

The current severe housing shortage as it affects low- and middle-income families with children would appear to be a more urgent problem than the clearing of slums, which cannot be accomplished in any event until housing is found for the persons who would be displaced.

The lack of an adequate supply of good rental housing in the \$30 to \$60 per month bracket has resulted in dangerous overcrowding, serious fire hazards due to illegal conversions, exploitation of low-income families by slum rooming house operators, the breaking up of families, health hazards resulting from various illegal types of occupancy and severe hardship for the low-income families that find themselves completely homeless.

The Housing Commission under Mayor Van Antwerp took the position that these human problems should be attacked first by building new public housing on vacant land sites.

Starting slum clearance activities on broad scale under present severe housing shortage conditions would only aggravate a bad situation by intensifying the hazards of overcrowding and makeshift types of occupancy.

The other point of view, which has been expressed by some of the members of the Common Council, is that public housing projects have a deteriorating effect on neighborhoods and that they should therefore not be located in areas of single homes in the outlying sections of the city. This contention persists in spite of the fact that four of the city's present permanent public housing projects are operating successfully and in complete harmony with existing single-family neighborhoods.

Progress is being made on the "Detroit Plan" of redevelopment by private enterprise, and the condemnation suit embracing the first half of the 100-acre Gratiot-Dequindre-Hastings-Lafayette area is nearing a verdict in Recorder's Court. Steps have been taken to insure that Detroit will receive matching Federal money for this project under the slum clearance title of the new National Housing Act. A model has been prepared by the Housing Commission showing the area as it will look after redevelopment. So far, the Housing Commission has been unable to obtain any offers for the area from any private builders or insurance companies, but efforts to interest these firms are continuing.

the twelve sites for public housing in the fall of 1948. The municipal election in the fall of 1949, as known, reversed the decision, and the site was deleted in May 1950 from the public housing program. Corktown was now firmly established as an industrial site. In June 1952, Corktown was approved by the Plan Commission as a slum clearance project.\* At this time local officials were optimistic about the assistance provided by the Housing Act of 1949. It was felt that the experience gained (from Gratiot) would speed action on Corktown. In fact, the preliminary approval from HHFA came with delay, as a result of the difficulties the Housing Commission was then having on the Gratiot site with the relocation of the nearly 100 percent Negro population. The approval of the preliminary plan came in January 1956. Corktown, now called West Side Industrial, included originally 75 acres, of which 37 were residential. About 3,300 persons\*\* were living there in 1950 with a median income of \$2,700 a year. The median value of owner-occupied homes was \$6,000 as contrasted to \$9,000 for the city.

The redevelopment site prepared at a cost of \$5.6 million, two thirds being federally funded, was supposed to bring, with new construction, an increase in assessed valuation from \$2.5 million to \$16 million. Because of high land price and reluctance of firms to locate on urban renewal land, the project lagged until permission of industry-related uses was granted.

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\*Corktown Industrial Redevelopment had priority no. 2 after Lafayette project, UR Mich 1-2.

\*\*The urban renewal directory of June 1960 counts 453 substandard dwelling units and 635 standards ones; 736 white families and 128 non-white families. Only 7 percent were homeowners and 29 percent were single persons as recorded in the relocation survey, which counted 1,516 families and single persons.

#### iv) Lesson Drawn from Corktown

With this project some other conclusions have to be drawn.

The long battle about the definition of the area showed that the city planners were selecting the project site in order to present the best possible case for qualifying for federal funds; the neighborhood groups were defending the neighborhood as a whole. The planners' approach seems to explain why the redevelopment will result in spreading blight.

Already with the second project, Detroit started to feel the impact of the time-consuming detailed review exercised by the federal authorities, and its strong requirements.

Lacking technical criteria to make the decision on land use for Corktown, the master plan was an expression of prevailing social and economic values. The balance between industrial and residential uses reveals the power distribution in the community at different times.

When the demand for more space for residential and non-residential developments in the city had to be met from redeveloped areas, the reaction of Corktown neighborhood seemed to challenge the ideology and doctrine associated with urban renewal. "There is, however, a strong temptation to let the desirable ends of redevelopment justify the means for achieving those ends."<sup>1</sup> That seems precisely what happened in the sixties.

#### v) Extension of Residential Gratiot Project

During the fifties, a second residential development started directly south of the Gratiot Project. Known as Lafayette project, these 64 acres

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<sup>1</sup>"The Urban Renewal of Corktown" by Donald Warren in Profile of a Metropolis by Robert Mowitz, Wayne State University Press.

followed a very similar treatment as Gratiot, "bringing dramatic changes to the inner city"<sup>1</sup>. The 1300 units, both leased and sold, were priced to attract middle and upper income families. The Gratiot and Lafayette projects, known as Lafayette Park, are the best examples of the attempt to increase the tax basis, by attracting back middle and upper middle class in Detroit, while trying to reverse the downward drift of the CBD.

#### vi) Central Business District

An important part of the urban renewal program was that of rebuilding the central business district, the first original aim of the national renewal policy.

The Central Business District No. 1 encompassed 59 acres, known previously as "Skid Row", characterized by flophouses, cheap bars, and transients. Approved for planning in 1956, it received HHFA approval for execution in 1959.

The Central Business District No. 2, similar in character to "Skid Row", was populated by fewer transients. The plan for the area called for development of utilities on these 34 acres containing about 400 dwelling units. Redefined as residential on 23 acres, the project never got the HHFA approval and was definitely deferred in 1958.

At the same time, the Central Business District project No. 3, close to the Gratiot Project, was planned to provide space for institutions on its 33 acres. The plan was later revised to include commercial uses.

#### vii) The Medical Center Redevelopment

A Detroit Medical Center Committee -- representing Harper, Grace, Hutzel, and Children's Hospitals -- took the initiative in developing proposals

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<sup>1</sup>"The New City", CRP, City of Detroit, 1966, p. 13.

for an expanded medical center. The total project encompasses 235 acres stretching a mile from Mack to Kirby between Woodward and Chrysler freeway. Once one of the city's worst slums, the project called for the finest complex of facilities devoted to medical services; many structures remained, mainly the four hospitals. The total area was originally considered by a general neighborhood renewal plan in 1958, and to allow for more practical realization by sequential steps it was divided into three, then four, separate projects.

Medical Center No. 1, an area of 58 acres, was the southern part. The federal approval for planning came in 1959.

#### viii) 10 Years of Redevelopment with Federal Funds

By the end of the fifties, six projects of slum clearance (about 420 acres) covering all kinds of re-use were under way in Detroit. They were authorized under Title I of the Housing Act of 1949 or amendments to the Housing Act of 1954. The estimated city's net cost was \$14,000,000.

#### ix) Milwaukee Junction, City Project

Financed entirely by local funds, Milwaukee Junction was undertaken in the late 1950's to counteract the economic recession of 1957. The project was designed to make 17 acres available for light industry. First acquired at the end of 1958, the project started slowly.

#### b) Neighborhood Conservation

Detroit's experience with slum clearance. The neighborhoods' reactions and city-wide analyses and field surveys led to the conclusion that complete redevelopment alone, i.e., bulldozer clearance, could not cope with the



rapid spread of blight and the different characteristics of the "middle" and "outer city". Selected in April 1955 by the City Plan Commission, as a result of an extensive comprehensive city-wide analysis, Mack Concord under the new Housing Act of 1954 was accepted by Washington in December 1955 and became "Mich R-1" first conservation project.

#### i) Mack Concord Conservation Project

This 274 acre project was selected because by structures and its population, it appeared very typical of many older sections of the city. Born before the first war as a verdant suburbia, the fast growth of the twenties made it become urban residential settlement, and the population became more heterogeneous. With the 30's the neighborhood became middle-aged, and the exodus to the suburbs started. By 1940 Mack Concord saw many Negro families moving in from the slum-inner city, and with the change in home ownership came also a social change which affected the stability of the neighborhood.

In 1953, the area was not only middle aged but in the early stages of physical decay; many conversions were occurring. With the birth of the neighborhood conservation program, Mack Concord came as the experiment area, testing laboratory and prototype.

The conservation plan dealt with three types of things: organization of the community; construction of new and improvement of existing facilities; rehabilitation of structures stimulated by FHA 220 mortgages and code enforcement.

The total gross cost was \$4.3 million of which 48% went for real estate purchase and 37% for public improvement and new school facilities. The local contribution was \$1.3 million. Although the provision of new facilities or

the public improvements were beneficial for the community, the project was a partial failure in terms of rehabilitation of the residential structures. A field survey in 1960 revealed little external changes in some structure and further deterioration in others. The lack of activity in extensive rehabilitation seemed to be due to the inability of the low-income population to finance home improvements; the rapid shift in population and the consequent low percentage of owners (but high percentage of buyers) and the racially and economically changing neighborhood; the aesthetic and functional obsolescence which made an increase of property value due to some home improvement rather unlikely.

#### ii) Eight Mile - Wyoming Conservation Project

The second conservation project provides an interesting contrast with the preceding one. Built in the early 1920's as an isolated pocket in the north outskirts of the city, the Eight Mile - Wyoming area was pioneered by Negro families from the center of the city. The depression and World War II left a number of vacant lots, and after World War II some 200 high quality homes were built, bringing a new black population segment. This community was largely isolated from the surrounding white residential areas, which developed later. Of 293 acres, 270 acres were rehabilitated while 23 were cleared with 131 residential structures and 147 dwelling units.

The elements of the plan were similar to those of Mack-Concord. 62% of the \$6.7 million gross project costs represent real estate purchases. The public improvements and new facilities represent 20%. The local contribution was \$1.9 million. Many advantages explained the better success of the conservation plan: the population of the area was predominantly middle class Negroes which could be divided into two population segments differentiated

by their attitudes and age. Despite this there was no radical shift of population. Moreover, there were new good-quality homes already built.

Concurrent to the clearance projects, these two conservation areas approved in 1955 and 1958 were an attempt to prevent extent of blight in 567 acres of the city at a net cost of \$10.6 million with a local share of \$3.2 million.

c) Conclusion: What the 1950's Showed

This fast review of the starts of urban renewal in Detroit, primarily in the fifties, set the patterns of the urban renewal policies in Detroit. Many lessons could have been drawn and were partially drawn from these experiments. Yet the sixties which show much redevelopment going on in Detroit seem not to have learned much from these first projects.

A common weakness of the city authorities appears to be the assumption that the new regulations and programs would solve all previous problems; there is a consistent underestimation of the failures caused by the manner in which the city implemented the programs. Serious doubts emerge from Detroit's experience about the criteria used or analyses made to select the urban renewal areas and about the ways to conduct the redevelopment.

Without more comments, some of the problems of the fifties which remain until today appear to be:

1. No project was fast-moving enough for private redevelopment. The first projects, despite support from the building industry (as Gratiot was), displayed failure to find local developers; Corktown, the first industrial project, suffered the reluctance of the industrialists to move in.

2. No project's management easily solved the relocation of its inhabitants. Gratiot did not solve it at all. Skid Row was the second failure but not the last. And slums moved out from the inner city.

3. Before new federal programs in the sixties, no low-income housing appeared economically feasible to construct. Gratiot was the first and last attempt.

4. The federal approvals took too long to obtain, and the numerous other approvals along the way increased the delays. The bureaucratic procedures have been complicated during these years. Some technical delays seem in fact very political.

5. The common council contributed to these time delays and even refused some wise advice.

6. The neighborhoods since the origins did try to participate. They opposed, sometimes because they were badly informed. The city showed a very limited will to help them above the federal requirements, and often they appear to be the main opponents.

7. It appears very difficult to motivate people to rehabilitate structures of the old areas of the city, mainly because of the environmental conditions and the low income of its inhabitants. Conservation seems to be successful with middle class stable neighborhoods.

8. The technical criteria of selection, delimitation, and future use of urban renewal areas were questionable. The neighborhoods were not considered when it was time to draw boundaries and forecast future use. The political reasons for choice seem more relevant than any other reasons.

9. The city, embarked in the late 50's in this program, has consistently ignored the negative impact and blamed the federal government for

the problems that had arisen. No initiative came from City Hall to either alleviate the conditions of implementation of this program, such as delays, relocation, loss or cost for the inhabitants. With social planners, the urban renewal policy became an end in itself, ignoring human aspects and people concerned.

10. This last comment could overshadow any of the previous ones: urban renewal is a tool of implementation of the master plan conceived in the early 40's. This master plan reflects the then prevalent social and economic values, and has remained essentially unchanged as of today so that understandably the population now living in Detroit or going to live in Detroit have few or none of these values. Why then does the inexorable process still go in the fashion we have seen?

Part of the explanation may be because the power is still in the same hands, and because the technicians inadvertently mixed social values and technical advice. At one time, community people were not organized in any way to allow for expression of their reactions to urban planning policies. They attributed omnipotence to the expertise of the urban planners and technicians. This led to an abuse of so-called "urban planning"; attempts to create "citizen participation" only created bigger confusion.

### 3. The 1960's Urban Renewal Boom in Detroit

Despite having an initial head start by pioneering in urban renewal programs in 1946-49, Detroit, by 1960, had undertaken only eight projects (six redevelopment and two conservation projects).

In the 60's Detroit inaugurated 23 federal\* projects, 19 of which received federal approval for planning, but only 14 received the subsequent

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\*which seek federal assistance for clearance or conservation.

federal approval for execution. The four conservation projects originated in 1968 or still later did not receive approval for execution. Without federal assistance, the city on its own started five redevelopment projects in the inner city, approved in 1966 by the Common Council.

At the same period, the city initiated an unassisted conservation program. It consisted of nine field offices, opened by 1962 or later under Mayor Cavanagh and with very limited personnel and power. Its main thrust was to organize the community, to direct and to coordinate as much as possible public services, and to answer public questions. This program at one time covered about 6,540 acres.

The first period, 1960-64, saw the boom of non-residential urban renewal projects (three industrial, two commercial, and three institutional) with only three residential projects. The second period contrasts sharply with nine residential projects and three non-residential projects. One industrial project was approved, two were defined non-residential projects. Two of the residential projects were approved, five were waiting for loan and grant commitment, while three\* were before survey and planning application's approval.

About 85% of the total cumulative Detroit gross cost expenditures for urban renewal computed as of June 30, 1970 were made in the 1960's.

#### a) Residential Redevelopment

i) Elmwood Park, a three-phase project, stretches east of the Gratiot-Lafayette project. To avoid architectural dissimilarity, piecemeal site

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\*One seems to have been rejected and is no longer mentioned.

planning and incompatibility of design, the 504 acres were planned simultaneously and were going to be developed in three phases. East of Lafayette Park, the logic of clearance was to extend the successful downtown experience on a slum area, classified first priority in the redevelopment priority study of the City Plan Commission in 1953-54.

Elmwood Park #1 started in 1962 and was planned for about 1,200 dwelling units on its 124 acres.

Elmwood #2 started in 1963 and will include when completed 900 dwelling units on 190 acres, with a lot of public facilities.

Elmwood #3, approved for planning in 1965, received federal commitment in 1969 and construction was planned to start in 1971.

	<u>Date of start</u>	<u>Acres</u>	<u>No. old dwelling units</u>	<u>No. new planned units</u>	<u>Major reuse</u>
Elmwood I	1962	124.1	1709	1191	residential
Elmwood II	1963	190.2	1947	893	public
Elmwood III	1971	188.9	2126	1947	residential
Elmwood Park	1962...	503.2	5772	4031	residential

As said before, many of the projects of the 60's are residential oriented. Parallel to the Elmwood Park projects, some other projects were initiated during that decade.

ii) Forest Park covers two projects, #1 and #2, and contains in addition Forest Park Place, a public housing project included in the area. These 150 acres (officially approved for planning in 1965 and 1969 but still waiting for action) are a good example of the time spent between the first designation of the area for complete renewal and successive reaffirmations along the decades and finally the federal approval for execution. Declared unsafe as

far back as 1934, the area was rated first priority for redevelopment in the 1954 redevelopment survey. Many projects were elected before it. In the meantime the community had further deteriorated, the population had aged and there was no real set date when the urban renewal blight will end. This is true of many others, but this one is the first and best example.

(iii) Sheridan Place and Myrtle Humboldt are two public housing sites of rather small sizes (3.5 acres and 13.5 acres). These two projects seem to be the last two clearance projects approved by the federal government. The other and more important residential projects are conservation projects as developed in the next paragraph.

b) Institutional Redevelopment

i) Medical Center Complex

Already mentioned in the fifties, the Medical Center complex sees its real development in the 60's with the start of execution of Medical Center #1 in 1960, Medical Center #2 in 1963, and Medical Center #3 in 1968. Medical Center #4, fourth phase of the project, has been disjoined from Medical Center #3 and later refused by the federal government as non-conforming to the main objectives. The city itself conceived it as part of the Cultural Center and tried unsuccessfully to have it funded with the medical project.

Besides the expansion of the existing hospitals, the project did provide for location of the Wayne State University medical campus, offices, facilities, and housing for low and middle income people through the subsidized federal programs (221d3, Rent supplement...).



ii) University City

The second major institutional project was developed west of Wayne State University\* to allow its expansion. Called "University City", the 300 acres studied by a GNRP in 1959-61 called for a four-phase expansion over the next 15 years.

University City #1 of 62 acres was cleared in 1963 and used for expansion of Wayne's campus athletic facilities. The project was closed in 1970.

University City #2 encompasses 120 acres, mainly for the expansion of Wayne State University. Initiated in 1964, the original plan called for the complete clearance of the site and consequent removal of the residents. Citizen actions and court injunctions slowed down the project which was re-designated to a conservation project in 1970. Currently negotiations are still going on, but little progress has been made and the area has deteriorated further since the section had been designated for urban renewal in 1959.

The other three university projects,\*\* designated at the same period, still have not been officially selected for federal assistance.

Detroit has shown some concern for research activity in the margin of institutional and industrial projects.

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\* The federal Housing Act of 1959 broadened the concept of urban renewal to include institutions of higher learning and allowed universities to expand into areas which were not necessarily slums.

\*\*By public notice, dated October 20, 1971, the Housing Commission announced that "the Detroit Common Council declared in August 1970 that the University City projects 4 and 5, . . . , will be a conservation area, not a clearance area. . . . In making residents aware. . . the Detroit Housing Commission hope(s) to clear up any fears that might have discouraged people from fixing up their homes."

iii) Research Park, a 66 acre site near Wayne State Campus, was selected in 1962 and planned for complete clearance as an industrial research complex. The area contained 513 dwelling units, 283 of which were rated substandard by the Housing Commission. 483 were demolished. Citizen action, absence of industrial offers and restudy seem to redesignate the area for residential use in the 70's.

c) Industrial Redevelopment

i) West Side Industrial

The city did initiate in 1963, as an extension of West Side Industrial #1, a clearance project of about 100 acres for industrial purpose. Federally funded, West Side Industrial #2 expands to the southwest.

ii) Discontinued Projects

Two other industrial projects, of which Southwest Industrial (federally assisted) and East Side Industrial (city funded) were dropped out in 1967 and 1968 because no longer conformed to the new priorities.

iii) Port Rehabilitation

A pilot project for the redevelopment of the river front was launched in 1963 with a site of 14 acres called Port Rehabilitation. This project, for port and water-related industrial development, has been, until now, a failure, and proposed buyers have been reluctant to build on the site.

iv) North Industrial

A 67 acre site, North Industrial is another example of delay. Designated as an ideal site for industrial development fifteen years ago, the residents were put on notice in 1965 that the area was going to be cleared.

But after a shift in policy, the original plan was put aside by 1967. Included in the first unsuccessful neighborhood development program (1969), the project was finally approved in 1970 for execution.

d) Commercial Redevelopment

i) CBD

In the continuation of the redevelopment of the CBD, a five-acre block, named Kern Block, known as CBD #5, was chosen for urban renewal after 1959. Originally containing 11 commercial buildings, the redevelopment called for single action approach on the cleared site. Approved in 1964, nothing else has been done beyond the clearing, but agreement for redevelopment has been reached recently in 1971.

ii) Wholesale Distribution Center

Around Eastern Market, 40 acres have been cleared to create a modern food distribution center, called Wholesale Distribution Center #1. It was approved in 1963, and started in 1965. By 1966 the City of Detroit proposed an addition of 36 acres, north of Eastern Market, for the development of Wholesale Distribution Center #2.

This project came at the time of shift in the national priorities. It has been subsequently deferred.

e) Conservation

In the late 60's, more than ever before, residential urban renewal became synonymous with rehabilitation and conservation. Many projects originally planned for clearance have been, under citizen pressure, revised or are going to be revised into conservation projects. However, there are some projects

originally planned conservation to deal mainly with other types of blight areas, such as Virginia Park, Jefferson Chalmers or Longfellow.

The projects combine both redevelopment and conservation techniques by replacing dilapidated houses and upgrading sounder elements of the neighborhood. This encompasses a vast area of about 2,000 acres, a major part of which has to be kept or rehabilitated.

i) Virginia Park, with 480 acres and a very long history, benefited from the early advance acquisition funding for the acquisition and demolition of Twelfth Street. Originally a non-assisted conservation area, the neighborhood, after the riots of 1967, was selected for federal urban renewal funding before being converted into NDP by early 1971.

ii) Jefferson Chalmers, with 765 acres, went through the same type of time delays and got the NDP financing early 1971.

Longfellow and Art Center are two new projects which may later be funded under NDP money.

#### f) City Renewal Activity

##### i) Redevelopment

The city itself did fund about five clearance projects -- 3 residential, 33 acres; 1 commercial, 2 acres; and 1 industrial, 17 acres. They were all approved by the Common Council in 1966 but were slow to start.

##### ii) Non-Assisted Conservation

In addition to this city-urban program, Detroit initiated "a non-assisted conservation" program in 1962 which covered about 6,500 acres by 9 conservation field offices. An innovation in city government, its avowed purpose was rehabilitation of structures and stabilization of population.

A manager and a clerk supplied by the Detroit Housing Commission were the only paid staff in the field. They had no operating budget, and all service had to be charged to the city departments supplying them. Their major functions were to organize the leadership, define the issues and achieve community organization to protect the neighborhood, and prepare it for urban renewal.

It is difficult to evaluate this innovative program, but some facts allow further estimation:

Completely dependent upon the Housing Commission but having no money and no personnel at all, the manager's only chance of success was a high level political backing to allow him to "short circuit" the bureaucratic process and to have things done. With no defined guidelines the managers were also highly responsible for creating their own programs, for going through the city administration and for getting adequate necessary support. Furthermore, many problems requested expensive improvements (street pattern, parks, etc.) and even federal participation for funding.

These shortcomings in the program may explain why it did not survive in that form in the new administration. The program's new status as a mayor neighborhood services center, is an attempt to give them more power by being a mayor's office.

With more money and more personnel, they may be presented as a "little city hall" providing neighborhood services and performing as an ombudsman.

## B. Listing of All Urban Renewal Activities - Federal and Local

### 1. Legend and Explanation

This listing of projects which covers all urban renewal activities, HUD and city funded, is the result of a personal research undertaken by the author and may differ in some aspects from other references.

### 2. Listing

#### a) Federal Urban Renewal Projects - Redevelopment and Conservation

Reuse: The classification has been made by checking the last proposed land use for each project and by considering the more important category. This may explain why some projects considered institutional are in fact classified residential, e.g., University City 2 or Medical Center 3.

Distinction has been made between residential after clearance - R- and residential with conservation action - Rc -.

Acreage: The collection of this information was carefully made since many variations and some errors had been recorded. The acreage comes from the latest approved document available in the file of the Housing Commission.

Federal Approval Dates - Planning: HUD approves the survey and planning application and reserves grant funds estimated to be sufficient for undertaking the project.

Federal Approval Dates - Execution: HUD approves application for loan and grant and allocates loan and grant funds for undertaking of approved projects.

Last Financial Information Available: This is the date of the source which is used in the Detroit cost estimate of urban renewal projects. Furthermore, this gives an idea of the date of the last available information for those projects which extend through years. For example, Elmwood 1,

approved for execution in 1961 (Loan and Grant Application), was analyzed with the original LG application and the 20th revised budget of 1970.

b) Other Federal Programs

For these other activities less information was available. Only the application year is given, but all these projects have been approved and are in execution or are completed.

Many projects which were not approved are not mentioned at all here. An exception has been made for the discontinued urban renewal projects that the author had been able to come across. (See D).

c) City Programs

This section concerns only the urban renewal action undertaken by the City of Detroit with only local funds. The reuse code is similar to the federal program except for residential reuse where no distinction (clearance and conservation) was made.

The conservation field offices were approved from 1962 and onwards. The new status indicates what they are as of today. The acreage is given for reference only. It is to be considered as a "political definition" for no action was taken on the physical structure defined.

d) Discontinued Projects

Only the urban renewal projects (redevelopment under Title 1 of the Housing Act of 1949) have been identified during this survey. It is believed that the list is exhaustive of projects which came into legal existence, i.e., federal application, Common Council approval. Thus, projects included in master plan studies or other proposals which did not survive are not considered as discontinued. Many of these projects are, in fact, waiting for new opportunities to be financed.

## URBAN RENEWAL PROJECTS AND OTHER URBAN PROJECTS

DETROIT 1949-1971

a) Federal Urban Renewal Projects

<u>Reuse*</u>	<u>Type &amp; Name of Project</u>	<u>ID #</u>	<u>Acreage</u>	<u>**</u>	<u>Federal App- roval Dates</u>	<u>Last Financial Infor- mation Available***</u>
					<u>Plng.</u>	<u>Exec.</u>
<u>1- Redevelopment and Conservation</u> (Housing Act of 1949, as amended)						
R	Gratiot	I-I	129	--	'52	Book closed - 1964
I	West Side Industrial	I-4	74.9	1953	'57	IIIrd Amend. - LG 1970
Rc	Mack Concord	R-1	273.7	1955	'57	Modified Plan 1963
C	Central Business D. #1	R-3	59.1	1956	'59	Ist Amend. Budget 11, 1971
P	Central Business D. #3	R-8	32.8	1956	'59	IIIrd Amend. LG 1970
R	Lafayette	R-12	67.3	1952	'57	LG 1962 + Budget 14, 1970
Rc	Wyoming-Eight Mile	R-19	293.2	1958	'60	Budget 13, 1971
P	Medical Center #1	R-35	58.1	1959	'60	Amend LG 1962
R	Elmwood Park #1	R-40	124.1	1960	'61	LG 1961 + Budget 20, 1970
P	Medical Center #2	R-52	62.1	1961	'63	LG 1967 + Budget 12, 1971
P	University City #1	R-53	62.5	1962	'63	LG 1966 + Budget 13, 1968
P	Elmwood Park #2	R-62	190.2	1963	'65	LG 1965 + Budget II, 1971
C	Wholesale Dist. Center #1	R-86	35.7	1963	'65	LG 1964 + Budget 10, 1970
I	Research Park West	R-88	66.0	1963	'65	LG 1969 + Budget 10, 1970
C	Central Business D. #5	R-93	4.7	1963	'64	LG 1964 + Budget 7, 1971
I	Port Rehabilitation	R-94	14.9	1963	'65	LG 1965 + Budget 10, 1971
I	West Side Industrial #2	R-97	101.3	1963	'66	LG 1965
R	University City #2	R-111	110.2	1964	'69	LG 1967
R	Medical Center #3	R-112	83.5	1964	'68	Revised LG 1967
I	North Industrial	R-119	66.8	1965	'70	LG 1967 + Budget 2, 1971



<u>Reuse*</u>	<u>Type &amp; Name of Project</u>	<u>ID #</u>	<u>** Acreage</u>	<u>Federal App- roval Dates</u>		<u>Last Financial Infor- mation Available ***</u>
				<u>plng.</u>	<u>exec.</u>	
R	Elmwood Park #3	R-123	188.9	1965	69	IG 1967
R	Forest Park #1	R-124	14.4	1965	68	1st Amend. IG 1969
R	Forest Park #2	R-138	132.8	1969		IG 1971
R	Sheridan Place	R-145	3.47	1966		Revised IG 1971
(1) Rc	Virginia Park	R-149	479.7	1968		Revised IG 1971
R	Myrtle Humboldt	R-160	13.6	1966		Revised IG 1970
(2) C	Wholesale Dist. Center #2	R-165	35.7			SPA 1966
(1) Rc	Jefferson Chalmers	R-168	765			Budget NDP 1971
(2) P	Medical Center #4	R-181	20.9			IG 1967 (with Med. Ctr. 3)
(2) Rc	Longfellow	R-203	670.2			SPA 1970
Rc	Art Center	R-205	39.4	1970		SPA 1970

\* Primary Reuse: R = Residential, Rc = residential, I - industrial, C=Commercial;  
P = Institutional

\*\* in Acres

\*\*\*IG = Loan & Grant Application; Amend = Amendatory Application, SPA = Survey & Planning Application

(1) As of June 1971, these two projects were changed into NDP areas.

(2) These projects have been deferred and in a way refused by the federal government. The federal policy speaks for a new application under NDP, mainly for the residential project.

Source: Housing Commission files, information collected by Jean Marie Ernecq, October, 1971

2 - Other Programs Authorized Under Title 1 of the Housing Act of 1949 as Amended

<u>Name and Type of Project</u>	<u>ID #</u>	<u>Acreage</u>	<u>Application Year</u>
a <u>Demolition Project</u> (Housing Act of 1949, Sec. 116, as amended)			
Project #1	M-1 (G)		1965
b <u>Code Enforcement</u> (Housing Act of 1949, Sec. 117, as added by Housing Act of 1965)			
Fitzgerald Community	E-2	685	1966
c <u>Interim Assistance Program</u> (Housing Act of 1949, Sec. 118, as amended by Sec. 514, Housing Act of 1968)			
Project #1	I-1 (G)	17,500*	1969
d <u>Neighborhood Development Program</u> (Housing Act of 1949, Sec. 131 & as added by Housing Act of 1968, Sec. 501)			
Virginia Park (previous R-149)	A-4-2	479.7	1971
Jefferson Chalmers (previous R-168)	A-4-2	765	1971
e <u>Demonstration Projects</u> (Housing Act of 1954, Sec. 314, as amended)			
#1 Renewal and Revenue	D-1		1956
2 Neighborhood Conservation	D-2		1956
3 unknown	D-3		1960
4 unknown	D-4		1960
5 Urban Design Study(CPC)	D-5		1966
f <u>General Neighborhood Renewal Plans</u> (Housing Act of 1956, amendment)			
Medical Center	R-23	235.3	1958
University City	R-50	304	1961
g <u>Community Renewal Program</u> (Housing Act of 1959, Sec. 103d, as amended)			
CRP #1	R-71		1962
CRP #2	R-166		1967
b) <u>Other Federal Programs</u>			
<u>Open Space Program</u> (Housing Act of 1961, Sec. 702, as amended)			
Foreman Playground	OSC 33 (G)	6.3	1966
Vernor Playground	OSC 34 (G)	3.3	1966
Joseph Duplessis Playground**	OSA 64 (DL)	1.5	1967

\* estimation

\*\*former Alfred Street playground

<u>Name &amp; Type of Project</u>	<u>ID #</u>	<u>Acreage</u>	<u>Application Year</u>
<u>Open Space Program, cont'd</u>			
Butzel Playground	OSC 68 (DL)	4.2	1967
Nagel Playground	OSC 99 (DL)	4.2	1968
Linwood Playground	OSC 121(DL)	4.3	1969
<u>Neighborhood Facilities Program (Housing Act of 1965, Sec. 703)</u>			
Butzel Family Center	N-7	4.0	1967
<u>Historical Preservation (Dept. of Interior-Housing Act of 1961-Title VII)</u>			
Jones-Moross House	HP-1	0.3	1967
<u>Urban Beautification Program (Housing Act of 1961, Sec. 706, as amended)</u>			
Program 1966	UB-1		1965
Program 1968	UB-9		1967
Program 1970	UB-23		1969
Program 1971	UB-25		1970
<u>Urban Mass Transportation Facilities (Urban Mass Transportation Act of 1964) (HUD-DOT)</u>			
Milwaukee Jc. Transit facilities	UTG 4	32.0	1966

c) City Programs

<u>Redevelopment Projects</u>	<u>Acreage</u>	<u>Approval by Common Council</u>
C Larned Bates	2.0	1966
R Ash Humboldt	20.4	1966
R Calumet	8.0	1966
R Selden Courts	4.9	1966
I Milwaukee Junction #1	17	1958
I Milwaukee Junction #2	17	1966

<u>Conservation Field Offices*</u>		<u>New Status</u>
R Delray	800	Mayor neighborhood services center
R Jefferson Mack	669	" " " "
R Vernor Junction	945	Conservation field office, first and last one
R Vernor Springwells	720	Mayor neighborhood services center
R College Park	1156	Mayor neighborhood services center
R Tiger Stadium	338	Closed
R Longfellow	670	Under urban renewal application
R Jefferson Chalmers	765	Under NDP as of June '71
R Virginia Park	480	Under NDP as of June '71

\* for these projects difficult to define, the acreage given are approximations

d) Discontinued Projects

	<u>Acreage</u>	<u>Year End</u>	<u>\$ Estimated Gross Cost*</u>
<u>Federal Projects</u>			
R Central Business D. #2	23	1958	5,737,154
I Southwest Industrial	221	1967	8,561,263
<u>City Project</u>			
I East Side Industrial	18	1968	2,157,640

\* Gross Cost includes the estimated land proceeds. The federal grant is calculated on the net cost (in Detroit two thirds).

C. Description and History of the Other Federal Programs: Title I

This history and description of redevelopment and conservation have been reported at length. The other federal programs deserve some attention as they are either new legislative ways to carry out urban renewal or different types of action. A brief description follows for:

1. Neighborhood Development Program
2. Code Enforcement
3. Interim Assistance
4. Community Renewal Programs
5. Demolition
6. Projects Which Have Been Dropped

## 1. NEIGHBORHOOD DEVELOPMENT PROGRAM

Early History: NDP A-4-1

A first program application was submitted by the beginning of 1969. A total grant of \$16,706,001 was requested from the federal government to carry out rehabilitation activity in an area of about 15,000 acres, Model City area being included. Three urban renewal projects were offered for conversion to the NDP: R-138, R-160, and R-119.

The activities in consideration included real estate acquisition, property management, relocation, demolition, site improvement, land marketing, and rehabilitation. The first year expenditures budget included expenditures for \$14,742,119 and \$1,010,700 of relocation payments and \$750,000 of rehabilitation grants.

<u>Action Year</u>		<u>Reservation Year</u>
<u>The financing plan recorded for 1969</u>		<u>For 1970-1971</u>
program expenditures	\$14,980,119	30,725,939
non-cash local grants in aid*	7,427,648	13,874,061
gross cost	22,452,767	14,600,000
net cost	22,417,949	41,622,183
program capital grant	14,945,301	21,748,122
total federal grant**	16,706,001	30,498,122
<u>TOTAL non-cash grants in aid*</u>	9,050,004	
project improvements	1,659,301	
supporting facilities	7,390,703	

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\* Only \$7,472,648 of non-cash local grants in aid are to be used in action year financing plan.

\*\*Includes a \$1,010,700 relocation grant and \$750,000 rehabilitation grant.





As mentioned in the above table, the estimate for the second year for the federal grant showed a program expenditure of \$30,498,112.

New Application: NDP A-4-2

After the first unsuccessful application, a new double application was made early in 1971 for two projects originally considered for rehabilitation and conservation under Title I.

A. Virginia Park was selected in 1964 to have one of the city-financed neighborhood conservation field offices, originally under the name of "Keifer Ford". In 1966, with support of the community, an application for conservation was submitted to the federal government and the survey and planning application was approved. But no execution followed. Under the "Advance Acquisition of Land Program," Section 704, Housing Act of 1965 as amended, the City started in August 1969 a \$5.5 million program of acquisition and clearance in Twelfth Street. The federal share was two thirds of the cost plus \$695,155 for relocation. The remaining expenditures for the whole project totaled about \$40.5 million, with one-third for the city, (i.e., \$13.2 million) and two-thirds plus the relocation and rehabilitation grants for the federal government (i.e., \$26.4 million plus \$3.0 million).

In March 1971 an application for NDP was sent to HUD so that funds would be immediately available. The funds were approved in the middle of the year.

B. Jefferson-Chalmers, like Virginia Park, had a non-assisted conservation field office since 1962 which provided community residents with a variety of services. A first estimation of the cost of the conservation

project sent for review for SP application showed a total of \$16 million of which \$10.7 million would be received as a federal capital grant.

Before any action from HUD on the SP application could be taken, a new application to change the conservation project (along with Virginia Park) to an NDP project was submitted and approved by June 1971.

The annual gross cost of \$2,550,000 is supported by non-cash local grants to the amount of \$825,000 and by the federal government to the amounts of \$350,000 for rehabilitation grant and \$2 million for capital grant.

## 2. CODE ENFORCEMENT

This program is to help communities restore stability of neighborhoods and prevent blight by programs of three-year concentrated code enforcement and the provision of adequate supporting facilities services. A federal grant of two-thirds of program cost was provided in 1966 to upgrade the Fitzgerald community. This area was built under the provisions of the city building code, but had deteriorated to a degree calling for a systematic approach for bringing it up to standard.

About 4195 dwelling units were on the 685 acres of Fitzgerald, of these, 2052 dwelling units in 1600 structures were in code violation. Out of 1450 structures, about 1856 dwelling units were repaired to bring the properties up to standard. Around 550 owners used the loans and grants provided by the program to upgrade their structures.

The Housing Act of 1965 contains Section 115 which provides for a grant of up to \$3,500 to low-income owners of one or two-unit buildings; and also section 312 which provides for a three percent rehabilitation loan from federal sources to help owners improve their buildings. Eventually, an owner may be eligible for both.

For all eligible owners relocation costs are provided. Such costs were not used in Fitzgerald project since there had been no acquisition in this case. The gross cost (equal to the net cost in this case) was \$2,086,878 and the federal grant was \$1,391,252. Additional money of \$68,000, provided by the federal assistance for relocation, was never used; around \$829,000 went to private owners as rehabilitation grants. The project's starting date was July 1966. Federal participation ended in February, 1970. The improvements made in the area seemed significant and have brought down the percentage of deficiency.

However, it appears that for political reason and competition between other types of projects, the City has renounced any plans to follow similar actions in the future, and expressed a preference for requesting federal money for urban renewal and new construction. Today, the continuation of the program at the federal level is uncertain due to a revision of policy and a lack of adequate funds.

**Project E-2 Fitzgerald Community      685 Acres, Federal  
Approval - July 1966 until February 1970**

Total Number of Structures	-----
Residential	-----
Number of Dwelling Units	4,195
 Total Inspected Dwelling Units	 4,195
Found in Code Violation	2,052
Brought into Compliance	1,856
 Number of 115 Grants	 -----
Dollar Amount	-----
Number of 312 loans	550
Dollar Amount	829,000
Money Spent by Owners	-----

### 3. INTERIM ASSISTANCE

The Interim Assistance Program was initiated on July 1969 with a grant from the federal government covering two-thirds of the cost, one-third being provided by the City. The three-year maximum total grant allocated for the first program, started in 1969 and extended for one year, was \$3,292,547, with \$2,195,031 provided by the federal share.

The funds were used to provide immediate relief to an area\* of about 17,500 acres through activities such as: program inspection, public repairs and improvements, comprehensive clean-up rodent control, and building of temporary playgrounds. Many environmental deficiencies were recognized in this area. Surveys showed that the property maintenance was poor with scattered abandoned automobiles, there was a significant deficiency in public utilities such as lighting, or facilities such as recreational open space.

The total expenditure which occurred in the first two years on the first amended grant led the Community Renewal Program, which administers the Interim Assistance Program, to make a new request for funds from the federal government to supplement the unexpended balance. The lack of federal funds will probably lead to the application being refused. The unexpended balance will be what will be used in the third year; with the approach of the end of the three-year limit, the unexpended funds shall have to be returned.

\* The area was defined by the original 15,600 acres of the NDP application A-4 of 1969 plus a contiguous 4.7 square mile section with similar conditions. These 17,500 acres do not encompass existing urban renewal projects, as requested by federal law. Indeed Section 118, Housing Act of 1968, provides grants to carry out programs to alleviate harmful conditions in areas where major renewal is planned in near future but which need immediate public action.

## GRANT AUTHORIZATION

	<u>Original 1st Yr.</u>	<u>Amended 2nd Yr.</u>	<u>TOTAL</u>
Regular Program Cost	1,109,075	2,183,472	3,292,547
Federal Share	739,383	1,455,648	2,195,031
City Share	369,692	727,824	1,097,516
Federal Relocation Grant		45,000	45,000
Total Federal Grant	739,383	1,500,648	2,240,031
Total Program Cost	1,109,075	2,228,472	3,337,547

## ALLOCATION OF GRANT BY ACCOUNT

	<u>Original</u>	<u>Amended</u>	<u>TOTAL</u>	<u>Hud Adjusted TOTAL</u>	<u>Adjusted Author- izations</u>
Administration	9,309	44,843	54,152	53,448	54,152
Program Inspection	1,707	6,531	13,238	13,238	13,238
Public Repairs and Improvements	158,832	498,234	657,066	512,692	364,860
Comprehensive Clean-up	582,343	1,035,829	1,618,172	1,674,404	
Rodent Control	148,097	311,138	459,235	938,328	938,328
Temporary Playgrounds	60,000		60,000	59,911	60,000
Contingencies	143,787	286,897	430,684	40,526	179,343
TOTAL	1,109,075	2,183,422	3,292,547	3,292,547	3,292,547

## EXPENDITURES

	<u>1st Year</u> <u>1969-70</u>	<u>2nd Year</u> <u>1970-71</u>	<u>TOTAL</u> <u>1969-71</u>	<u>% of</u> <u>City Share</u>	<u>Unexpended</u> <u>Balance</u>
I. 0. *Program Inspection	6,707	6,531	13,238	0	0
1. *Street Works	158,605	260,345	418,950	39	30,284
Parks and Play-Lots		57,111	571,111	25	2,889
Dangerous Buildings					
2. *Alley Clean-up	356,541	252,287	608,828	31	84,964
Abandoned Cars	102,589	117,045	219,634	28	122,687
Concrete Receptacles		111,672	111,672	42	390,467
Garbage Racks					
3. *Rodent Control	338,771	345,483	684,254	34	254,074
II. *Contingencies					179,343
III. *Administration	9,308	29,196	38,504	33	15,648
<b>TOTAL</b>	<u>1,035,207</u>	<u>1,179,670</u>	<u>2,214,877</u>	<u>34</u>	<u>1,077,670</u>

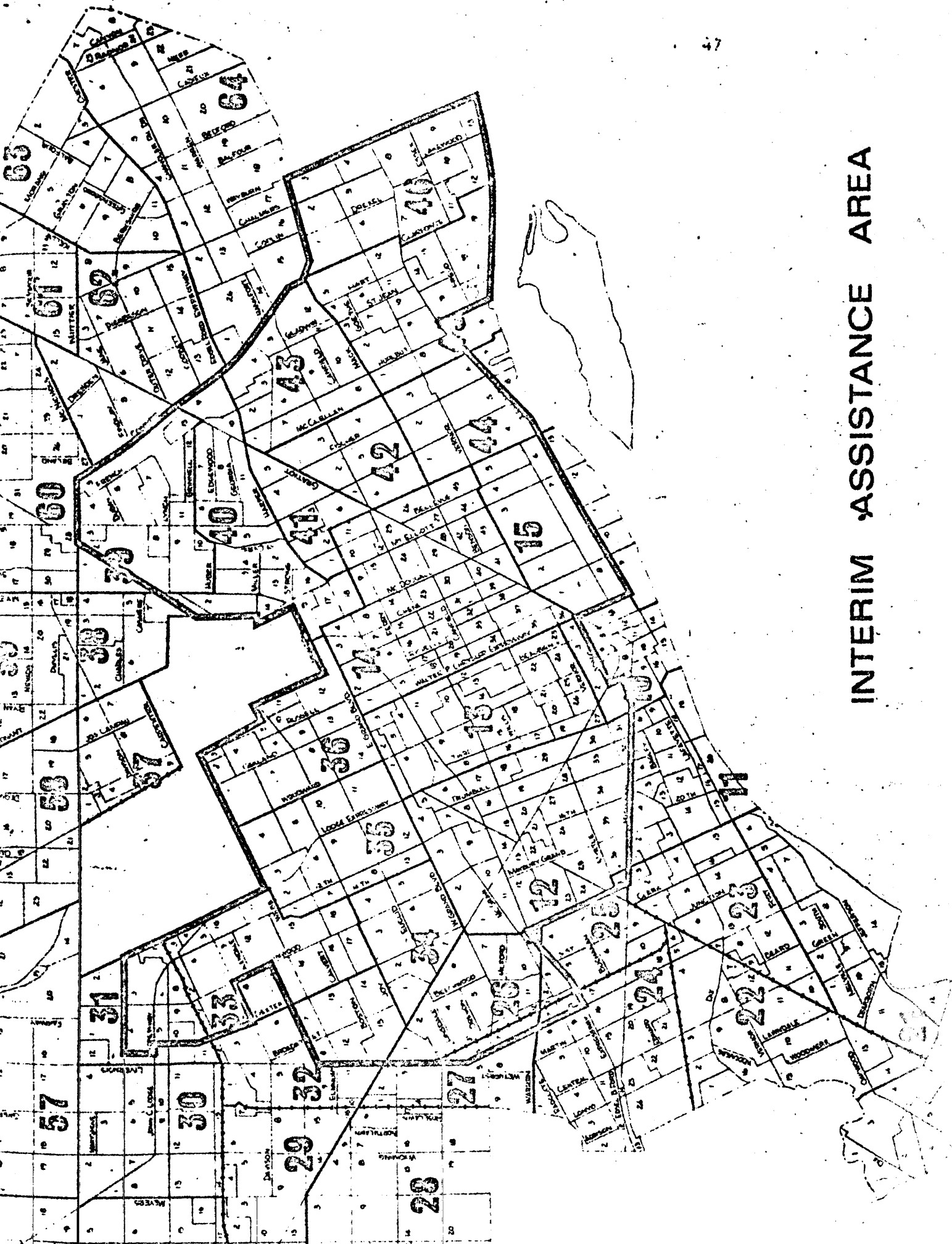
The unexpended balance, with funds reallocated between the different items, represents approximately the expected budget for the third year of the program.

The interim assistance encompasses about 3,240 blocks. This program is made of many different actions, involving departments and agencies of the City, such as Department of Public Works, Department of Buildings and Safety Engineering, Police Department . . . and students. The city is free to reallocate the authorized funds to broad sections such as:

Public repairs and improvements costs  
Comprehensive clean-up campaign costs  
Rodent control and extermination costs

This flexibility within the city seems highly beneficial when we consider past changes which allowed some progress in areas where money was used versus cases when the program could not start. The difficulty of the city to use the funds is bound to the economic conditions which prevent the city from hiring new personnel for short periods of time, as in fact the share of the cost borne by the city is hours of personnel already committed, the margin of settlement action is limited.





INTERIM ASSISTANCE AREA

#### 4. COMMUNITY RENEWAL PROGRAMS

Two projects were federally financed in the city of Detroit under the provisions of Section 103(d) of the Housing Act of 1949, as added by the Housing Act of 1959 and as amended. The federal grant covers two thirds of the program cost.

A. The first program federally initiated in November 1962 was completed in August, 1966. The four-year effort is summarized in a report entitled Detroit, The New City. The main task has been to investigate existing practices, to collect data, and make background studies; some action programs were developed and initiated, including an anti-poverty program.

B. The second program started in July 1967 with a budget of \$2,435,328 and a federal share of \$1,091,095. Originally started with a special study of Detroit's Central Business District, the second CRP took a different approach than the first CRP. Emphasis was put on an urban management approach, project monitoring, resource monitoring and planning-programming-budgeting. The city-wide PPBS study was an amendment to the second CRP-application in February, 1969, federal agreement in July 1970. The last approval of HUD concerned a total cost of \$3,517,993 assisted by the federal share of \$2,345,329. Following this approved budget number 7 of March 1970, a seventh amendatory application Budget 8 has been sent to HUD for approval of an adjustment of + \$3,832,417. This increase, \$2,450,137 of federal money, seems more than unlikely.

The supplemental work includes studies and analyses such as systems study of inspection process, data systems, economic basis for renewal, management services.

The Mayor's Committee for Community Renewal was set up in 1962 to carry the first community renewal program. The 1962 application was expended in 1965, and the total cost was \$1,660,495 by August 1966 as it appears in the following table:

<u>First CRP #R71</u>	<u>Application - Nov., 1962</u>	<u>Application- Nov., 1965 Amendatory</u>	<u>TOTAL # R 71</u>
Federal Share	893,330	208,666	1,106,996
Local Share	449,165	104,334	553,499
Total Cost	1,347,495	313,000	1,660,495

The distinction between program and agency becomes difficult with the second program R-166. Indeed, since 1967 the Committee carried the three-year community renewal program, including the 1968 and 1969 summer youth opportunity programs, some planning phases of the Model Cities Program, and a city-wide PPBS. It carries also three U.S. Department of Transportation grants for the Emergency Medical Services Demonstration projects, the urban mass transportation demonstration project, and a summer youth transportation project.

The three-year Community Renewal Program budget as amended through March, 1970 is as follows:

<u>Second CRP #R166</u>	<u>July, 1967 Approved Budget #1</u>	<u>June, 1968 Approved Budget #5</u>	<u>March, 1970 Approved Budget #7</u>
Federal Grant Applied For	1,485,562	1,645,562	2,345,329
Non-Federal Funds Available	742,781	822,781	1,172,664
Total Estimated Cost	2,228,343	2,468,343	3,517,993

(Source: H6400/CR 101/CR 101, HUD Application)

The authorized expenditures, by projects:

	<u>Federal Share</u>	<u>Total</u>
Community Renewal Study	1,485,562	2,228,343
Summer Youth Opportunity Programs	120,000	180,000
Model City Program	100,000	150,000
PPB System	689,766	959,650
<u>Total HUD CRP Grant</u>	2,345,328	3,517,993
Emergency Medical Services Demonstration Project	360,222	360,222
Urban Mass Transportation Demonstration Project	50,000	55,556
Summer Youth Transportation Project	31,000	41,333
<u>Total Dept. of Transportation (D.O.T.) Grants</u>	441,222	457,111
<u>Total Authorizations</u>	2,786,551	3,975,104

In summer 1970, the summer youth program was given an additional \$76,330, supported by a federal grant of \$54,060; this brought the CRP budget to the following level:

Second CRP -- Total Authorized Expenditures as of December, 1970

	<u>Federal Share</u>	<u>Local Share</u>	<u>Total</u>
CRP Studies	2,225,328	1,112,665	3,337,993
Youth Programs	174,060	82,270	256,330
D.O.T. Grant	441,222	15,889	457,111
Total Authorizations	2,840,610	1,210,824	4,051,434

With variations, the federal share is 2/3 for the HUD grant - CRP studies, or youth programs -- and close to 95% for the D.O.T. grant. The overall local share is about 30% of the total authorizations.

## 5. DEMOLITION

The demolition program was federally initiated by the Housing Act of 1965 on the basis of a federal grant covering 2/3 of the net cost and eventually 100 percent of the relocation grants.

Detroit got the first program in November, 1965. Project M-1 was federally funded by a grant of \$2,012,510, 56 percent of which has been disbursed. The record of demolitions was: 988 structures in November 1967, 1,320 in November 1968, 1,420 in August 1969. The program was designed to remove 2,000 dangerous buildings, but funds were cut off after four extensions and only 1,800 buildings had been torn down.

A new application was filed by Detroit in 1970 for \$1.3 million to tear down more than 1,000 dangerous buildings during the next two years. The federal money would be matched by \$675,000 in local funds. However, HUD has been reluctant to approve it after the past experience with the local capacity and willingness to meet contributions.

## 6. PROJECTS WHICH HAVE BEEN DROPPED

### East Side Industrial - City Project - 18 Acres

Gross Cost (estimated)     \$2,157,640

Net Cost (estimated)        \$1,473,750

Reuse for industrial purpose.

Project killed by resolution of Common Council, March 19, 1968.

### Southwest Industrial - Federal Project - 221 Acres

Application in 1966 - Reuse for industrial purpose.

Project withdrawn in 1967 after a shift in priorities toward housing producing projects by the federal government.

Original gross cost of the project - \$8,561,263 - Federal Grant - \$5,707,509.

### Central Business District #2 - Federal Project - R-4 - 23 Acres

SP Application in 1955; L.G. Application submitted in 1958 and deferred by HUD.

Original Gross Cost         \$5,737,154

Net Cost                     \$5,279,775

Reuse for Residential Purpose (Apartments).