

URBAN RENEWAL AND ITS EFFECTS  
IN JEFFERSON CITY, MISSOURI

By

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TABLE OF CONTENTS

Document

ACKNOWLEDGEMENTS ..... v

CHAPTER PAGE

I.	INTRODUCTION - URBANIZATION AND THE DECLINE OF CITIES.....	1
II.	THE URBAN RENEWAL PROCESS.....	10
	Principles of the Workable Program.....	13
	The Federal Government.....	15
	Compensation to Property Owners.....	16
	Financing the Projects.....	17
	Rehabilitation and Replacement.....	18
* III.	URBAN RENEWAL IN JEFFERSON CITY.....	22
	* The Local Government.....	22
	Housing Codes.....	29
	Campus View Project.....	30
	The Wears Creek Project.....	31
	Capitol View Project.....	33
IV.	RELOCATION IN JEFFERSON CITY.....	36
	Relocation in Public Housing.....	39
	Selecting Tenants and Operating the Project.....	40
	Relocation in Private Housing.....	43
	Urban Zoning and Heterogenity.....	48
	Empirical and Comprehensive Relocation Studies.....	52

CHAPTER	PAGE
The Jefferson City Study.....	53
Breaking the Relocation Barrier.....	55
Relocation in Other Cities.....	57
V. CONCLUSION.....	62
Deficiencies in Relocation.....	63
Solutions for Relocation Shortcomings....	64
APPENDIX.....	67
BIBLIOGRAPHY.....	92

## MAPS-DIAGRAMS AND TABLES

1.	Community Improvement Map.....	31a
2.	Public Housing Unit Size Table.....	40
3.	Diagram 1.....	73
4.	Diagram 2.....	74
5.	Diagram 3.....	75

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## CHAPTER I

### INTRODUCTION

#### URBANIZATION AND THE DECLINE OF CITIES

The past decade in particular has witnessed a spectacular new trend in American home-life--the growth of the suburbs, spreading with brush-fire speed.<sup>1</sup> Since suburban living is not new to the American family, the speed with which suburbs have developed overwhelms all previous outward city movement. Urban growth has accelerated with cities exploding and suburbs mushrooming out into the open countryside.

The development of the automobile has made man very mobile, increasing his ability for freedom of movement.<sup>2</sup> This enables him to escape the crowded and deteriorating conditions of the city. From the core of the central business district, growth has fanned out in concentric rings and along the corridors of major highways.

Many cities have not shown concern for the consequences

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<sup>1</sup>Herbert L. Marx, Jr. Community Planning. New York: Wilson Company, 1956, p. 129.

<sup>2</sup>Ibid., p. 16.

of this rapid growth. Their tardiness in realizing the need for and magnitude of urbanization is accompanied by a free disposition and almost universal acceptance of shallow and pat explanations based on few sound resources and little research. Some cities have reached the saturation point in population and area growth. New York City, Detroit, and Saint Louis have all reached the saturation point.<sup>3</sup>

Suburbs attract families from the cities with no room for growth. When this happens the cities are faced with many problems, one of which is the economic decline the cities suffer when stable families move to the suburbs. The tax base is no longer stable enough to provide the improvements that are necessary, and the central business district becomes very difficult to maintain because of competition with shopping centers in the suburbs. Outmoded residential areas become blighted and deteriorated, thus causing costly corrective measures through urban renewal projects. This means that the relocation of dislocated families, rehabilitation, land acquisition, and rebuilding of entire city blocks are the solutions.

The physical results of urban renewal growing out of clearing substandard housing and subsequent redevelopment of the land are obvious to all. The numerous tangible

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<sup>3</sup>Ibid., p. 16.

benefits and improvements are not always evident even though these benefits play an important part in measuring the final success of an urban renewal project.

New structures in an urban renewal area result in substantial increases in tax revenue to the cities. Value of properties adjacent to renewal areas increase when the blighting influence is removed, and rehabilitation and new buildings take place. Compared with other neighborhoods, slums have required a very high level of health, fire, police, and welfare services. When slums are eliminated, the cost of providing these services goes down very sharply.

The benefits of urban renewal are not only in dollars and cents. There are many human benefits of urban renewal. People no longer have to live in squalor and filth because better housing is provided. People that never before had the opportunity, now enjoy the fruits of a better environment.

Cities benefit from a better design. Nonconforming land uses are replaced with a more pleasant and efficient development. Urban renewal enhances the economic base of the entire community. This is accomplished through new construction activity, new business coming into formerly deteriorated areas, and the consequent increase in employment, payrolls, and tax revenues.



Urban renewal projects have been responsible for many community improvement programs since its inception. These consist of a rather mixed bay of projects, varying in size and quality from the small traffic island to the Lincoln Center for the Performing Arts in Manhattan, New York, one of the most expensive projects of them all. This range of projects points out that urban renewal is more than improving a parking facility or replacing a few slums with new dwellings.

In this wide range of projects, many planners have forgotten the element of design in trying to give character to the planning process. Housing and Home Finance Administrator Dr. Robert C. Weaver laid down the federal line when he said that the "d" for design should be given at least equal standing with the "d" for dollars. Efforts to equalize the two "d's" have not been easy; this is obvious from the urban renewal projects in various cities across the United States. The real truth is that in many cases dollars have won out over design.<sup>4</sup>

However, in urban renewal as in other forms of government, there exists a lack of competent technical personnel to effectively operate the program. This situation coupled with political patronage will not allow urban renewal pro-

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<sup>4</sup>Daniel B. Carlson, "Urban Renewal a New Force on the American City". Architectural Forum, 119: 80, Aug., 1963.

grams to function as they should. Sometimes incompetent persons are assigned as executive directors of an urban renewal agency, reducing the operational effectiveness of the program. This can be corrected by the insistence of a well informed public, demanding the best possible program and refusing to support ill-projected programs administered by the inept. When properly utilized in comprehensive planning, urban renewal is a powerful weapon in rebuilding a community.

The planning of Jefferson City, Missouri, has been done by many people over a long period of time. This plan is accomplished through individual homes, stores, schools, parks and streets. These facilities make up the fabric of the City. This plan is to guide the orderly growth and development patterns. This results in a community that is better for living, rearing a family and to own property.<sup>5</sup> To do this a well informed public is essential in effectuating a smooth operating plan. In this way mistakes of the past can be avoided in future planning. The mistakes of the past are evident in the City through inappropriate zoning, deteriorating homes and apartments, and ethnic ghettos. Major portions of the City have become slums, obsolete,

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<sup>5</sup> Harold Bartholomew and Associates, City Plan City of Jefferson. St. Louis: City Planning and Zone Commission, 1954, p. 1.

inadequate, and depressing. Correcting these deficiencies and instituting new patterns of growth are undertaken through urban renewal projects.

Some areas are in such poor condition that total clearance and redevelopment are the answer. There are some areas in better condition and these require less drastic measures such as conservation to halt the inroads of blight and deterioration. These measures include supplying needed public improvements and facilities such as parks, schools, road paving, playgrounds, and rehabilitating rundown but still sound buildings. Final decisions as to what is needed rests with the City, determined by desires, capabilities, and needs.

To alleviate this type of condition means acquiring, clearing, and starting these areas again through better organization. A program of this nature is tremendous in scope and beyond the financial capability of the Local Government. It was apparent from the beginning that federal assistance would be needed in a program of such magnitude. For urban renewal to be successful Jefferson City surveyed its assets and liabilities, checking the things that had to be corrected and the resources that were available with which to do the job.

Relocating families displaced by federal projects has not been what some ethnic groups had hoped it would be. For

this reason two new categories were added to the urban renewal administration's policy on social and minority housing. This program is expected to mobilize citizen participation in urban renewal programs and to evaluate social and housing resources that are available and needed in the community.

Urban renewal commissioner, Mr. John L. Slayton, announced the objectives of President John F. Kennedy's executive order on Equal Opportunities in Housing, which every program will include in the future.

1. An analysis of the existing pattern of housing occupied by Negroes and other minority groups and the extent to which this pattern is a result of discrimination;
2. Projection of the housing needs of Negro and other minority families, including those displaced by urban renewal and other public action, and those newly moving into the community; and
3. Development of an affirmative program to increase the quantity, improve the quality and eliminate barriers to housing for Negro and other minority families.<sup>6</sup>

Even though the categories on social and minority housing are included in the urban renewal programs, developers of interracial housing are faced with many problems, one of which is the dilemma of site selection. These sites must be

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<sup>6</sup>David A. Grossman, "The Community Renewal Program" American Institute of Planners Journal, 40: 261, Nov., 1963.

more attractive than for homogeneous housing. This is hard to do because of the restrictions placed on sites for inter-racial developments.

There are political and social prejudices involved in relocating Negro families in areas where they have never lived before, presenting a very formidable problem. To illustrate; a builder who had completed a sample house, got approval of all necessary plans, and at that point announced that the tract was being developed for open occupancy.<sup>7</sup> The builder was immediately notified by various community authorities that the sample house did not conform to specifications and the builder would have to get another building permit.<sup>8</sup> Some of the reasons given for these prejudices are; Negroes create slums, and the presence of the Negro in the neighborhood depreciates property values.<sup>9</sup>

The tradition that has been associated with Negroes and slums has been broken in some communities. The attention of people in Jefferson City must be concentrated on

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<sup>7</sup>Eunice and George Grier, Privately Developed Interracial Housing. Berkeley: University of California Press, 1960, p. 80.

<sup>8</sup>Emil Keen, Speech Before the Annual Conference of the National Committee Against Discrimination in Housing. New York: Oct., 1956.

<sup>9</sup>Webb S. Fiser, Mastery of the Metropolis. Englewood Cliffs, N. J.: Prentice Hall, Inc., p. 55.

maintaining the character of neighborhoods and preserving stable economic patterns instead of magnifying the myth that Negro occupancy destroys property value. Lately there has arrived on the scene a new breed of realtor who feels that not only Negroes must qualify for open occupancy, but all ethnic groups must qualify. The forces leading to open occupancy are the raised economical, social, and educational level of the Negro and other ethnic minority groups.

Society has become very complex through the years, and it is evident that all is not well in Jefferson City. For years a better plan has been sought to make the environment more conducive to living. With the courts looking upon zoning as an asset to planning, part of the planner's problem to create a more livable environment has been solved. However, when planners and local authorities use the grace of the courts to depress certain ethnic groups by restricting them through zoning, the problem has not been solved, but jeopardized.

## CHAPTER II

### THE URBAN RENEWAL PROCESS

Urban renewal is the Federal Government's attempt to solve the problem of America's housing needs. This program is part of the Housing Act of 1954, which amended the Housing Act of 1949.<sup>10</sup> Through urban renewal, cities refashion and rebuild their physical plants along modern lines, so that they can cope with the many problems of poor housing, traffic congestion, inadequate sites for commercial and industrial growth, decay of down town areas, and neighborhood deterioration.

Urban renewal action is based on the total scale of the community's resources and potential for undertaking renewal activities. This includes text, maps, plans, and other documents necessary to establish and schedule a course of action by laying out:

1. The extent, location, nature, and trends of blight and deterioration.
2. The economic basis for the community and its development prospects as they relate to urban renewal.

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<sup>10</sup> Glenn H. Bayer, Housing: A Factual Analysis. New York: The Macmillian Company, 1958, p. 230.

3. Local conditions, requirements, resources, and limiting factors which will govern programming.
4. The corrective tools and remedies-- public and private--to be used.
5. A continuing action program in dimension of time, money, public and private activities, whatever may be necessary to marshal, improve, and apply local resources to meet the total need.

Since the urban renewal program is part of the process of making and managing a general plan program for the total economic development of the community, it must be established in such a way that it can be maintained on a continuing basis. It must be kept current in the light of changing conditions, action taken, and experience gained. The program provides budgeting for renewal action on a community-wide long-term basis, rather than "piecemeal" renewal through project by project. The end results of urban renewal are to coordinate studies and surveys that have been made and to formulate them into a "workable program" for community improvement. The project should be organized to coordinate immediate plans with future projections.

In 1959 and 1963 Congress amended the Housing Act of 1949 giving the Housing and Home Finance Agency the authority to make grants to communities with which to prepare and complete improvement programs. The express purpose of this



plan is to provide stimulation for new types of planning and programming activities in various communities. The new directive spells out the regulations as follows:

1. The need for renewal
2. The economic basis for renewal<sup>11</sup>

The urban renewal needs of a community are essential in developing an improvement program. This part of the program requires the measuring of blight and deterioration, and the extent to which a community is affected by these conditions. These factors determine the kind of urban renewal program appropriate for the community.

Urban renewal is a mixture of public and private action and is based on the total private market economy. Realizing this, every urban renewal project must be supported by economic studies to determine the extent to which the project is parallel to market expectations showing that there is a sound tax base to support such an urban renewal project. This economic examination should cover industrial patterns (past and present) and the change in residential and non-residential sectors of the economy to determine the need for land and structures of different uses.

Cities must work in the direction of establishing a

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<sup>11</sup>Grossman, *op. cit.*, p. 261.

satisfactory "workable program" for community improvements. The seven basic principles of a satisfactory "workable program" are as follows:

1. The provision for adequate local legislation and enforcement. Minimum standards for health, sanitation and safety, for dwellings which are to be lawfully occupied must be adequate. The laws are to include minimum housing standards, minimum space requirement, structural requirement, heating and ventilation and the maintenance of the building and its facilities. When building standards do not exist, they are to be established, and where they do exist, they are to be enforced.

2. Establishment of a proper plan for community development. The formation of an official community plan is basic to the whole program. Agencies are to be set up to develop a comprehensive community plan.

3. A study of the community's neighborhoods. An inventory is to be made of the residential area in order to determine the course of action to be taken--conservation, rehabilitation or redevelopment.

4. Administration of the "workable program". The administrative agencies are to be established to activate the program. All aspects of the program must be coordinated and lines of authority clearly established.

5. The financing of the program. The cost involved must be considered. The means of financing must be worked out so that conditions of the program when formulated can be met. The financing includes inspection, surveys, code enforcement, slum clearance, and rehabilitation.

6. The problem of displaced families. In carrying out an urban renewal program families are displaced. Therefore, the housing resources in the community must be studied, and rehousing plans devised to rehouse those families displaced.

7. Citizen participation. Since urban renewal is a community effort, in order to maintain continued enthusiasm which is necessary for successful programs, citizen participation is extremely important. A citizen's advisory committee is essential to the complete understanding of Federal programs by a community if the goals of urban renewal are to become a reality.<sup>12</sup>

Planning should not be undertaken by a community until it knows about urban renewal programs. Urban renewal projects that are undertaken by a community which knows very little about the programs serve only to do the community, as well as the programs, a disservice. There are many com-

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<sup>12</sup> Chamber of Commerce of the U.S., Planning Urban Renewal Projects. Washington, D.C., Construction and Civic Development Department, 1960, p. 10.

munities that are pressurized into urban renewal and the people are innocent victims of this fate.

The Federal Government. Federal assistance is available to help communities carry out urban renewal programs when the resources of the local government are inadequate to carry out such a program.<sup>13</sup> The community must meet the requirements of local, State, and Federal laws to obtain this assistance. This assistance enables cities to have adequate funds to undertake urban renewal on the scale that will make an effective attack on slum and blight. In addition to grants, loans, and technical assistance, Congress provides special mortgage insurance for urban renewal activities. These provisions represent a "kit of tools" making a partnership between private enterprise, local and State governments, citizens, and the Federal Government to attack slums and the causes of urban blight.<sup>14</sup>

Federal assistance for urban renewal takes the following form:

1. Grant assistance for the preparation of full-range renewal programs on a community wide basis, including the identification of needs, estimate of financing rehousing and other resources, and the development of tentative schedules.

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<sup>13</sup>Urban Renewal Administration Housing and Home Finance Agency, Questions and Answers on Urban Renewal. Washington, D.C.: Oct., 1962, p. 2.

<sup>14</sup>Ibid.

2. Loans and grants for planning and carrying out urban renewal projects involving the rebuilding or conservation of blighted and deteriorated urban areas. This assistance is provided for specific projects and for planning general neighborhoods to be renewed over a period of years.
3. Grant assistance for comprehensive planning either in metropolitan or other urban areas or similar communities for which planning aids are usually inadequate.
4. Grant assistance for demonstration of urban renewal techniques and for the acquisition of land for permanent open space.
5. Special FHA mortgage financing aids for new or rehabilitated housing in redevelopment of urban renewal project areas.
6. Special FHA mortgage financing aids and public housing assistance to provide low-cost private housing for families displaced by urban renewal or other public activities.<sup>15</sup>

Compensation to property owners. The constitution of the United States and all State constitutions provide that property shall not be taken for public purposes without the payment of just compensation.<sup>16</sup> This provision is contained in the fifth amendment of the U.S. Constitution. The method used for acquiring land for urban renewal is the same one used for land acquisition for highways, parks, schools and other public purposes. Local urban renewal agents are to pay the market value for property at the time

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<sup>15</sup> Ibid., p. 3.

<sup>16</sup> Housing and Home Finance Agency, Urban Renewal Manual. Washington, D.C., U.S. Government Printing Office.

the property is acquired. The fair market value is considered as the price the property would bring if it were placed on the open market with reasonable time allowed in which to find a knowledgeable purchaser, the seller not being required to sell and the purchaser not required to purchase.

Fair market value is determined at the time of property acquisition based on the condition of the property. At least two separate and independent appraisals of the property must be made. The appraisals are made by local recognized appraisers who are familiar with local real estate values.

In setting a value on property, an appraiser must determine the value in accordance with practices and precedents which have been established in eminent domain proceedings in the State and local courts. If a property owner is not satisfied with the compensation offered by the city, the matter can be taken to court for determination of fair market value.<sup>17</sup>

Financing the projects. The financing of projects during the planning and construction periods is done through temporary loans from the Federal Government. Local agents may sell temporary notes to private individuals with a Government guarantee. Interest is paid at the going rate on loans from the Federal Government. Interest rates on temporary notes sold to private individuals are determined by specified interest rates of the successful bidder. When the

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<sup>17</sup> Urban Renewal Administration, op. cit., p. 8.

project is far enough advanced, the local agency proceeds into "permanent financing" by the sale of long-term serial bonds to private investors. These bonds mature in 40 years and are secured by the physical assets of the project.<sup>18</sup>

In addition to carrying a pledge of security of the physical assets of the project, local agency bonds carry a Government guarantee of 100% repayment of principal and interest.

These bonds are in no way an obligation of cities, counties, or the states. The local agency may also carry short-term temporary notes in the private market, which contain the same security and guarantees as bonds.<sup>19</sup> The funds from the sale of these notes are used to defray additional development costs, interest, and initial operating cost above that covered by the sale of the bonds. The Government guarantee on bonds is for the repayment of principal and interest only, and not for subsidy for operating local agencies.

Rehabilitation and Replacement. Rehabilitation areas are, as the name implies, those areas which are potential slums but which can, by appropriate action, be saved.<sup>20</sup>

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<sup>18</sup> Carol Aronovici, Housing the Masses. New York: John Wiley and Sons, 1939, p. 79.

<sup>19</sup> Local Housing Authority, "Financing Projects." Jefferson City, Mo.: 1958.

<sup>20</sup> Beyer, op. cit., p. 228.

Replacement is necessary when the structures reach the point of deterioration, and obsolescence, and the structures have passed any possible stage of rehabilitation.

The question of whether to rehabilitate a structure or to replace it is determined by the state of deterioration. If  $V_1$  equals the prer renewal value of property,  $V_2$  equals the postrenewal value, and  $C$  equals the structural renewal cost, renewal will be forthcoming as long as  $V_2$  is greater than the sum of  $V_1 + C$ . The decision to rehabilitate or to replace is determined by the one which maximizes the difference between  $V_2$  and the sum of  $V_1$  and  $C$ .<sup>21</sup> Rehabilitation and replacement are of two types:

1. Those that relate to the area as a whole, and
2. Those relating to private or any given property in the area.

Considering individual property, the question of replacement or rehabilitation is a function of renewal standards and alternative costs. With low enough standards rehabilitation will prove to be less expensive and undoubtedly will be the choice.

The "decision" of whether to rehabilitate or replace property is not decided on the basis of alternative costs

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<sup>21</sup>A. H. Schaaf, Economic Aspects of Urban Renewal. Institute of Business and Economic Research, 1960, p. 7.



alone but on the relative values of the end products of rehabilitation and replacement.<sup>22</sup> Any decision would be made after considering both cost values and choosing the one which will return the greatest value increment per dollar investment. However, the reliance of comparison of cost in this instance is based on the assumption that the property in question cannot be higher than it will be following long-term renewal and the value at the end of such period will be the same regardless of which form of renewal is taken, replacement or rehabilitation.

Neither rehabilitation nor replacement will sterilize the ground against the seeds that produce the slums.<sup>23</sup> When slums are cleared and new housing projects are built, slum families are cleared and scattered elsewhere only to hasten the decline of property in other parts of the city. Those who inhabit the slums are in the lower income group and cannot afford to better themselves. If slums are to be eliminated, the solution is not accomplished through rehabilitation or replacement alone. These lower income families will have to be given an economic opportunity to better themselves if slums are to be dealt with properly.

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<sup>22</sup>Ibid.

<sup>23</sup>Mitchell Gordon, Sick Cities. New York: The Macmillian Company, 1963, p. 323.

According to Mr. William L. Slayton, Urban Renewal Administrator, the United States could go on spending as much for slum clearance for the next twenty years as it is spending to day and still not be with in sight of completing the job.<sup>24</sup> More money is spent by the Federal Government each year as it tries to bring slums out of their doldrums. With the great demand that defense is placing on the Federal Government it is difficult for the administration to continue in the future to pour the sum of money into slum clearance as it has in the past. Cities will have to find some other means of coping with deterioration other than waiting until it sets in before taking action.

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<sup>24</sup>Ibid.

## CHAPTER III

### URBAN RENEWAL IN JEFFERSON CITY

Jefferson City, capitol of Missouri and county seat of Cole County, is located on the bank of the Missouri River near the geographic and population center of the State.<sup>25</sup>

Federal Projects began in Jefferson City in early 1958. The first project was the construction of 170 units of public low rent housing. In an election held in April, 1958, the voters of Jefferson City approved the first urban renewal proposal. The Mayor designated the existing Housing Authority as the Urban Renewal Agency.<sup>26</sup>

The local government. Urban renewal in Jefferson City is carried out by a Local Housing Authority which is not a part of the Federal Government. The Local Housing Authority initiates, plans, and carries out urban renewal programs. However, all urban renewal activities in Jefferson City are under direct control of the city council, the governing body which enforces local housing codes, approves specific projects, bond issues, authorizes application for federal

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<sup>25</sup>Missouri State Highway Commission, Urban Area Report. Jefferson City, Mo.: 1956, p. 3.

<sup>26</sup>City Council, Minutes of the February Meeting. Jefferson City, Mo.: 1958.

financial assistance, and approves the "Workable Program" for community improvement, which is a prerequisite for federal financial aid. The city council analyzes the problems and assets of the city and sets up schedules for accomplishing the renewal goals. Urban renewal laws are written so that the elected officials (the city council) control the basic approach of urban renewal. The city council decides on the location and type of projects, and authorizes the spending of local funds for urban renewal purposes.

Technical and financial assistance is provided by the Urban Renewal Administration to insure decisions by local governments in accordance with Local, State, and Federal laws, and administrative requirements. These requirements are embodied in Title I of the Housing Act of 1949, the basic statute establishing the Federally-assisted program of urban renewal, to make sure that the decisions on urban renewal reflect the will of the people in the locality applying for assistance.<sup>27</sup>

Jefferson City is faced with the problem of growth and development as it tries to provide the essential municipal services and adequate housing for its citizens. As the metropolitan area sprawls outward the city must realize

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<sup>27</sup>Housing and Home Financing Agency, Op. Cit., p. 3.

its responsibilities, and adjust to the task of community improvements. Unfortunately, among the lay citizens there is a lack of common understanding of what community improvements are. In the minds of most citizens, community improvements have no clear definition. Too often community improvements are planned by professionals and understood only by other professionals. As emphasis is placed on rehabilitating and rebuilding the city, more and more citizens need to understand the true concepts of community improvement programs. When armed with good intentions and an idea as to what community improvements are, the citizen becomes very important in the planning process.

The people of the State of Missouri, and particularly those living in Jefferson City, have permitted the city to be faced with the grave crises of physical obsolescence and economic decline. These crises are brought on by years of inadequate planning and lack of foresight to envision the problem of an increasing population, the need for expanded educational facilities, along with the relocation and expansion of the Central Business District. The crisis is further complicated by the insidious disease known as urban blight, improper upkeep, and past incomplete building and housing code enforcement. To arrest the onslaught of this crisis and bring order to an area bound for certain chaos, the city

has embarked upon a program to prepare for any eventuality. In order to accomplish this, methods for solving physical, social, cultural, and economic problems for the present and future must be devised.

The City embarked upon a program for community improvement through urban renewal projects. As a first step for implementing such a program it was necessary to marshal local resources, citizens, federal, state, and municipal money and action. By so doing, it was possible to reverse the prevalent trends and tendencies toward obsolescence and decline.

One way in which community improvements may be handled is through rehabilitation of neighborhoods when symptoms of deterioration first appear. The Housing Act of 1961 attempts to do this by giving assistance to local authorities which aids in the purchase of substandard units, rehabilitating them, and reselling them to those persons in urban renewal areas.

Each local authority is given the power to buy and renovate and sell up to one hundred substandard units in an urban renewal area. Jefferson City has taken advantage of this program and found that it has worked. Rehabilitation does not allow for large numbers of families to be accommodated in the same area, but it does allow for fewer dwellings to be placed in an area which coincides with approved

housing practices and planning standards by reducing the density of the area.<sup>28</sup> This type of program should be instituted whenever possible, instead of the bulldozer approach of clearing everything and building new areas to become tomorrow's slums.

There are sections of the city that are beyond the cosmetic stage, and rehabilitation is certain to end in failure. Whenever this is the case the bulldozer approach is the end result. All possible means should be explored to encourage neighborhoods to improve in appearance so that rehabilitation will allow neighborhoods to remain wholesome communities.

When common sense is applied by lawmakers, politicians, planners, and realtors, the concept of comprehensive planning will effect its maximum potential. A community interested in community improvements will find that urban renewal offers intriguing possibilities when the program is administered correctly.

Few federal projects affecting cities have begun as favorable as urban renewal. Public housing, although contributing to community improvements, has always been a

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<sup>28</sup> Eliel Saarinen, The City, New York: Reinhold Publishing Co., 1943, P.147.

relatively controversial issue. Urban renewal has met with some opposition in many parts of the country. Jefferson City is no exception and it becomes another in a series of cities opposing certain aspects of urban renewal programs. Federal projects require intricate delaying and often exasperating procedures, and it takes a long time for local governmental units and private developers to learn the mechanics and acquire the knowledge and skills to effectively operate the program.

One of the controversial issues which impedes progress most is the mounting opposition and disagreement over the objectives of the urban renewal program. The coalition of planners, liberals, businessmen, and realtors once made urban renewal politically irresistible at the beginning, but this coalition is now falling apart at the seams.

The most restraining issue of the urban renewal program is the growing resistance of neighborhoods to the program, rather than the breaking up of the coalition. The first federal projects experienced very little difficulty because very few people could visualize the far reaching effects of such a program, good or bad. These effects were difficult to envision as they would apply to a whole segment of a community. Each land owner who was directly involved was selfishly trying to bargain to gain as much from condemnation



as possible, therefore not realizing the good and poor points of federal projects. When the property had been acquired and the various agents began the bulldozer approach to urban renewal, failure to see what was to come collectively suddenly dawned upon the citizens. Since this, projects that have followed experienced considerable resistance because of unfavorable observation made of other projects.

Jefferson City recognizes that slums and slum costs are caused not only through carelessness, neglect, and obsolescence, but by exploitation of people and properties by owners who use their buildings for slum profits without regard for the destructive effect this has on property values of others and decent living standards of people. Housing codes have been established setting the minimum standards to prevent overcrowding, and to assure proper light and ventilation. These standards express the minimum the city considers acceptable for the maintenance of its housing. These do not represent higher standards that are encouraged for better neighborhoods.

Federal urban renewal assistance assumes that a community is prepared to set such minimums, as well as to seek general improvement in living and neighborhood standards, and that federal funds will be used to improve the community, and not to perpetuate slums for profit conditions.<sup>29</sup>

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<sup>29</sup>Housing and Home Financing Agency, Op. Cit., P.10.

Housing Codes. The local government is responsible for setting minimum property standards to protect the health and welfare of the community, and to prevent the misuse of property to the detriment of others investing in the community. These responsibilities are in the fields of fire protection, traffic, zoning, sanitation, construction, and other regulations, and are essential to the interest of the community.

A piecemeal attack on slums and blighted areas will not work. Occasional thrusts at slums and blighted areas in one section of the city will not accomplish the purpose of urban renewal. This method only tends to push slums to other sections of the city unless an effective program exists for attacking the entire problem of urban decay.<sup>30</sup> Such a program was not in effect in Jefferson City and an all out effort had to be undertaken. Programs for slum prevention, for rehabilitation of existing houses and neighborhoods, and for the demolition of structures that were worn out were developed. It was necessary to advance along a broader approach than piecemeal.

Urban renewal projects in Jefferson City are divided into three project areas with fringe areas being developed.

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<sup>30</sup> Daniel Webster, Urban Planning and Municipal Public Policy. New York: Harper and Brothers Publishing Co., 1958, P.94.

1. The Campus View Project is one adjacent to Lincoln University, covering 102 acres.

2. The Wears Creek Project includes a major portion of the Wears Creek watershed and the sewer district served by the Wears Creek Main Sewer.

3. The Capitol View Project consists of 169 acres bounded by the Missouri on the north, by Jackson Street on the east, by the Rex M. Whitton Expressway on the south, and by Walnut Street on the west.

Campus View Project. This 102 acre project is nearing the execution state. Part I of the Application for Loan and Grant has been approved and sent to the City Council for approval. Evidence of local approval will be sent as part II of the Application. The Federal capital reservation for this project is \$1,261,903.

Disregarding other credits, when the Capitol View Project materializes, the Campus View Project will cost Jefferson City no cash. Credits from the various projects are pooled. In addition to the above costs, Jefferson City must pay the following:

$\frac{1}{2}$  the cost of Dunklin from Lafayette to Clark

$\frac{1}{2}$  the cost of Lafayette from Dunklin to Franklin

$\frac{1}{2}$  the cost of Franklin from Jackson to Lafayette

The School Board will pay  $\frac{1}{2}$  the cost of Jackson from

Franklin to Atchison (widening).

These are project perimeter streets and Jefferson City will pay its  $\frac{1}{2}$  costs out of existing bond issue funds. Lafayette and Dunklin Streets are included in the report by the Bond Issue Advisory Committee. These streets are bounded on both sides by the project and are project costs and the City does not have to pay one half the costs of these streets.

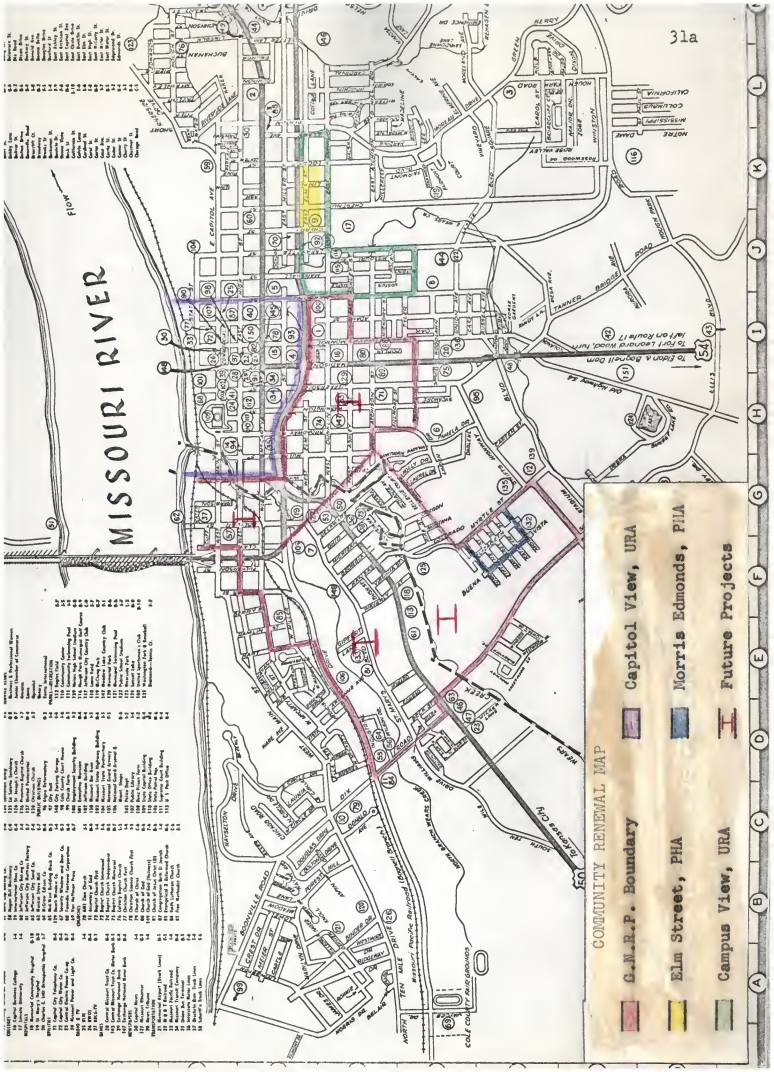
The Wears Creek Project. The Wears Creek Project is bounded as shown on the community renewal map. It includes a major portion of the Wears Creek Watershed and the sewer districts served by the Wears Creek main sewer.

With the flooding of Wears Creek and the inadequate sewers as general blighting influences, all of the projects are subject to flooding, therefore, all of these areas have been designated for urban renewal action.

Most streets within the area are below standard, and curbs, gutters and sidewalks are either missing or deteriorated. In deference to terrain some thorough streets have excessive grades and curves and a large number of streets are deadend for the same reason.

Besides the general blighting influences mentioned, the area has significant pockets of slum and mixed non-conforming uses. Residential, commercial, institutional, and industrial uses are mixed throughout the area.

# MISSOURI RIVER



101 102 103 104 105 106 107 108 109 110 111 112 113 114 115 116 117 118 119 120 121 122 123 124 125 126 127 128 129 130 131 132 133 134 135 136 137 138 139 140 141 142 143 144 145 146 147 148 149 150 151 152 153 154 155 156 157 158 159 160 161 162 163 164 165 166 167 168 169 170 171 172 173 174 175 176 177 178 179 180 181 182 183 184 185 186 187 188 189 190 191 192 193 194 195 196 197 198 199 200 201 202 203 204 205 206 207 208 209 210 211 212 213 214 215 216 217 218 219 220 221 222 223 224 225 226 227 228 229 230 231 232 233 234 235 236 237 238 239 240 241 242 243 244 245 246 247 248 249 250 251 252 253 254 255 256 257 258 259 260 261 262 263 264 265 266 267 268 269 270 271 272 273 274 275 276 277 278 279 280 281 282 283 284 285 286 287 288 289 290 291 292 293 294 295 296 297 298 299 300 301 302 303 304 305 306 307 308 309 310 311 312 313 314 315 316 317 318 319 320 321 322 323 324 325 326 327 328 329 330 331 332 333 334 335 336 337 338 339 340 341 342 343 344 345 346 347 348 349 350 351 352 353 354 355 356 357 358 359 360 361 362 363 364 365 366 367 368 369 370 371 372 373 374 375 376 377 378 379 380 381 382 383 384 385 386 387 388 389 390 391 392 393 394 395 396 397 398 399 400 401 402 403 404 405 406 407 408 409 410 411 412 413 414 415 416 417 418 419 420 421 422 423 424 425 426 427 428 429 430 431 432 433 434 435 436 437 438 439 440 441 442 443 444 445 446 447 448 449 450 451 452 453 454 455 456 457 458 459 460 461 462 463 464 465 466 467 468 469 470 471 472 473 474 475 476 477 478 479 480 481 482 483 484 485 486 487 488 489 490 491 492 493 494 495 496 497 498 499 500 501 502 503 504 505 506 507 508 509 510 511 512 513 514 515 516 517 518 519 520 521 522 523 524 525 526 527 528 529 530 531 532 533 534 535 536 537 538 539 540 541 542 543 544 545 546 547 548 549 550 551 552 553 554 555 556 557 558 559 560 561 562 563 564 565 566 567 568 569 570 571 572 573 574 575 576 577 578 579 580 581 582 583 584 585 586 587 588 589 590 591 592 593 594 595 596 597 598 599 600 601 602 603 604 605 606 607 608 609 610 611 612 613 614 615 616 617 618 619 620 621 622 623 624 625 626 627 628 629 630 631 632 633 634 635 636 637 638 639 640 641 642 643 644 645 646 647 648 649 650 651 652 653 654 655 656 657 658 659 660 661 662 663 664 665 666 667 668 669 670 671 672 673 674 675 676 677 678 679 680 681 682 683 684 685 686 687 688 689 690 691 692 693 694 695 696 697 698 699 700 701 702 703 704 705 706 707 708 709 710 711 712 713 714 715 716 717 718 719 720 721 722 723 724 725 726 727 728 729 730 731 732 733 734 735 736 737 738 739 740 741 742 743 744 745 746 747 748 749 750 751 752 753 754 755 756 757 758 759 760 761 762 763 764 765 766 767 768 769 770 771 772 773 774 775 776 777 778 779 780 781 782 783 784 785 786 787 788 789 790 791 792 793 794 795 796 797 798 799 800 801 802 803 804 805 806 807 808 809 810 811 812 813 814 815 816 817 818 819 820 821 822 823 824 825 826 827 828 829 830 831 832 833 834 835 836 837 838 839 840 841 842 843 844 845 846 847 848 849 850 851 852 853 854 855 856 857 858 859 860 861 862 863 864 865 866 867 868 869 870 871 872 873 874 875 876 877 878 879 880 881 882 883 884 885 886 887 888 889 890 891 892 893 894 895 896 897 898 899 900 901 902 903 904 905 906 907 908 909 910 911 912 913 914 915 916 917 918 919 920 921 922 923 924 925 926 927 928 929 930 931 932 933 934 935 936 937 938 939 940 941 942 943 944 945 946 947 948 949 950 951 952 953 954 955 956 957 958 959 960 961 962 963 964 965 966 967 968 969 970 971 972 973 974 975 976 977 978 979 980 981 982 983 984 985 986 987 988 989 990 991 992 993 994 995 996 997 998 999 1000

**COMMUNITY RENEWAL MAP**

- G.N.R.P. Boundary
- Capitol View, URA
- Elm Street, PHA
- Morris Edmonds, PHA
- Campus View, URA
- Future Projects

A B C D E F G H I J K L  
 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16 17 18 19 20 21 22 23 24 25 26 27 28 29 30 31 32 33 34 35 36 37 38 39 40 41 42 43 44 45 46 47 48 49 50

Individually, more than 32% of the dwellings in the area have significant deficiencies. More than 33% of the commercial buildings are deficient.<sup>31</sup> Deficiencies include physical deterioration, obsolescence, incompatible conversion, and mixed usage.

Public facilities and services in the area are generally inadequate or will be in the near future regardless of whether or not urban renewal is permitted to spur the area to greater growth. Police protection, schools and library facilities and fire protection are not properly placed and, if not already, will soon become inadequate.

The various studies made by and for the City have acknowledged the problems listed above. Although some of the studies or surveys were made some time ago, nothing has been done to correct the situation and the problem still exist.

The Black and Veatch Sewer Needs Study pointed out the Wears Creek flooding and inadequate sewers as major problems and offered a rather costly solution that involved pumping Wears Creek over a dike during flood periods.

The Bartholomew Reports considered the basic Wears Creek and Sewer problems, and in addition, proposed extensive street and parking improvements, an additional grade school, an

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<sup>31</sup>Harold Bartholomew and Associates, Housing, Sanitation and Drainage. St. Louis: 1953, p. 9.

enlarged park, a fire station in the general area, and revised zoning.

The Missouri Highway Department prepared two reports that involved the area. The Street Needs Study included all streets in the area and almost without exception found them below standard. The Urban Area Report proposed changes in some major streets within the area.

The Bartholomew report on housing, sanitation and drainage indicated that 171 dwellings in the Wears Creek Project area were substandard and "dilapidated." The report listed the Wears Creek general flood area as the number one problem spot. Today, 508 residences and 170 commercial and industrial structures have significant deficiencies and follows Bartholomews prediction as to rate of deterioration.

Capitol View Project. A cursory structural survey in the Central Business District, which makes up the major portion of the Capitol View Project, indicates that 56.1% of the structures are substandard and 24.3%, based on a study of ownership, are held by estates and outside owners.

The City's tax base is drastically reduced by mixed commercial, residential, and light industry in the same areas. These concerns are housed in buildings worth less perhaps than the land. Further, the City's largest industry pays no local taxes on its Central Business District location.

As a result of the existing substandard conditions and mixed land uses, the seat of the State Government lacks a proper setting and has no room for expansion. The Missouri River on the North and a surrounding immovable depth of local businesses have, in the past, effectively blocked expansion.

To alleviate this situation, Jefferson City proposes with the financial assistance of the State and Federal Governments, to revitalize, renew, and expand the Central Business District and State Government Area by shifting downtown to the South and East.

In the process of expanding the Central Business District and the State Government Area, the following are needed:

1. Parking garages
  2. Fallout shelters
  3. New streets and ramps, and
  4. A teacher training school for Lincoln University
- However, to receive State and Federal assistance, the

following restrictions are placed on the facilities:

1. Parking garages - Must be open to the general public and placed within the project bounds so that at least 80% of the use can come from the project.
2. Fallout shelters - If a part of a building, only



that part in excess of normal use is eligible for assistance.

3. Streets and ramps - These cannot be restricted and must serve the Central Business District and the State.

4. Teacher training school - This cannot be any other Lincoln University facility.

Jefferson City will make additional contributions to the project in the form of sewers and water pollution control. Without the actual quantity, the contribution that the City will make cannot be accurately estimated in percentage of credit. <sup>32</sup>

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<sup>32</sup>Local Housing Authority, op. cit., p. 4.

## CHAPTER IV

### RELOCATION IN JEFFERSON CITY

Relocation for a long time has been concentrated on "Two Thirds of the Nation." The middle-income families, referred to as the backbone of America, have been "The Forgotten Third of the Nation."<sup>33</sup> These families are made up of white collar workers, a large portion of the rural population, and skilled and semi-skilled laborers. Only recently has the housing needs of these families been recognized. Since World War II, Federal programs, however inadequate, have been launched to improve housing for the lowest and top thirds of the population. The Public Housing program provides for families earning \$30 to \$50 a week and the Federal Housing Authority (FHA) program provides for families earning \$80 or more a week.<sup>34</sup> The housing needs of families with incomes between \$50 and \$80 a week are inadequate.<sup>35</sup> Even with Congress authorizing aid to areas developing housing for middle-income families, these families continue to experience hardships in the relocation process.

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<sup>33</sup>Nathan Straus, Two-Thirds of a Nation. New York: Alfred A. Knopf, 1952, p. 98.

<sup>34</sup>Ibid.

<sup>35</sup>Ibid.

Relocation has become a searching issue of domestic dilemmas reflected in contemporary neighborhoods. Even though relocation is the removal of families from deteriorated areas, it has become deeply involved with social problems. These problems are directly related to relocation procedures used in finding housing for dislocated families.

Urban renewal is not limited to physical planning alone, but includes social planning which is induced by physical planning. Research programs must be instituted to stabilize areas set in motion by urban renewal. Grieving for homes lost in physical planning is wide spread and is a very serious social phenomenon in relocating families. Relocation must be used to introduce families to better communities and environments.

When the housing authority acquired condemned property, redevelopment and rehabilitation went into effect because families in the condemned area had to be relocated. The procedure used for relocating families is that authorized by the federal government, and implemented by the Housing Authority through the relocation officer.

The law requires local authorities to provide decent, safe, and sanitary housing at reasonable rents and purchase prices for the dislocated families. The housing provided may be public or private. The law, however, fails to require

that the housing be in decent, safe, and sanitary neighborhoods. By these standards families are still living in neighborhoods similar to the ones evacuated, and paying more for this kind of housing. Only marginal improvements are achieved, and these neighborhoods are fringes of urban renewal projects, a ready area to become engulfed by deterioration.

Relocation in Jefferson City. Increasing urbanization has brought many changes and problems to Jefferson City. Included among these problems are categories of social ills that are the product of our time and culture. Relocation ills have matured to a point of pervasiveness making it difficult for minority groups to uproot. Relocation exclusion has existed for some time and it is not new to the city dweller. The problems have become more acute and dramatized because minority groups are migrating to the city in greater volume than before. The city dweller's attitude and reaction to these changes scale from uneasiness to fear and, in some instances, hate.<sup>36</sup>

Relocation has developed a stereotyped conception of the Negro. These concepts are fallacious and based on prejudiced superstitions. Whether these concepts are facts or fictions,

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<sup>36</sup>R. B. Andrews, Urban Growth and Development. New York: Simmons-Boardman Publishing Corporation, 1962, p.273.

these are the realities facing the Negro as he gauges his assimilation and residence in the city.

As the Negro is relocated, generalizations are formulated about his ability to mix with other ethnic groups. To some, "mix" suggests social association which causes the loss of status because of color conspicuousness.

In this varied framework of attitudes many are content that the city is the place for the Negro and he must be kept there from the suburbs at all cost. The reasoning is that the function of the central city, where apartments are found that minority groups can afford, is to care for minority groups. In the central city the Negro is not conspicuous and is acceptable to the whites who must live there. Competition for localized housing of moderate quality and supply in the central city exists among ethnic groups. The struggle Negroes have in the limited supply of adequate housing continues to be one of adjustments and changing city structure.

Relocation in Public Housing. In Jefferson City, two methods of providing housing for dislocated families are used: Public Housing and Private Housing. Public housing consists of 170 units--50 units on Elm Street and 120 units in the Morris-Edmonds subdivision. These units replaced 66 sub-standard dwellings. The units on Elm Street are contained in 19 buildings, and 47 buildings house the Morris-Edmonds units.

Units		Rooms	
One bedroom units	24	3½ rooms	84 rooms
Two bedroom units	68	4½ rooms	306 rooms
Three bedroom units	78	5½ rooms	429 rooms
Total	170 units		819 rooms

COSTS:

General overhead	\$ 50,000
Interest	50,000
Planning	102,000
Site acquisition	300,000
Construction	1,865,000
Contingency	118,000

Selecting Tenants and Operating the Project

To be eligible for admission to the project, an applicant must fulfill the following requirements:

1. Must be a cohesive family made up of two or more persons related by blood or marriage. (With the exception of single, low-income persons over 65 years of age, Local Authorities do not rent to single persons living by themselves).
2. Must be a citizen of the United States or the family of a veteran.
3. Must be of low income as defined and adopted by the Local Authority.
4. Must come from sub-standard housing, or be a veteran, be actually without housing through no fault of their

own, or must have been displaced by the construction of a new public housing project, a redevelopment project, or other local public action.

5. Must not have net assets in excess of the amount allowed by the Authority.
6. Must not be a member of any organization designated by the Attorney General of the United State as subversive.<sup>37</sup>

The above requirements stated in general terms are true of all Local Housing Authorities, but must be adapted to local conditions as determined by the Local Board of Commissioners. The requirements listed above are actually a part of Federal Law, and must be verified before an applicant can be certified as being eligible for admittance into a public housing project. In determining eligibility of a family from an income standpoint, certain deductions are allowed from annual income to arrive at net income for eligibility. These deductions are, for the most part, determined by the Local Board of Commissioners.

In addition to a thorough examination and verification of the applicant prior to admission, an annual re-examination is required of each tenant residing in the project. This is

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<sup>37</sup>Local Housing Authority, Op. Cit.

done to insure that all families residing in the project are still eligible for continued occupancy. The requirements for continued occupancy are the same as those for admission with two exceptions: (1) There is ordinarily allowed a gap of about 20% between the income limits for admission and for continued occupancy. This is to say, a tenant moving in at the income allowed for admission may increase his income by a few hundred dollars before becoming ineligible to continue occupancy in the project. (2) In addition to this exception, no examination or verification need be made as regards to previous housing conditions. In all other respects, the tenant must meet all other requirements of eligibility called for at the time of admission.

Rents charged in a public housing project are established in accordance with the tenant's ability to pay. Families with fewer than three children pay one-fifth of their annual net income for rent, while families with three or more children pay one-sixth of their annual income for rent. The rent charged includes the cost of all utilities necessary for the family to operate the apartment. Water, lights, and gas are furnished in a minimum amount at no charge to the tenant. If the tenant uses over the minimum amount, he is surcharged for the additional cost.

In addition to accepting applications, making the neces-



sary verifications, leasing apartments, and re-examining the eligibility of tenants, the Local Housing Authority has a full-time maintenance program. This program calls for the maintenance unless the tenant, through negligence or willful destructiveness, has made the maintenance work necessary. Project maintenance is set up to take care of any type of work connected with replacement or repair of the property or equipment of the project.

The projects are operated exclusively for families whose income is too low to enable them to purchase decent, safe, and sanitary housing on the private market. Low-rent Public Housing is not and cannot, by law, be in competition with decent, safe, and sanitary private housing. Families living in Public Housing are expected and required to maintain their apartments in a satisfactory manner and pay their rents and other charges on time. Failure to comply with these requirements results in eviction. Families whose income exceeds the income limits established for admission or continued occupancy to the project are not allowed to move in, or, if already living in the project, are required to move.

Relocation in Private Housing. Urban renewal offers many opportunities to satisfy families through relocation. Families would be encouraged to face the world with a healthy attitude, and with pride if they were introduced to better housing and

environments. Relocation has made it more difficult in that these opportunities have not been exercised. The impact that relocation places upon families along with local practices is most acute.

Among the relocation plans for Jefferson City, a troubling pattern of segregation and socio-economic stratification has developed. Urban renewal has caused a centrifugal force separating races and classes. Jefferson City has become a ghetto for the economically depressed and special ethnic groups, dividing the central city from the suburbs. Those fleeing to the suburbs are yesterday's ethnic newcomers. Housing prejudices facing the Negro have effects from those of earlier ethnic groups. Goals of better housing and improved neighborhoods were in reach of earlier ethnic groups once they had the economic rewards which resulted from the virtues of thrift, ambition and industry.<sup>38</sup>

The problem facing the Negro in relocation is different in Jefferson City from those of other ethnic groups. The economic status of the Negro has risen in the last twenty years resulting in the emerging of a significant middle class. Through aspiration, taste, and self image this middle class

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<sup>38</sup>Robert C. Weaver, "Segregation and Social Cleavage," The Urban Condition. New York: Basic Books, Inc., 1963, p. 102.

took on characteristics of earlier middle classes. The virtues of thrift, ambition and industry have been achieved, but the pigmentation of the Negro skin is a badge of difference in relocation practices. This badge bars Negroes from housing and residence for which they are qualified. Negroes are desirous of neighborhoods where physically satisfying housing can be found.

Deficiencies of available space is most harmful in minority relocation. Adequate space is an indispensable requisite whether the dwelling is old or new. Comfortable living is impossible when adequate space is not available for family activities, and allowing these activities to be separated.

Many methods are used to keep the Negro from relocating in the suburbs. These methods are, 1. "the neighborhood improvement association," 2. the restrictive covenant, 3. the joint consent, and 4. builders, realtors and banks.

The neighborhood improvement association is in current use. When a minority group, particularly Negroes, appears in a neighborhood, the association prevent the entry and drive the group from the neighborhood.<sup>39</sup> Campaigns are conducted to

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<sup>39</sup>Ibid. p. 286.

inflate attitudes of owners showing them the perils of invasion, encouraging owners not to sell to minorities. When the wishes of the association are violated, owners are subjected to intimidation. This association is also influential over the city council on controversial issues. Large delegations are sent to city hall to protect the interest of the association when controversial issues come up. Political strength is exhibited by the group when several of these associations join forces.

The restrictive covenant has been outlawed by the United State Supreme Court.<sup>40</sup> However it still exists with special versions alive today. The "Van Sweringen Covenant" prevents the transfer of property without the consent of the original owner.

In the joint consent five adjoining owners must agree before the land is sold for building construction.<sup>41</sup> This covenant is difficult to overcome since the buyer must be approved by the adjoining owners before purchase can be made.

Builders and realtors are effective in excluding and restricting minority groups to prescribed areas.<sup>42</sup> Builders

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<sup>40</sup>Ibid.

<sup>41</sup> Charles Abrams, Forbidden Neighbors. New York: Harper and Brothers, 1955, p. 224.

<sup>42</sup>Ibid., p. 224.

flatly admit they do not sell to minority groups or they may up the price excessively. Sometimes builders indicate that all buildings have been sold. Realtors find themselves in a strategic position in relocating minority groups. The code of ethics for the National Association of Real Estate Boards took a militant stand against members practicing open occupancy. In 1950 the code was softened, but not appreciably benefiting minority groups.

Banks are very strategic in controlling property acquisition and relocation. This is accomplished by rendering lending terms on a stricter basis for minority groups.<sup>43</sup> Complete refusal is the policy when the banks have securities in the neighborhood where the minority group wants to purchase.

Three methods of deed restrictions employed to prevent minority groups from relocating in certain neighborhoods are, 1. the revision clause, 2. the escrow arrangement, and 3. the option agreement.<sup>44</sup>

The revision clause states that the buyer of a lot and house wishing to sell to a minority group mentioned in the deed abdicates his rights and the property reverts back to the original seller. This in effect penalizes the buyer

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<sup>43</sup>Ibid.

<sup>44</sup>Weaver, op. cit., p. 288.

and the seller.

In the escrow arrangement the property is deposited with a third party, the purpose is to restrict and govern relocation violations.

The option agreement allows the original seller to buy back the property provided certain groups contemplate buying the property.

Urban Zoning and Heterogeneity. Minority groups are excluded from neighborhoods through urban zoning.<sup>45</sup> This is one of the most anti type of zoning.<sup>46</sup> Urban zoning requires large size lots of one acre or more. Builders contemplating white clientele are granted variances allowing traditional lot sizes as required by F.H.A. Builders anticipating open occupancy are less likely to be granted a variance and the lots must meet the large size requirements. This includes a fixed minimum cost for the house and a certain number of square feet per house.

Zoning has been used to put physical barriers and distance between races in the relocation process. Buffer zones composed of commercial and industrial strip developments

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<sup>45</sup>Grier, Op. Cit., p.79.

<sup>46</sup>Abrams, Op. Cit., p. 209.

minimizes heterogeneous neighborhoods.<sup>47</sup> This is further encouraged by eminent domain, taking land for public purposes and not using the land for the purpose for which it was acquired.

Relocation is further complicated by imposed congregation. Imposed congregation is not a choice of freedom and all disadvantages associated with this kind of neighborhood is the responsibility of those causing the imposition. Economic class relocation is different and individuals avoid this by striving to improve economically. Relocation by forceful congregation is depriving families of their freedom when based on the unalterable fact of race. Personal liberties in relocation gives one the freedom to move, allowing a choice of neighborhoods without restraint or interference. This freedom is denied when minority groups are relocated in special ghettos. Imposed relocation limitation is basic to other liberties and opportunities with far reaching consequences beyond the belts of residential relocation.

Relocation restrictions are the basic structures for all forms of institutional exclusion. Schools, recreation areas

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<sup>47</sup> Nathan Glazer and Davis McEntire, Studies in Housing and Minority Groups. Berkely: University of California Press, 1960, pp. 58-60.

and other community facilities are restricted. Isolated groups receive different treatment as a matter of course. Community facilities are poorer in restricted areas. Streets, sidewalks, sewage, garbage removal and police protection are neglected.

Housing for minority groups is determined by the forces creating the relocation pattern rather than by the demand expressed in the housing market. Housing available to minority groups is limited and inferior to the total housing supply available.

Relocation has been based on one set of homogeneous values, those of social life. A community has many values and functions besides sociability. With other values in mind, balanced heterogeneous neighborhoods can be planned. A typical cross section of dwelling types, and population characteristics such as age groups and socio-economic levels will help in this kind of neighborhood. Heterogeneous neighborhoods are advocated for the following reasons:

1. Heterogeneity adds to the variety and demographic balance of a neighborhood, enriching the lives of the inhabitants. Homogeneity deprives the inhabitants of important resources of wisdom generated by different ethnic groups.

2. Tolerance of social and cultural difference is promoted, reducing conflicts and encouraging democratic practices.



Homogeneity encourages isolation of residential areas separating neighborhoods from each other.

3. Heterogeneity broadens the educational influence on the children in a neighborhood. It teaches them about existing ethnic groups and provides an opportunity for them to get along with these groups. Homogeneity limits opportunities for children to know about different classes and races, limiting their capabilities of association in latter life.

4. Heterogeneity exposes individuals to alternative ways of life. It provides intellectually inclined neighborhoods and gives one an opportunity to learn about different ethnic ways. Homogeneity will freeze people in their present way of life.<sup>48</sup>

The drama that has accompanied racial changes in urban neighborhoods has attracted the attention of the masses and of serious scholars. In many instances these changes are peaceful, differing only slightly from the normal movement of families in a neighborhood. Russel Woods, a suburb of Detroit, is characteristic of the peaceful change in neighborhoods.<sup>49</sup> This type of change has been tak-

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<sup>48</sup>Herbert J. Gans, "The Balanced Community," American Institute of Planners Journal, 40:176, Aug., 1961.

<sup>49</sup>Nathan Glazer and Davis McEntire. Studies in Housing and Minority Groups. Berkely: University of California Press, 1960, p. 198.

ing place since World War II in many cities and substantiates the workability of heterogeneous neighborhoods.

Russel Woods is considered an upper middle class residential area consisting of professional men, executives of large businesses and owners of small businesses. In this upper middle class, the Negro falls into several distinct groups. Business and professional people with school age children, the "respectable couples" which are families without children or whose children are grown, and the working families with middle class aspirations.<sup>50</sup>

Panic selling is usually a common feature of racial changes in a neighborhood. This was not the case in Russel Woods.<sup>51</sup> The whites were not selling at any price to get out and the Negro was not buying at any price to get in.

Empirical and Comprehensive Relocation Studies. Large scale relocation of families and individuals, such as that occasioned by highways and urban renewal, raises basic questions of social welfare and public policy.<sup>52</sup> Some of the questions raised in the relocation process are: The ability of families to meet the needs and desires in terms

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<sup>50</sup> Ibid., p. 204.

<sup>51</sup> Ibid., p.205.

<sup>52</sup> Chester Hartman, "The Housing of Relocated Families" American Institute of Planners Journal, 30: 4, Nov., 1964.

of neighborhood characteristics, convenience to employment, community facilities, families, friends, qualitative and quantitative housing and social change involved in forced relocation.<sup>53</sup>

These questions can only be answered by a comprehensive study into the impact of relocation on the families and individuals affected. Only an empirical study can be made in relocation questions raised in Jefferson City. However a review of relocation results in other cities where a comprehensive study has been made is included in addition to the findings in Jefferson City.

The Jefferson City Study. Surveying relocation in the City, shows that the dispersion pattern is typical of that in other cities where a large percent of the families to be relocated are Negro families. Because of the very limited area in which non-whites relocate, very few families have moved very far from their old home sites. Families relocated in the public housing facilities are living in the immediate area in which they lived previously. Even though white families have no restrictions as to area of relocation, the majority of the families will resort to public housing because of family income less than \$60 a

week. However, there will be some families finding housing on the private market just as some of the low income non-white families.

Housing has been homogeneous and relocation has not changed the pattern to any degree. One exception is token heterogeneous composition in the Elm Street Public Housing Project and fringe areas of renewal projects. Public Housing facilities are two-family duplexes. These type of buildings contribute to lower densities and an increase in open space, thereby enhancing living conditions in neighborhoods. Private housing consists of one and two-family units.

Most families moving into public housing acquired more livable space. The number of persons per room decreased considerably. For example, one family with 10 children moving from a dwelling with inadequate space has been relocated in public housing facilities occupying two units with six bedrooms and two baths.

Overcrowding was a major factor before relocation. Families moving into public housing have fared much better than those seeking private housing. This survey shows that public housing reduced the number of persons per room considerably.

Public housing represents a marked improvement over the housing from which families were displaced. Approx-

imately 90% of the homes from which families were displaced were unsound. A family of eight living in unsound housing before relocation, paid \$45 per month for rent and \$65 for utilities per month during winter months. Upon obtaining public housing facilities, this family is now paying \$60 a month for rent and utilities.

In public housing rent is equated on the basis of how much a family is earning and the number of children in the family. Many families are now paying less for public housing compared with the rent and utilities paid for in unsound housing. Private housing cost more in safe and wholesome neighborhoods than before relocation. This is due to the enforcement of housing code requirements. Code enforcement and costs of bringing houses up to standard necessitated the increase in rent.

Breaking the Relocation Barrier. In an interview with a non-white family relocating in a neighborhood where non-whites had never lived before, the following is a summary of what transpired during the relocation process.

This home is located in one of the better physical surroundings for single family occupancy in Jefferson City. Families in this neighborhood have an annual average income of \$6,000 to \$7,000. However, there are no restrictions excluding a higher or lower income family from locating in

the neighborhood. The non-white family has an annual income which is at least twice the average annual income of the neighborhood. This means that the family is financially capable of purchasing any home in the neighborhood.

When it was certain that this family was purchasing a home in the neighborhood, the neighborhood association became very vicious in its attempt to drive this family from the neighborhood. The house being purchased had been vacant for six months. The following is a list of measures taken by the association to discourage non-white entry and preserve the all white character of the neighborhood.

1. The association, led by an automobile mechanic who has an annual income of \$5,000, offered to buy the family out, stating that the family was not wanted nor welcomed in the neighborhood.
2. The association offered to pay the family \$1,000 above the price paid to the seller.
3. The association offered the seller \$3,000 more than the buyer was paying. The seller seeing an opportunity to make a profit was willing to sell to the association. With a legal contract already binding this could not be done.
4. Each financial institution in the City was checked and encouraged to refuse financial assistance in

- the purchase of this home.
5. Imprudent and insulting remarks have been made anonymously by telephone.
  6. No one in the neighborhood speaks to the family, although many people come within speaking distance of them.
  7. One neighbor has erected a very tall fence from the rear property line to the front sidewalk as a passive resistance measure.

Since the end of the first week the anonymous telephone calls have subsided. The other measures of resistance continue. Some day in the near future heterogeneous neighborhoods are hoped for Jefferson City, where families can assimilate and live peaceful with out being subjected to the viciousness of different ethnic groups.

Relocation in other Cities. The residential relocation in Boston's West End urban renewal project displaced 7,500 persons. Attention is focused on several standards of relocation as used in the Jefferson City study. These standards are: location, housing, living space, housing quality and levels of rent.<sup>54</sup>

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<sup>54</sup> Baltimore Urban Renewal And Housing Agency, Research Division. "Ten Years of Relocation Experience in Baltimore Maryland." Baltimore: Urban Renewal and Housing Agency, 1961.

The redistribution of those relocated took a shotgun appearance. There were very few families clustering in the immediate vicinity of the project and large numbers moved to virtually every section of Boston and every inner-core suburb. Many families relocated in a five mile radius of the project, 38% relocated outside of Boston with an additional 6% leaving the area entirely.<sup>55</sup>

The study of Jefferson City and other cities shows a sharp contrast with the redistribution of relocation in Boston. Studies made in New York's Lower East Side indicate that 86% of the families were relocated in adjoining blocks to the development. Relocation in Baltimore shows that 55% of the families resettled one half mile or less from an urban renewal project. In a survey made by Reynolds on urban renewal and public housing in 41 U. S. cities, the majority of the families were relocated less than 12 blocks from their old address.<sup>56</sup> Studying individual metropolitan areas, Reynolds reports that two-thirds of all families displaced by Federal projects in Chicago and three-fourths of those in Philadelphia relocated within two miles of their old homes. In nine smaller communities 80% or more

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<sup>55</sup> Boston Redevelopment Authority, Final Relocation Report. New York Street Project. U. R. Mass. 2-1, Mar. 1958.

<sup>56</sup> Ibid.



of the families relocated within a two mile radius of their former homes.<sup>57</sup>

Comparing these percentages of dispersion in the different cities with those in Boston's West End suggest many factors to be considered. First, Boston's West End was predominately white, which means that no restrictions were placed on families relocating.<sup>58</sup> The other studies have a high concentration of non-white families, therefore restricting their movement in the relocation process. Families relocated in Boston had high incomes, providing a wider possibility of finding adequate housing.<sup>59</sup> There were low rates of sound housing within a five mile radius of the renewal area, further reducing concentrated relocation.

Housing in the West End was predominately homogeneous. Buildings were small, four and five stories with one and two apartments per floor. The majority of the families acquired multi-family housing when relocated. 35% acquired private apartments and 11% moved into public housing. 43% moved into two and three-family homes with 11% acquiring

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<sup>57</sup> Ibid.

<sup>58</sup> Buffalo Municipal Housing Authority, Elicot Relocation. Buffalo, N. Y.: Municipal Housing Authority, Nov., 1961.

<sup>59</sup> Stuart F. Chapin, "The Effects of Slum Clearance and Rehousing on Family and Community Relationships in Minneapolis," American Journal of Sociology, 43: Mar., 1938.

single-family residences.<sup>60</sup>

46% of the families got more room in relocating, 54% did not gain additional space.<sup>61</sup> The greatest gain in in-door space was achieved in single family residences. Overcrowding was not a major factor in the West End. However, apartment densities dropped and few dwellings had more than 1.00 persons per room. In other studies failure to solve overcrowdedness still exists. Relocation studies in Philadelphia reveals that two-fifths of those relocated are still living in densities of 1.01 persons and higher per room.<sup>62</sup> Relocation from the Michael Reese Hospital Site in Chicago indicates that an increasing number of families are living in densities of 1.51 persons and higher per room.<sup>63</sup>

The physical quality of relocation housing represented improvements over the West End housing conditions.<sup>64</sup> Before relocation two-fifths of the families had sound housing, and after relocation three-fourths had sound housing. One-third of the families had poor housing before relocation and only

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<sup>60</sup> Ibid.

<sup>61</sup> Ibid.

<sup>62</sup> Ibid.

<sup>63</sup> Ibid.

<sup>64</sup>

Citizen Urban Renewal Effort, Report of Survey on Relocation of Families Connected with the Bayside Park U. R. Project, Portland, Me., April, 1958.

one-fifth after relocation.<sup>65</sup> Studies on public housing relocation points out that families relocated in public housing fare considerably better than those living in private housing.

Improved housing resulted in an increase in rent. In Boston's West End, 88% of the families paid less than \$55 per month rent, while 30% are paying similar rents after relocation. The 1957-58 Chicago Housing Authority report indicates that 41% of the substandard house holders are paying \$80 and more per month for rent, 19% are paying \$90 and 8% are paying over \$100 per month rent.<sup>66</sup>

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<sup>65</sup>Samuel M. Cohn, Report of the Site Survey and Description of the work of Relocation pa. 2-3, Philadelphia Housing Authority, Department of Research and Information, Sept., 1940.

<sup>66</sup>Ibid.

## CHAPTER V

### CONCLUSION

The population in the Jefferson City urban area is expected to reach 40,000 by 1975. How will the city manage? The City is already decaying faster than it is being rebuilt. The tax base of the City is falling off as it is unable to attract industry and a significant part of the white population is moving to the suburbs, leaving the core of the City to non-whites.

The flight to the suburbs has not been made as a free choice in the market enterprise. The choice has been influenced by Federal Housing subsidizes encouraging low densities.

As the flight to the suburbs continue, slums in the City are growing much faster. Urban renewal cannot be expected to work when people evacuated from the slums have no place to live. These are the people who are feeding the continued slum areas. The problem is further magnified when a public housing project built in the area displacing families, will not allow them to be admitted because their income is too high. This, coupled with the deliberate pattern of segregation in public housing, denies families the attributes of urban life.

The relocation picture that emerges in Jefferson City is far from satisfactory and leaves much for minority families to

desire. Several courses of action are available to the City to put into reality a program to cope with the neighborhood problems it faces in housing its citizens.

Deficiencies in Relocation. Relocation deficiencies are attributed to the following shortcomings:

1. Families to be relocated were judged by ethnic considerations instead of families dislocated.
2. Choice of neighborhood was denied families, and ethnic groups are relocated in the same area.
3. Lack of interest and desire by the local authority is implicit and exemplified in maintaining ghettos.
4. The Housing Authority assumed that of the families to be relocated 70 percent would qualify for public housing, and the other 30 percent would find housing on the private market. Many families qualifying for public housing refused to accept because of the stigma associated with publicly financed housing. Families with vision and hope did not want to be controlled by administrative limitations. These limitations fix the amount of income a family may earn.

Renewal projects requiring the majority of the families to be relocated must be studied carefully. These projects must justify whether they satisfy more positive than negative functions for the residents. When housing can not be provided for dislocated families in good neighborhoods, urban renewal

should not be undertaken until relocation is assured for dislocated families. Urban planners must decide whether the destruction of a social system is justified in return for the benefits received through urban renewal.

Solutions for Relocation Shortcomings.

1. An inducement by the Federal Government to middle income families to buy homes in the inner-core of the city should be encouraged. The same mortgage freedom must be given to these buyers as those buying in the suburbs.
2. Public housing should not be located in the inner-core of the City especially in the areas where clearance has been executed. When public housing facilities are constructed in the inner-core of the City, segregation patterns are strengthened.
3. Housing projects for middle income families must be constructed to house those families not eligible for public housing, and cannot afford private housing. In constructing these middle income units, some thought must be given to the possibilities of cooperative apartments. This will allow families who are desirous, to purchase units within their economic means. This is a serious weakness in the Jefferson City housing program.

4. An overall program to recognize the interdependence of the suburbs and the Central City is needed. New communities on the outskirts of the Central City are needed. These communities or "New Towns" will induce middle-class white families to live within the sphere of the Central City when a genuine good community is established. The land for this purpose can be obtained by removing deteriorating businesses and residential slum properties.
5. These new communities will accommodate business workers and businesses displaced in the slum clearance program in the City. These new communities should prove attractive to middle-income families of all ethnic groups. This program offers the Central City and the new communities an opportunity to become heterogeneous in composition. The travel time to and from work will be proportionately decreased and traffic congestion caused by the commuters to and from outlying suburbs will be reduced. This in effect will direct the overall planning of the Jefferson City urban area, controlling urban sprawl through a coordinated limited regional plan.
6. Segregation patterns are obstacles to this kind of plan, however this gives additional reasons why programs and plans designed for heterogeneous communi-

ties within the Central City and the new communities are imperative. The element of segregation is always present when public housing, middle-income housing or urban renewal projects are contemplated. The unwillingness of Jefferson City to face up to this problem will in the near future seriously damage its city planning. Freedom of housing is not only for the civil rights of Negroes, but to allow free City Planning without the discrimination assumptions that underlie housing in the City. Therefore suburban sprawl must be brought under control and middle-income families be restored in the Central City. This does not in itself solve the tax problem nor will the race relation problem disappear. These problems can be controlled because the exploding population offers the opportunity and federal assistance provides the means. The time is right in Jefferson City to deal with the segregation problem in housing realistically. A realistic approach to this problem will enable communities to become more livable, allowing the power and tools available to be used in creating the kind of urban environment wanted.



## APPENDIX

A-1	Economics of Urban Renewal.....	68
A-2	Diagram 1.....	73
A-3	Diagram 2.....	74
A-4	Diagram 3.....	75
A-5	Letter to Dr. Ross from HHFA.....	78
A-6	Letter to the Executive Director from FHA..	81
A-7	Final Project Report Map.....	82
A-8	Right of Way Map.....	83
A-9	Neighborhood Map.....	84
A-10	Existing Land Use Map.....	85
A-11	Existing Zoning Map.....	86
A-12	Proposed Zoning Map.....	87
A-13	Building Survey Map.....	88
A-14	Existing Topographic Map.....	89
A-15	Clearance Data Table.....	90

Economics of Urban Renewal. The economics of urban renewal have the following features: There are two ways equivalent in principle to measure the economics of a proposed urban renewal project.

1. If the price of comparable property is higher in the area of preferred use, or
2. If the sum of changes in the property value at and around the boundary between uses will be positive if conversion is made toward the preferred use...due allowance being made for the cost of conversion in both cases if renewal is contemplated.<sup>67</sup>

It is felt that certain types of land use are undesirable and through the proper legislation these can be removed by demolition or urban renewal. People as a rule object to comparative poverty and low incomes of those living in slums. The housing in which these people live is a reflection of these low incomes, although there is a variation in the amount these families pay for housing. It has been noted that slums and the people who live in the slums impose tangible costs disproportionately on the rest of the city. These high costs are due to high morbidity rates, crimes and delinquency rates and high fire protection costs subject to tax revenues.

It is frequently implied that slum clearance would in itself solve these problems. However, with the exception of

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<sup>67</sup>Martin J. Bailey, Land Economics, Vol. 35-36, p. 290.

fire there is no concrete evidence to prove that slum clearance would solve the problems that are evident of slum areas. A study currently underway in Baltimore, Maryland, indicates that "improved housing has no effect on morbidity."<sup>68</sup>

Some families living in slums, who are at the higher margin economically, will be inclined to live in higher quality housing when displaced by urban renewal. It is argued that the public will receive benefits from this type of displacement the same as from public subsidized housing. It should be pointed out that these families contribute very little to the external economics of slums because these are marginal families.

It does not follow that urban renewal is the answer to slum problems since renewal in practice is more expensive than subsidy to fire protection in these same slums. This subsidy would disappear if legislation were enacted to impose a surcharge (extra property taxation) on inflammable property corresponding to the extra cost of fire protection.<sup>69</sup> This taxation would be taken out of the net income of the property owners, since their ability to raise rent has been exploited to the maximum. If paying these fees were more costly than

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<sup>68</sup> Ibid., p.291.

<sup>69</sup> Ibid., p.292.

making the building fireproof, the owner would find it more profitable to do the latter and perhaps would make an economical and efficient decision.

Certain instances exist where the economic criteria are satisfied when slums generally have been prevented from expanding to the optimal extent. Certain institutions catering to a relatively high-income neighborhood may find that it is more economical to rehabilitate than it is to move. In cases like this property values including the values of the institution itself will dictate the cost of moving and will prevent the conversion of the neighborhood into slums. Since this is the case of an institution depending on a surrounding of a relative high-income neighborhood, it pays the institution to buy up property around it even at slum property prices and maintain an island of high-income less profitable use. The cost of doing this would be less than moving the institution. Public assistance is justified in two ways in this instance.

1. The power of eminent domain may be necessary to assemble this property if bargaining problems arise;
2. The institution may be deserving of a subsidy.

The requirement for renewal is that the postrenewal value of the property  $V_2$  exceed the sum of its prer renewal value  $V_1$  + the cost outlay for renewal  $C$ . Since  $V_2$  is presumed

to be less than  $V_1 + C$  at the outset for properties in a Renewal Area. It is necessary to implement one or more of three key variables ( $V_1$ ,  $V_2$ , and  $C$ ) in such a way that  $V_2$  is greater than  $(V_1 + C)$ .<sup>70</sup>

The effects of code compliance on income property values affect it in two different ways.

1. The current occupants of the property might increase the rental payments, and
2. Higher rents secured by attracting new occupants to the property.<sup>71</sup>

When considering the degree to which higher rents may rise from the standpoint of present occupants depends on the alternatives available to the owner and tenant after code enforcement. The basic pressure which urban renewal places on property and owners in the form of code enforcement involves costs which have to be burdened by someone. Since this cost is not absorbed willingly it follows that both the owner and the tenant will absorb these only to the extent to which there are alternative opportunities for avoiding them. The owner will renew the property as long as  $V_2$  is equal to or greater than  $C$ . The sunk investment  $V_1$  is a fixed cost and is not resultant to

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<sup>70</sup> Ibid., p.292.

<sup>71</sup> Ibid., p. 293.

the supply decision. When  $V_2^1$  covers the variable cost  $C'$ , current shelter  $Q_1$  will be supplied. At any price which is below  $V_2^1$  nothing is supplied. These are the conditions after code enforcement. However, the elasticity of the demand will depend on the alternative housing accommodations the tenant can get when the owner attempts to raise the rents.

When there are no alternatives the demand is inelastic within the rent increase. In diagram 2 rent increases raise the the value of the property from  $V_1$  to  $V_2^1$  in the amount necessary to cover  $C'$ , while at the same amount of shelter  $Q_1$  is in demand. However if there are other units available elsewhere, the tenant would move and the owner could not increase his rent.

Code compliance may make a unit so improved that it will attract new occupants who are willing to pay higher rents. The higher rents will fully absorb the cost of code compliance. These occupants would have a higher income than the present occupants or would be willing to pay more for shelter. Diagram 3 depicts this situation.  $DD_2^1$  represents the curve for rents of the present occupants. The rent increase raises the property value from  $V_1$  to  $V_2^1$ , an amount sufficient to comply with code cost.

Substantial sums of money are spent each year for health, law enforcement, firefighting, and other services in areas of

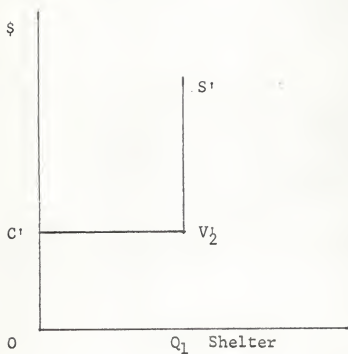


Diagram 1. Shelter supply curve following code enforcement.

<sup>a</sup>Bailey, op.cit., p. 290.

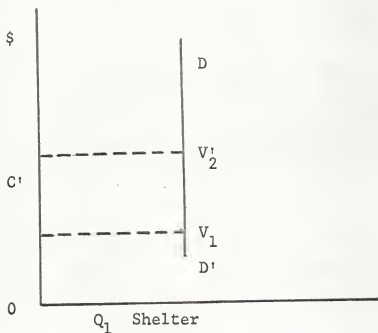


Diagram 2. Market absorption of code compliance cost when the demand is completely inelastic.

<sup>b</sup> Bailey, loc. cit.



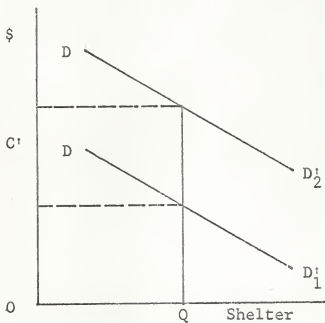


Diagram 3. Market absorption of code compliance cost through an increase in demand.

<sup>c</sup>Bailey, op. cit., p. 291.

substandard housing. The per capita cost is much higher in substandard areas than elsewhere in the city. Certainly no progressive city hesitates to spend all it can afford to correct such conditions as blight and deterioration. When a City hesitates to spend the necessary funds and take corrective measures, an increasingly large share of the budget is used merely to combat the evils rather than to produce goods. Expenditures for fire fighting, jailing of criminals and arrests, and care for the sick increase from year to year with disheartening regularity.

These are costs of social evils to the city and the taxpayers. These expenditures have patched up slums for many years. A forthright attack upon slums will stop a waste of tax revenue and result in lasting benefits to the whole community.

Since urban renewal in itself will not rid a community of slum and blight, it is therefore better to adopt a program along with renewal to alleviate rather than attacking the symptoms of poor neighborhoods by providing means of raising income levels of those in these areas.

After careful examination it is found that much of Jefferson City is economically blighted and the condition is spreading rapidly. This condition has affected every taxpayer and property owner in the community. From this exami-

nation of the existing conditions it is evident that the City is in need of the community improvement program which has been undertaken.



# HOUSING AND HOME FINANCE AGENCY 78

OFFICE OF THE ADMINISTRATOR

WASHINGTON 25, D. C.

Federal Housing Administration  
Public Housing Administration  
Federal National Mortgage Association  
Community Facilities Administration  
Urban Renewal Administration

MAR 14 1964

Dr. William A. Ross  
President  
National Association for the  
Advancement of Colored People  
500 Lafayette Street  
Jefferson City, Missouri

Dear Dr. Ross:

Thank you for your telegram of March 6 pertaining to the urban renewal project in Jefferson City, Missouri.

The Jefferson City project is now in its final stage of planning and the Final Project Report, which outlines the plans for the project, is scheduled to be submitted to the Housing and Home Finance Agency Regional Office in Fort Worth, Texas, this month. During this planning stage, no action has been taken in the project area to acquire properties or carry out other urban renewal activities. The discontentment you mention in regard to appraisals and relocation provisions must, therefore, be based on the proposals of the plan and not upon urban renewal activities actually being carried out in the area.

You asked to be advised on the proper procedures to protect citizens in the project area against unfair treatment. First, let me point out some of the safeguards that the Federal Government provides to protect the rights of citizens in urban renewal areas. We require that fair value be paid for properties to be acquired. The fair market value of properties is based upon two independent appraisals. Both appraisals are done by appraisers qualified in their work. The first appraisal is done during the planning stage by an appraiser chosen by the local agency carrying out the urban renewal activities. The second appraisal is performed later by a different appraiser chosen by the Housing and Home Finance Agency. On the basis of these appraisals a fair market price is established which protects the interests of both the Federal Government and the property owners. However, if the property owner is not satisfied with the price offered by the local agency for his property, he may take his case to court. The court will then condemn his property for acquisition and establish a price to be paid for the property.

On the protection of citizens' rights on relocation, the Federal Government also has requirements that must be met by the local agency carrying out the urban renewal project. Before a project is considered feasible by the

Dr. William A. Ross -- 2.

Housing and Home Finance Agency, the locality must demonstrate that it will and can relocate all families in the project area in decent, safe, and sanitary housing within the financial means of the families and in reasonably convenient locations. The Relocation Plan for the Campus View Project will be reviewed by the Regional Office and again here in Washington to be certain that it is feasible and meets Federal requirements and that it can be carried out with a minimum of hardship to the site occupants.

We are fully aware of the inconveniences and hardships sometimes caused by urban renewal activities and have made additional provisions to ease these hardships. For example, the Jefferson City Housing Authority is authorized to make payments up to \$200 to each family to be relocated from the project area for reasonable moving costs and any direct loss of property. For property owners who wish to purchase new homes there is assistance provided by Section 221 Mortgage Insurance of the Federal Housing Administration. The special provisions of this Section 221 Program make it easier for persons who are displaced because of governmental action to acquire a home. Jefferson City has been certified for 32 units under Section 221 Mortgage Insurance and can request additional certifications if it needs them.

Many of the low-income families presently renting in the area will be able to qualify for low-rent housing. At present 171 units of low-rent housing are planned to be constructed and activities are being carried out in acquiring land for this housing.

It is important to note also that the Campus View Urban Renewal Project is a combination conservation and clearance project. This means there will be an effort to maintain the neighborhood, and activities will be directed to upgrading and improving the whole area instead of completely changing its character.

Finally, I should like to point out our requirement that a public hearing be held on the Project Plan at the time it is sent to the City Council for its approval. At this public hearing, which is required by law to be well-publicized, all interested parties may express their views on the proposals made by the local agency.

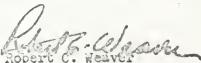
Representatives of our Regional Office in Fort Worth, Texas, are continually in contact with the Jefferson City Housing Authority on this project. A Regional Office representative will be in Jefferson City in the near future and will again emphasize to the officials of the Housing Authority the points raised above.

I feel certain that Mr. Ted Herron, Executive Director of the Jefferson City Housing Authority, P.O. Box 492, Jefferson City, Missouri, would be glad to discuss any points of discontentment with you or individuals from the project area. I appreciate your interest in the urban renewal

•Dr. William A. Ross -- 3.

program and your desires to protect the interests of private citizens and I am sure you share our objectives of improving our nation's housing, neighborhoods, and cities.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "Robert C. Weaver".

Robert C. Weaver  
Administrator



# FEDERAL HOUSING ADMINISTRATION



St. Louis 1, Missouri

January 10, 1961

Office of  
THE DIRECTOR

In reply please refer to:

CU

Mr. Ted J. Herron, Executive Director  
Housing Authority of the City of Jefferson, Missouri  
P. O. Box 492  
Jefferson City, Missouri

Re: Rehabilitation Standards  
Urban Renewal Area  
Jefferson City, Missouri

Dear Mr. Herron:

Reference is made to your letter of December 22, 1960 enclosing copy of Minimum Housing Standards for the Jefferson City Rehabilitation Area. We have reviewed same and find that they are acceptable to us with the following exceptions:-

1. Section 4 (j) which allows for a five year period in which to eliminate hopper water closets and privies. We feel that this should be changed to require immediate removal of such outside toilet facilities or otherwise it will conflict with FHA participation during the interim. We feel that this is one of the most important factors in the elimination and prevention of slums and blight.
2. Minimum front, side and rear yard distances should be established to eliminate overcrowding.
3. We would much prefer the use of the term "Living Unit" rather than "Dwelling Unit" for the reason as stated in our letter to you of October 20, 1960 as the term "Dwelling Unit" could be interpreted to mean a dwelling structure of more than one living unit.

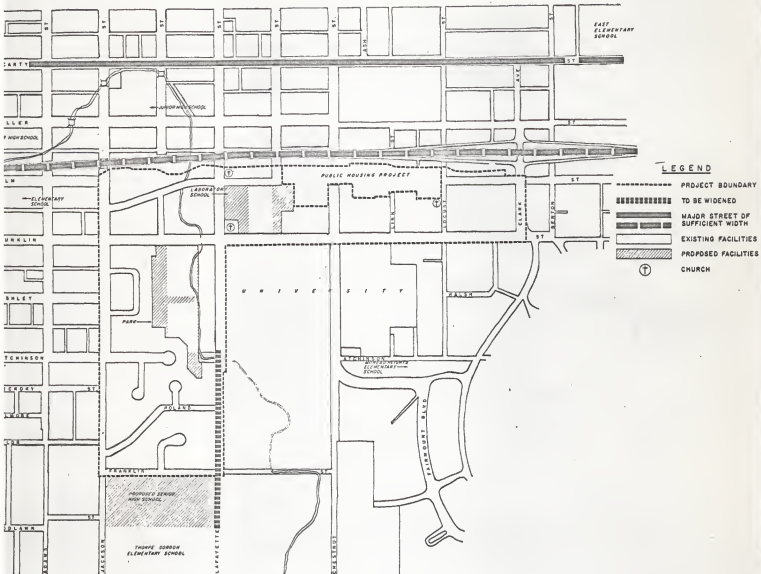
It is suggested that your board give consideration to the above changes as soon as possible so that there will be no problems along these lines when it comes time for filing applications for FHA mortgage insurance.

Yours very truly,

  
Alan T. Smith  
Director

RECEIVED  
HOUSING AUTHORITY  
CITY OF JEFFERSON

JAN 11 1961



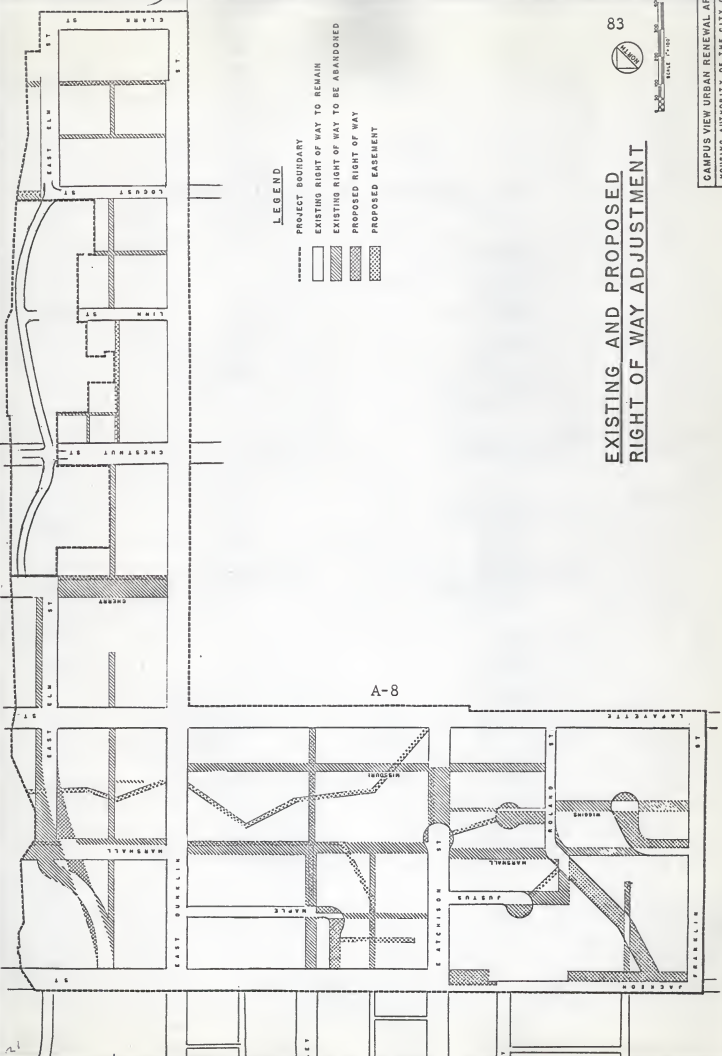




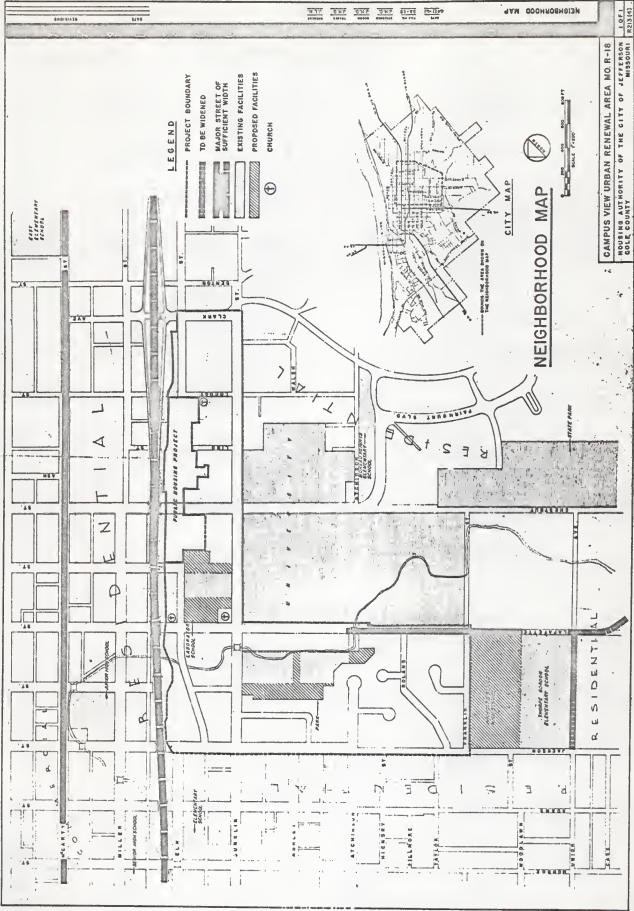
**EXISTING AND PROPOSED  
RIGHT OF WAY ADJUSTMENT**

**LEGEND**

- PROJECT BOUNDARY
- ▭ EXISTING RIGHT OF WAY TO REMAIN
- ▨ EXISTING RIGHT OF WAY TO BE ABANDONED
- ▩ PROPOSED RIGHT OF WAY
- ▧ PROPOSED EASEMENT



A-8

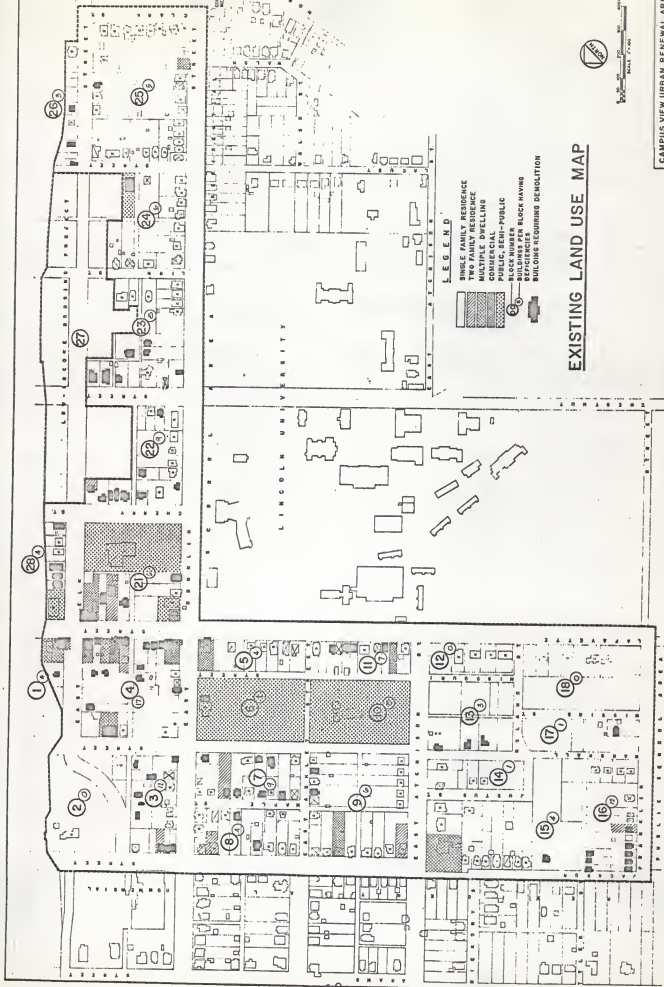


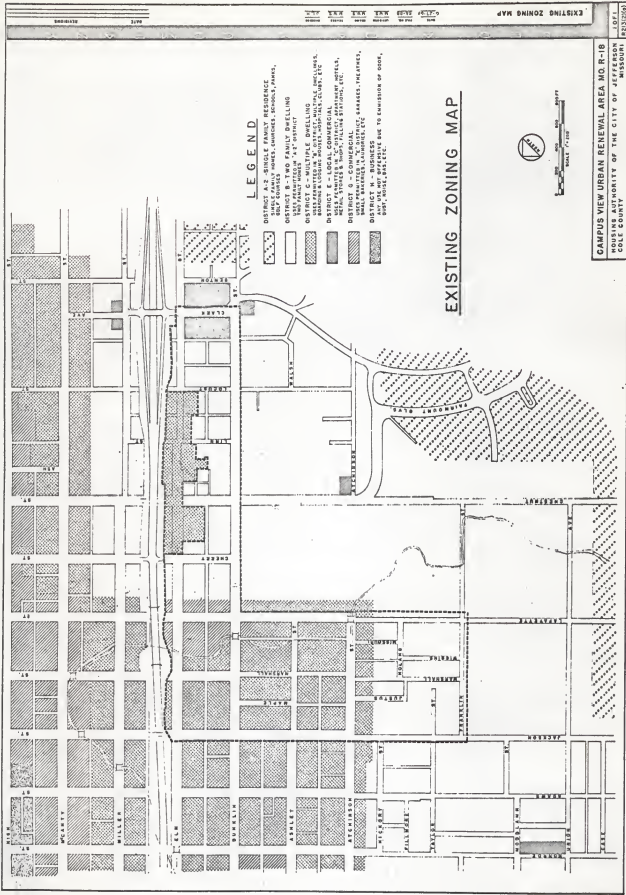


**EXISTING LAND USE MAP**

**LEGEND**

- SINGLE FAMILY RESIDENCE
- APARTMENT
- MULTIPLE DWELLING
- COMMERCIAL
- PUBLIC, SEMI-PUBLIC
- BLOCK NUMBER
- REFUGES
- BLOCK HAVING REFUGES
- BUILDING REQUIRING DEMOLITION





EXISTING ZONING MAP

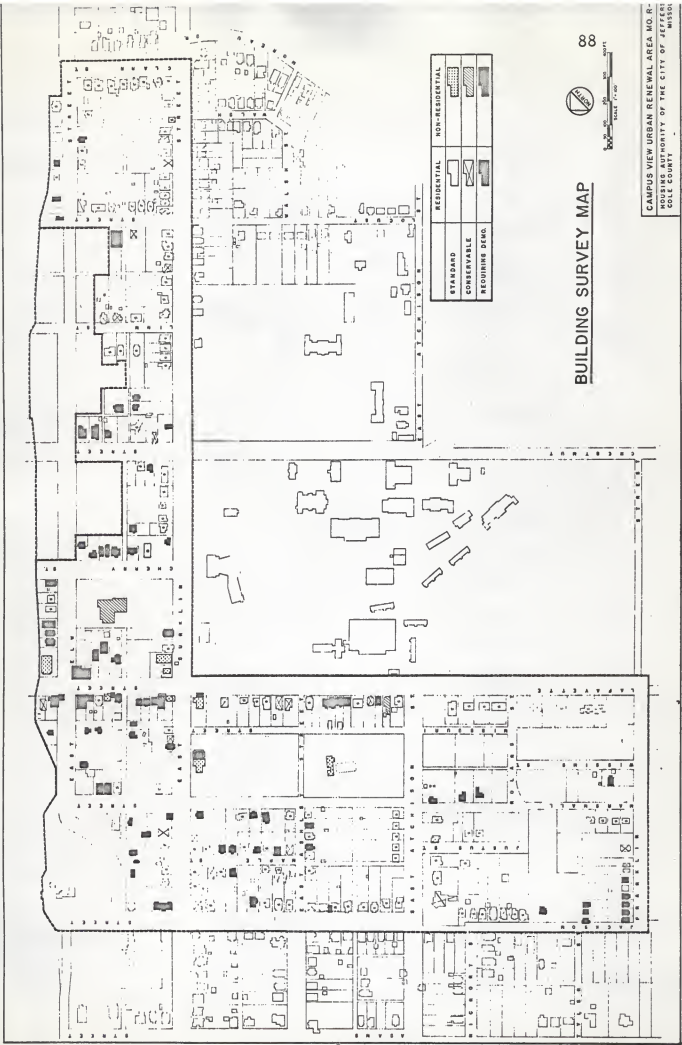
LEGEND

- DISTRICT A-2 - SINGLE FAMILY RESIDENCE
- DISTRICT B - TWO FAMILY DWELLING
- DISTRICT C - MULTIFAMILY DWELLING
- DISTRICT E - LOCAL COMMERCIAL
- DISTRICT G - COMMERCIAL
- DISTRICT H - BUSINESS



CAMPUS VIEW URBAN RENEWAL AREA NO. R-1B  
HOUSING AUTHORITY OF THE CITY OF JEFFERSON  
MISSOURI





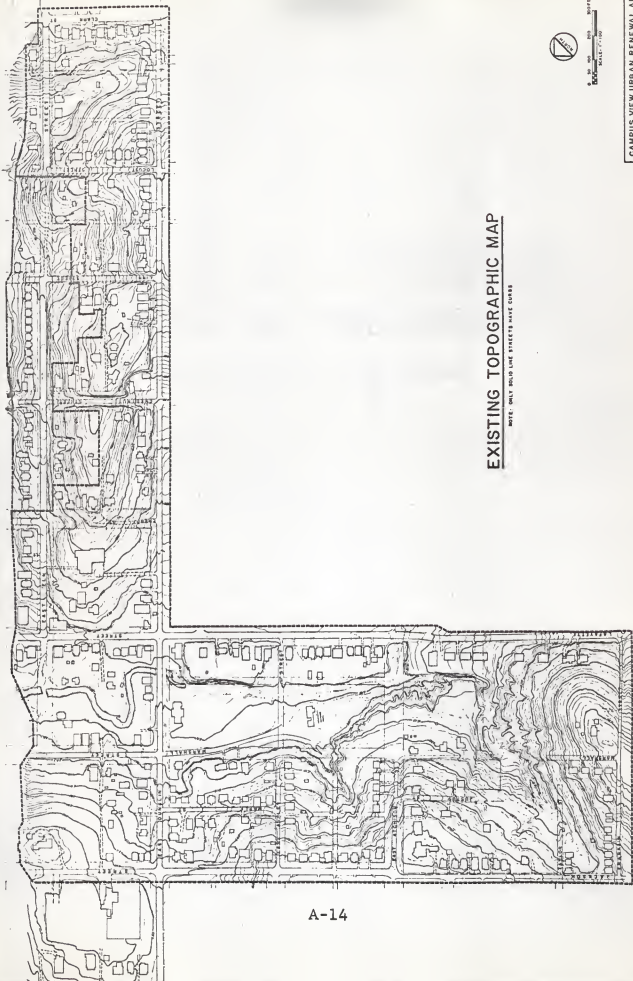
	RESIDENTIAL	NON-RESIDENTIAL
STANDARD		
CONSERVABLE		
REQUIRING DEMO		



SCALE 1" = 100'

**BUILDING SURVEY MAP**

CAMPUS VIEW URBAN RENEWAL AREA, MO. 8-  
HOUSING AUTHORITY OF THE CITY OF JEFFERSON  
- MISSOURI  
- COLE COUNTY



**EXISTING TOPOGRAPHIC MAP**

NOTE: ONLY ROAD AND STREET LINES HAVE COORS



PROJECT NAME				PROJECT NUMBER					
Campus View				MO.R-18					
CLEARANCE SECTIONS DATA									
G. PRESENT CHARACTER OF CLEARANCE SECTIONS OF PROJECT AREA, CONDITION OF BUILDINGS, AND PROPOSED LAND USES									
<i>(Determinations of the number of buildings shown as substandard under "Condition of Buildings" shall be based on criteria for "substandard" developed and reported by the LPA in connection with areas for clearance and redevelopment treatment. (See Urban Renewal Manual, Chapter 10-1 and Section 10-40-2.)</i>									
ITEM	ACREAGE OF CLEARANCE SECTIONS BY PRESENT CHARACTER						CONDITION OF BUILDINGS		ACREAGE BY PROPOSED LAND USES
	TOTAL LAND	IMPROVED LAND		UNIMPROVED LAND	TO BE ACQUIRED	NOT TO BE ACQUIRED	TOTAL BUILDINGS	NUMBER SUB-STANDARD	
		WITH BUILDINGS OR STREET IMPROVEMENTS	OTHER IMPROVED LAND						
TOTAL	36.35	23.00	-0-	10.22	36.35	-0-	111	99	36.35
1. Streets, Alleys, Public Rights-of-Way, Total	3.61	-0-		3.61	3.61	-0-			3.96
a. Major Transportation	-0-	-0-		-0-	-0-	-0-			----
(1) With Federal Highway Aid									----
(2) Without Federal Highway Aid									----
b. Other Streets, Alleys, Public Rights-of-Way	3.61	-0-		3.61	3.61	-0-			3.96
2. Residential, Total	31.16	24.55	-0-	6.61	31.16	-0-	100	90	22.17
a. Dwelling Purposes	31.16	24.55	-0-	6.61	31.16	-0-	100	90	22.17
b. Related Public or Semipublic Purposes	----	----	---	----	----	---	---	--	----
3. Nonresidential, Total	1.58	1.34	-0-	.24	1.58	-0-	11	9	10.22
a. Commercial	.95	.71	-0-	.24	.95	-0-	10	8	4.34
b. Industrial	-----	---	---	----	---	-----	--	---	-----
c. Public or Semipublic (Institutional)	.63	.63	-0-	-0-	63	-0-	1	1	5.88
d. Open or Unimproved Land Not Included in 3a, b, or c above	----			-0-	-0-	-0-			



PROJECT NAME Campus View	PROJECT NUMBER MO.R-18
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## CLEARANCE SECTIONS DATA (Continued)

## H. CONDITION AND OCCUPANCY OF DWELLING UNITS IN CLEARANCE SECTIONS OF PROJECT AREA

CONDITION	TOTAL NUMBER	NUMBER VACANT	NUMBER OCCUPIED		
			TOTAL	WHITE	NONWHITE
TOTAL UNITS	108	2	106	27	79
1. Substandard	98	2	96	24	72
2. Standard	10	0	10	3	7

## REHABILITATION SECTIONS DATA

## I. CONDITION AND OCCUPANCY OF DWELLING UNITS IN REHABILITATION SECTIONS OF PROJECT AREA

CONDITION	TOTAL NUMBER	NUMBER VACANT	NUMBER OCCUPIED		
			TOTAL	WHITE	NONWHITE
TOTAL UNITS	143	0	143	42	101
1. Substandard	28	0	28	9	19
2. Standard	115	0	115	33	82

Submitted by:

Ted J. Keno  
Signature

Executive Director

Title

July 18, 1961

Date

Housing Authority, City of Jefferson

Name of Local Public Agency

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URBAN RENEWAL AND ITS EFFECTS  
IN JEFFERSON CITY, MISSOURI

By

CHARLES WESLEY JACKSON

B. S., Hampton Institute, 1955

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AN ABSTRACT OF  
A MASTER'S THESIS

submitted in partial fulfillment of the

requirements for the degree

MASTER OF REGIONAL PLANNING

College of Architecture and Design

Kansas State University  
Manhattan, Kansas

1965

This is a study of an urban renewal project in Jefferson City, Missouri, and its effects on the city. Urban renewal is the method used to cope with the problems of obsolescence and deterioration. This renewal program comes under the Housing Act of 1954, which amends the Housing Act of 1949. This Act recognizes that slums and deterioration are problems of national concern, and that Federal assistance is necessary for cities to handle these problems adequately.

Urban renewal concepts are taking shape in the City. In carrying out these concepts, three areas are being improved. These areas are: 1. the Campus View Project, 2. the Wears Creek Project, and 3. the Capitol View Project. Carrying out improvements in these areas requires land acquisition, the establishment of laws and regulations, planning and physical development.

To become eligible for Federal assistance, the City established a "workable program" a requisite for assistance. Before assistance is granted, the local agency must provide a plan for relocating displaced families in renewal areas. The housing must be safe, decent and sanitary, public or private. This housing must be for prices the displaced families can afford.

The physical desirability of relocation should depend as much on the character of the neighborhood as it does upon

the suitability of the house. When neighborhoods become undesirable in shorter periods than the houses, the loss is reflected in the decreased value of the houses. These kinds of declining neighborhoods discourage prospective home owners. Therefore community facilities add or detract from the value of houses, depending on the adequacy and deterioration of the facilities. Deterioration and obsolescence classifies a neighborhood according to three preventive planning measures:

1. Redevelopment: slum areas which are physically and economically beyond repair and must be cleared and redeveloped.
2. Rehabilitation; declining areas where housing and community facilities can be restored by modernization that would bring the neighborhood up to health and safety standards.
3. Conservation: areas which are stable, but may need minor changes and protective measures. Conservation may be applied to newly developed areas during planning as well as after development. This eliminates features contributing to obsolescence and decay.

Urban renewal produces tangible benefits to Jefferson City. New structures in the City increase the tax base, property adjacent to renewal areas increase in value, fire

and welfare services are reduced. Human benefits are that people get better housing, delinquency goes down, and those who never before could do so can now enjoy the fruits of a better neighborhood. Area and City benefits are: better design, obsolete land uses are replaced with a more efficient pattern of development, and an increase in employment.

Jefferson City is made up of individuals and families of different ethnic backgrounds, color and social class. Each of these factors has brought many changes to the City. Among these changes are different cultural patterns, traits, tastes and preferences. Therefore, relocation of displaced families and individuals has been the one factor which leaves much to be desired.

Advances have been made in public regulations and laws, but the character of the neighborhood is basically the same. The breakdown in public regulations and laws is characteristic of local customs and prejudices. Due to the magnitude of the relocation situation, it will be many years before urbanization will become a simple entity where Jefferson City will be desirable in housing and related matters.