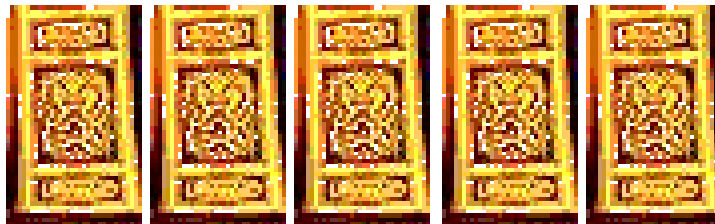


“Chinatown Working Papers”

Executive Summary

Advancing a public dialogue on Housing, Employment and Investment



Chinese Consolidated Benevolent Association

September 2001

Revised: ReidCurry, Inc.

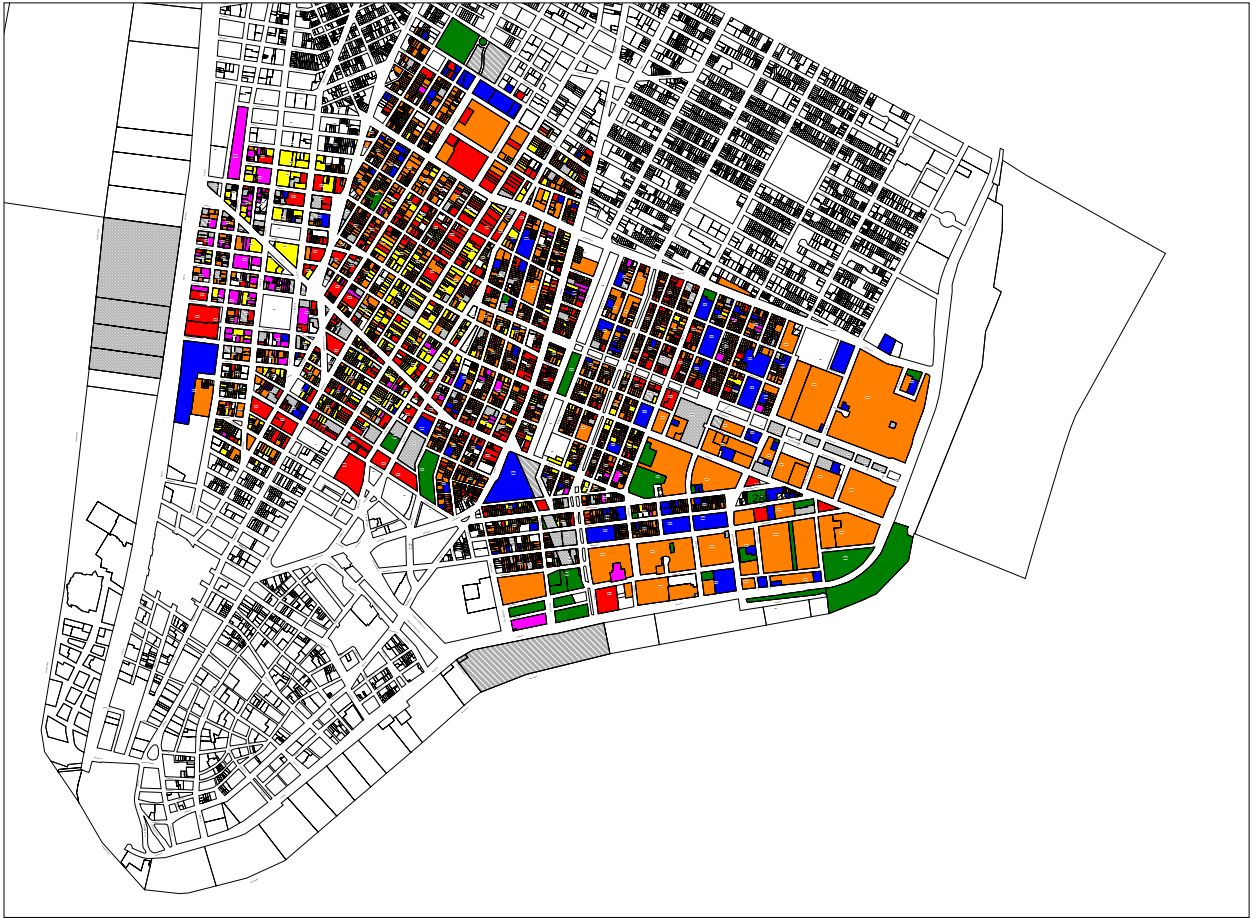
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We are very grateful for the guidance, support and encouragement of the
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Each perception of a *crisis* includes the discovery of opportunity.

Executive Summary

Source

<http://www.communitydesign.net/chinatownplan>

Economic Impact Assessments After World Trade Center Tragedy

This foreword to the Chinatown “working papers” project attempts to provide information about the economic impacts on Chinatown that are occurring as a result of the World Trade Center tragedy. Final drafts of the working papers were completed just prior to 9/11/01. We hope the “baseline” data represented and the ideas it generates can serve comprehensive community development. The Fiscal Policy Institute (FPI) released a report on September 28, 2001 entitled, *Economic Impact of the September 11 World Trade Center Attack (Preliminary Report)*. It is available for review at (www.fiscalpolicy.org) The report was prepared for the New York City Central Labor Council and the Consortium for Worker Education and developed data on twelve major industries. The data is organized into three areas of analysis defining effects on 1) Employment, 2) Output and 3) Compensation. Each of these areas is examined for interrelated economic impacts in the form of losses defined as 1) Direct, 2) Indirect and 3) Induced. Isolate these citywide economic impacts on Chinatown.

Millions Lost in Chinatown in the 1st Months after the Attack

Based on the preliminary results researched by the Fiscal Policy Institute (FPI), the impact on Chinatown is significant and precarious. The direct impact on Retail Trade and Restaurants represents a loss of 24,100 jobs in the first month. This employment represented \$12.7 million in lost output and over \$552 million in lost wages, salaries, fringe benefits, and payroll taxes in New York City.

In the part of Chinatown defined by zip code 10002, there are over 160 restaurants that employed approximately 900 people. Reports coming out of Chinatown since 9/11 say that restaurants have been nearly empty since September 11, 2001. The total restaurant employment in the area south of 23rd Street is over 25,000.

Retail trade in Chinatown represented 19% of its employment as of May 2001 and it was one of the fastest growing sectors of the local economy. This growth was fueled extensively by the increase in tourism. Less well known is the extensive employment in Chinatown’s service sector - hotels, personal and business services, health, legal, education and social services. These areas represent 52% of the employment in Chinatown. Chinatown speaks all of the languages of Asia. It provides the primary source of professionals for the entire city’s Asian population. The loss of access to these essential services and the full impact on the community after September 11, 2001 remains unevaluated. A comprehensive assessment is needed.

The first month estimate of lost employment by FPI is 108,500 jobs, lost output to the New York City economy is estimated at \$16.9 billion and the lost wages is nearly \$7 billion. The Chinatown resident and business community is one of the most severely hurt by the attack; it is also a community that would be the first to put its demands last. This should not occur. The vitality of the Manhattan Civic Center is literally defined by its next door neighbor - Chinatown.

Begin a Problem/Solutions Dialogue

First -- Economic recovery is composed of two ingredients effectively combined and blended by community leadership. At this stage working capital in the form of long-term low interest recovery grants and loans are being provided. A portion of the total loan portfolio for businesses in Chinatown that is supported by public funds or guarantees should be set aside to form the second ingredient - a Chinatown “remarketing” fund. This resource should be established quickly over two to three months. A Spring 2002 campaign would be launched and targeted specifically to get people back into lower Manhattan and Chinatown. A well-balanced campaign to return consumer and business confidence can offer support to the entire community in many creative ways.

Second – A comprehensive community economic development plan is now essential. Solutions are created with a good understanding of the issues at hand and a good definition of the problems, as they are defined by research and through experience. Three major issues are addressed in the working papers: Housing, Em-

ployment and Investment. In examining the relationship between these issues the following description of key physical development problems are as follows:

Solving Chinatown's housing problem means making 'affordability' production a social and political priority. The numbers in the working papers define a Chinatown that is becoming a place for the very rich and the very poor. The lack of affordability is causing Chinese middle class "flight". The lack of social and economic diversity in Chinatown will make it an unattractive place to do business. A demonstration case study area has been recommended. This would allow for formation of a model concept and help prevent litigation.

Solving Chinatown's employment problems means finding a way to sustain a manufacturing base in the short term as a key employer of professional and new immigrant labor. The problem is called "replacement demand". Entry-level jobs are available for short periods per month per employer creating the impression of growth instead of rapid turnover. Many garment businesses are closing as a result of the 9/11 crisis, but this was the community's most significant problem prior to September 11, 2001. There is one reason to sustain competitive centers of employment in garment and related manufacturing industries in or near Chinatown. Replacement by new service industries are speculative business ventures least likely to be local employers. The capital retention gap becomes enormous.

Major capital investments in Chinatown have become nearly impossible. Solving the long-term investment problem means establishing a vision for Chinatown. A resource that can monitor and successfully support any number of interventions capable of meeting housing and employment needs requires the parallel identification of investment concepts that will firmly establish Chinatown as a global center of Asian life, commerce, and creativity in America. The formation of a new professional services office complex is an integral part of a lower Manhattan strategy. An economic anchor for international trade and community development for Chinatown is essential.

The total reconstruction of Canal Street is inevitable. As currently designed, this route is dangerous at best and at its inevitable worst it will simply fail to serve its function. Confront the future of Canal Street as a primary cross-town route connecting Long Island and Manhattan with all points West. The opportunity is now to extend full responsibility for the physical condition of Canal Street to the Port Authority of New York and New Jersey as the agent responsible for three-quarters of the vehicular traffic.

Third - Investment in people is a broad social responsibility, but local governments find it difficult to raise investment levels. Beyond the tax issue, extensive local investments in people may not return locally. A major education investment in New York City could be "a return on investment" in Chicago. An opportunity to breach this gap is through an innovative education component that parallels the logic of diversity in housing, employment, and transportation. The resource leadership for this initiative is federal.

Investments in the training and advancement of the community's nonprofit housing development and social services sector would greatly assist in the production of new affordable housing and community facilities. An investment in educational innovation to mitigate the damage of employment losses in manufacturing and related sectors in the short term is the central ingredient for preserving the creative core of the industry. In the longer term, a vision for Chinatown requires a plan and leadership training to bridge social and economic gaps. These gaps are closed by developing Chinatown as the revitalized center of international commerce and trade and a vital partner in the rebuilding of Lower Manhattan.

The Chinatown Working Papers Project

Introduction

In July 2000, a news headline described conditions in Chinatown in the following manner: *“Boom times are the worst thing ever to have hit New York’s Chinatown.”*¹ The sense that a comprehensive Chinatown planning process is needed continues to rest on this point. - There is a need to define and solve the problems caused by recent events, but in a broader sense it is an opportunity to see Chinatown outside of the “ups and downs” of the business cycle or challenges to our way of life. The housing preservation, commercial office development and business retention question in Chinatown remains complicated and difficult to define. How can we attract investment while preventing the loss of Chinatown’s history, traditions, values and beliefs?

In January 2001, members of the Chinese Consolidated Benevolent Association made an investment in the development of a “working papers” project and a survey to address public opinion. Over a period of six months, beginning in March 2001, the planning staff conducted research and interviews. The purpose is to present the facts, define issues and to encourage mutual action in areas of shared interest.

On September 11, 2001 everything changed. We now view this research as a tool to assist in New York City’s recovery. We see Chinatown’s recovery as a crucial test of New York City’s ability to stand firm against acts of terror. Finding methods for strengthening solidarity has been ongoing for many years in Chinatown. Our sense of urgency is now intensified and furthers this resolve. The first step is a “fact finding service”. It is offered as an initial step to solving Chinatown’s problems by focusing on its assets.

The term “working paper” implies a work in progress. A public opinion survey was conducted and papers on housing, employment, and investment in Chinatown were prepared. Much of the research draws on 1990 Census data as a prelude to the examination of trends for selected variables of the 2000 Census. In this sense, the opinion survey and the papers provide facts useful for the task of examining possible, probable and preferred community futures.

Moving Forward

Quality decision making in community-building requires an ongoing demographic and urban planning assessment of existing conditions based on fact. This is especially true in communities that experience relatively rapid changes in cultural composition caused by natural population growth, migration, and immigration.

The working papers introduce the potential of a participatory and strategic planning component, to in effect, “work” the working papers. They begin to outline various geographic and political “locations” and attempt to enable individual actors to discover the degree to which the legal framework of the City’s comprehensive planning process can be used to create desired futures or outcomes. The complex process that governs community development ranges from the choice of use put to land to the human resources and capital proceeds derived from those choices. The degree of control people have over this system is measured by the quality of participation and the combination of strategies used to create benefits, returns on investments and improvements in the quality of life. The opinion survey and the working papers are offered as a vehicle for successfully engaging this often chaotic but highly rewarding process of influencing and managing human affairs.

Executive Summary

The Public Opinion Survey

The public opinion survey is drawn from people who live and/or work in Chinatown. It is intended to stimulate a dialogue on the future and to assist in the formation of partnerships to provide solutions to problems. It is a way forward. The top five issues based on the total number of affirmative responses were: 1) The Streets, 2) Housing, 3) Environmental Quality, 4) Social Services, and 5) Business.

- The highest concern within the topic of “streets” was poor private and private sanitation services, and vehicle abandonment².
- Almost 91% of respondents believed that overcrowding and housing deficiencies are serious problems.
- The majority of respondents feel that Chinatown is environmentally unattractive.
- Expanding social services for the elderly is a top priority followed by a need for a flexible “workshop and training style” community conference facility.
- Respondents felt that industrial closings and displacement were the top business priorities in Chinatown. This was followed by strong suggestions that real improvements were needed in defining and designing Chinatown's many business districts.

These issues are first felt and addressed by local institutions in attempts to correct deficiencies and to develop the added local capacity needed to bring about solutions. This creates resources to solve small problems before they require emergency resources and it provides a basis for negotiation on how services are to be provided when needed during emergencies. Resources to solve problems were defined as community assets. The following assets were considered essential to a thriving Chinatown:

1. The community is well served by a strong and independent local media. This resource is a vital information dissemination tool for community development and planning.
2. There are several well attended citywide attractions and local events useful for the gathering and dissemination of information.
3. The sophistication of traditional district associations and success of nonprofit development corporations represent the American and Asian diversity of the population.

Asset development concerns were:

1. Redevelopment opportunities are too few. Creative solutions are needed.
2. The community's ethnic composition is changing the character of Chinatown. However, the institutional response in building new bridges has been slow.
3. More civic engagement opportunities need to be extended to young people.
4. The voting power of Chinatown is weak for the lack of a “fusion” candidate. Focus on Chinese-American youth as leaders for the future.
5. Seek out and encourage Chinatown's professionals (doctors, CPAs, lawyers, etc.) to help frame new arguments for the community's development³.
6. Chinatown's greatest human resource opportunity is the diversity of its skills, but "immigration debt" remains a serious and largely undefined problem.

A listing of the affiliations stated by the survey respondents on the survey instrument will be found at the end of the public opinion survey paper. We believe the opportunity for consensus on several issues can be established as a result of this survey.

The Working Papers

The facts are friendly and can be used to empower “working interest groups”. Most of the data used to date is drawn the 1990 Census with the exception of population, race and ethnicity information for 2000. The Appendix to this working paper series includes a schedule of the release of 2000 data. The intent of the working paper series is to provide new information as it becomes available and to evaluate trends in partnership with local organizations. This will provide the basis for a community engagement service using a subscriber readership model for ongoing inquiry and criticism.

Housing

The working paper on housing selected nineteen census tracts for evaluation. This study area contained 38,247 units of housing in 1990. These tracts define an area roughly bounded by Houston Street (N), Broadway (W) and the East River (E) to Frankfort Street (S). In 1990, the Asian population in this area was 52,256 people; by 2000 it grew to 58,547, a 12% increase. For Community Districts 1, 2 and 3 the Asian population increase was 19% from 61,913 in 1990 to 73,798 in 2000.

While not final, the total unit count is expected to increase by 9+% in the nineteen tract study area, the rental unit percentage will decline due to a significant increase in the number of ownership units. Nevertheless, as of 1990 just 10% of all the housing in the study area has been built in the last thirty years. The increase in the number of housing units from 1990 to 2000 will add approximately 3,500 dwelling units.

- About half (48%) of the households living in Chinatown arrived in the community between 1970 and 1990. This extensive “arrival” of people is expected to continue in the 1990-2000 decade. The 1990 Census indicates 3.12 persons per household in the study area, compared to only 2.08 persons per household for all of Manhattan. Expanded analysis of overcrowding is a priority, given the potential for epidemic outbreaks.
- The study area is dominated by rental housing at over 95% (1990). About 36% of tenants paid between \$300 and \$499 per month in rent in 1989 dollars. Census data at that time indicated 39.1% of renter-occupied households in the Chinatown study area pay more than 30% of their income on rent. Nearly four out of ten households paid rents that were unaffordable. This relatively low level of households defined as “rent burdened” suggests additional indicators such as “key money” are needed to evaluate housing affordability and rent burden issues in Chinatown.
- To advance the development and implementation of a comprehensive housing plan for Chinatown, the working paper on housing suggests the development of a *Case Study* approach in partnership with developers and affordable housing advocates. The area is south of Confucius Plaza and one of the few parts of Chinatown to contain large vacant land sites, as well as, the recent construction of new multiple story housing. The case study approach is offered as a vehicle for the exploration of options through an innovative design participation process. It is a vehicle that helps avoid costly litigation.

New York City’s banking and housing development community have placed the affordability of housing as a top priority in a new coalition group known as Housing First, Inc. If Chinatown is to benefit from on this growing interest in “filling the affordability gap, the extraordinary complexities of housing development in Chinatown will require a focused and disciplined effort capable of creating a housing solution “outside” of the courts.

Employment

Employment in Chinatown was analyzed using zip code 10002. This area does not cover all of Chinatown with about 19,000 local jobs. It was selected to help represent the basic structure of the community's employment. Employment in the context area (all Zip Coded geographies south of 23rd Street represents a total of 744,000 jobs.

The question of Chinatown's declining industrial activity remains the primary concern. Little action is being taken to define the older industries that should be sustained. A tactical approach to the retention of older industry market share despite higher wage costs and global pressures is through technological investments and specialized design and product marketing. Manhattan is not competitive as the manufacturer of a million *widgits*, but it is the place where the widget is conceived, built, market-tested and launched. What could be lost is not just local jobs, but the capacity to create them.

- Chinatown is shifting into a personal and professional services environment. The issues of street cleanliness, noise, and access by public transportation are increasingly vital services for attracting and retaining customers and all levels of skilled people. Access to both formal and informal green spaces and plazas is increasingly important.
- The localized reduction of Chinatown employment in sectors like Finance, Insurance and Real Estate (FIRE), Wholesale Trade and Manufacturing has been offset by increases in other sectors of the local economy, namely by Retail and Services. The shift in sources of employment is a cause for concern. The rate at which the shift is occurring disrupts existing businesses including manufacturing clusters and the business relationships that built them over the last half century. It appears as if the reduction of manufacturing activity is affecting employment in finance, insurance and real estate employment in the core of Chinatown.
- In Chinatown (zip code 10002), Retail was the second largest, and the most rapidly growing sector with a growth rate of 13% between 1998 and 2001. In the area below 23rd Street, manufacturing decreased at double this rate. Apparel manufacturers lost the most number of jobs. The time frame of this analysis is "short-term". Nevertheless, heightened awareness is now required. The added impact of a significant decline in retail services, especially in restaurants, will lead to critical levels of unemployment.
- Manufacturing jobs serve as entry points for people with low educational and English language skills. In Chinatown, as per 1990 census figures⁴, 54% (43,694) of the people have educational levels up to 12th grade (no diploma). Just 16% of the population 25 years and older have attained degrees. Given a confirmation of a repeat of these conditions in the 2000 census there is an opportunity to innovate in educational facility development.
- With the presumption of no protection for existing manufacturers and contractors of apparel⁵ in the area defined by 10002, there could be a loss of an estimated 25 firms. Data on the total employment of these individual businesses was not obtained. They have been identified by name and can be monitored as businesses that could need high priority retention or relocation services. Monitoring these overall conditions enables appropriately scaled interventions.
- People are traveling longer distances either due to a lack of affordable and quality housing or due to a lack of accessible jobs in Chinatown. The 1990 walk to work ratio in Chinatown is high at 41% and 33% travel less than 20 minutes. In 1980, over 56% residents in Census Tract 8 walked to work⁶. However, for the same tract in 1990, though this number dropped, it was still a significant 50%.

Investment

This working paper provides facts to assist advocates of Chinatown to retain its historic vitality while adapting to the pressure of new commercial-office investment. Three major indicators of investment were selected to begin this complex process. The first takes a look at the Capital Budget of the City of New York and documents public investments for Community Districts 1, 2 and 3. The second component examines investments in the community's social capital – its people and its community housing and economic development corporations. This is initiated by describing major components of the Consolidated Plan submitted by the City to HUD each year. The third component examines the substantial holdings of Chinatown's Banking Community utilizing data provided by the Home Mortgage Disclosure Act and the Community Reinvestment Act.

An examination of planned investments by the City's Public Benefit Corporations such as the New York and New Jersey Port Authority or the Metropolitan Transit Authority and the Board of Education was not initiated, but is recommended. Hundreds of thousands of large and small investments made through the distribution of public revenue have a dramatic and lasting effect on the quality of life in a community. Often the smallest investments in local organizations have the most meaningful impact on people's lives.

Public Investment

With a couple of notable exceptions Chinatown has not been the beneficiary of capital improvements. Substantial and visible evidence of quality of life improvements in the environs of public buildings and parks is welcome. Two major parks (Sara Roosevelt and Columbus) are slated for significant improvements. Chatham Square improvements have been long awaited. As Chinatown is expected to rely on tourism increasingly, several significant improvements are needed.

New York City spends approximately \$43 billion each year. To assist in evaluating and to begin monitoring New York City capital expenditures as they affect Chinatown, a breakdown is provided on a line item basis. It has been categorized into three basic areas for examination. In addition, a summary map of all projects has been created and summarized using three additional maps under the following headings.

1. Roadwork, Transportation and Infrastructure Development
2. Public Building Improvements
3. Community Facility Improvements

The total amount appropriated as of 5/31/98 in capital budget funding in CD 1, 2 & 3, is about \$2.3 billion, and assuming that all the projects are taken to completion, the total figure will stand at about \$3.7 billion. Of this total, about 72% is taken by the Manhattan and Williamsburg and Brooklyn Bridges leaving an estimated \$400 to \$420 million between the adopted capital budget of 1999 and the projected three-year program that could be spent through to 2002. Two projects that directly affect and involve Chinatown are \$2,359,000 for Columbus Park Rehabilitation and \$5,263,000 for Sara Roosevelt Park Improvements. The status of these investments requires the influence and ongoing investigation of a working group.

Roadwork

Canal Street's role in lower Manhattan serves total of 37 million cars, trucks and buses each year, producing approximately 50 million miles of travel. In the midst of this massive vehicular flow, pedestrians attempt to survive. It's link to the Holland Tunnel and the Manhattan Bridge makes it a heavily used thoroughfare.

A comprehensive examination of Canal is needed. This should include a budgetary allocation for an urban design plan to specifically address public safety. In this manner it is possible to address physical solutions, as well as, identify business district benefits to retailers and commercial office and housing developers.

Community Facilities and Public Buildings

The ongoing and upcoming expenditures planned for Sara Roosevelt and Columbus Park should act as a focusing agent on a comprehensive facilities and open space improvement plan for all of Chinatown. Parks and the streets that lead to them are key design components for a comprehensive open space plan.

A recent report entitled *Lower Manhattan Pedestrian Study* was published in 1997 by the Department of City Planning. It examines the issue of "pedestrianization". This work contributes to the implementation of design treatments that increase the safety by giving "people" dominance in the street and sidewalk while providing for emergency vehicles, truck deliveries and alternative transportation. New approaches will limit the internal combustion engine's wear and tear on a community. Unfortunately, the northern boundary of the study ends at Chambers Street. This environmental resource is needed in Chinatown.

- The network of community services, from local parks, plazas and schools to the smallest streetscape and sculpture gardens can be seen as "linked" using the methods and techniques of pedestrianization. It does not stop traffic, it alters its behavior. Extraordinary advances have been made in many parts of Europe using these techniques. It seems only logical that the destinations to and from the community's service facilities such as school or clinics should link along these "enhanced safety streets".
- There are enormous benefits to commercial streets as well, but prudence also suggests a demonstration within the civic environment of Chinatown would serve as an informative first step. Improvement to a substantial number of child care centers and senior citizen facilities are also mapped and described. These investments should be monitored and also considered as "linked" to the "walking persons" view of Chinatown.
- There are 12 Public Buildings which have been appropriated about 10.3% capital budget expenses and will attract 16.5% of the total expenses in the Lower Manhattan Region As is evident from the chart most of the expenditure will in the reconstruction and the renovation of the different courts in this area. An excellent example for how to advance and expand quality public spaces is illustrated by the new Patrick D. Moynihan Court building just south of Columbus Park.

The Consolidated Plan⁷

Resources are organized by the Consolidated Planning Process to access Federal block grant funding. The resources defined by this annual plan are directed specifically to low- and moderate-income communities. The process outlines the expenditure of just over \$424 million. Of this amount \$104.6 million is directed as HOME Funds. There is \$263.55 million in block grants for a variety of purposes, \$7.86 million in Emergency Shelter Grants and \$48.46 million for the production of housing for people with AIDS. Following are some highlights from the Consolidated Plan that directly affect Chinatown.

- The Neighborhood Commercial Revitalization Program is budgeted for \$1.7M. Baxter Street (W), Worth Street (E), Broadway (S) and Canal Street (N) bound the eligible area in Chinatown. This area designation does not “see” all of the commercial fabric of the community and should be reviewed.
- A significant number of childcare facilities supported by the Agency for Childhood Development will receive capital resources to improve and expand these facilities. Research by the New York City Child Care Consortium for Chinatown by PICCED should provide added insight into the unique problem of expanding childcare facilities and services in the community. Of the \$9.6 million for childcare facility upgrades, an estimated \$430,000 could be made in local facilities in the coming year.
- Street vending should be “celebrated” according to some while others consider it a detriment. The history of this activity goes back to the beginning of the Lower East Side and Chinatown. The recently renovated Essex Street Market was built to eliminate unhealthy conditions on the streets. The community development block grant program provides nearly \$0.5 million city-wide to address this issue. A unique urban design approach for a Chinatown solution to the street vending issue should be investigated with these resources.

Housing is the centerpiece within the overall framework of public investment in neighborhoods. A combination of city, state and federal funds provide an extensive variety of education and community facility development programs related to housing development. For example, the provision of funding for services to tenants, provides legal assistance to low and moderate income individuals to prevent illegal evictions

- City code enforcement teams will conduct and complete 140,000 to 160,000 inspections every year to assure conformance with the City’s Housing Maintenance Code and Multiple Dwelling Law in all privately owned multiple dwellings.
- Resources such as the Inclusionary Housing program and the Taxable “80/20” program are opportunities to invest in affordable housing. The Inclusionary Housing program provides for a 20% increase in allowable floor area for projects in R10 zones. More than 350 units of low-and moderate-income housing have been developed since the programs inception in 1987. The “80/20” program provides subsidies of up to \$20,000 per low-income unit with taxable bonds issued by the Housing Development Corporation. (HDC). Unfortunately, plans for funding new affordable housing included bonds backed by the sale of the World Trade Center. The owner continues the lease, however, the bonding capacity remains in question.
- The initiative for identifying and prioritizing sites suitable for the alternative public investment incentives by the federal, state and city housing and economic development agencies following the WTC disaster is essential. This is an opportunity to go beyond individual department or program directors “view” of New York City to address the affordable housing crisis in Chinatown.

Private Investment

The banking industry is rapidly changing through mergers and in the type of services provided. Part of this service is expected to have a local impact. Essentially, financial institutions are expected to seek out investments that benefit the ordinary depositor.

Two major research tools available are the Home Mortgage Disclosure Act (HMDA) and the Community Reinvestment Act (CRA). The following briefly illustrates how they can be used to advance community-based planning and development objectives.

- Using data from HMDA, a total of 147 loans for \$30.53 million were made in 1999, the lowest figure was \$2,000 and the highest at \$ 4.1 million. The median loan was \$80,000. In terms of total loan amounts, Chinatown generated just over 2% of the \$1.6 billion generated in Manhattan. The average loan in Chinatown was \$134,139 as compared to \$248,307 for Manhattan. In absolute figures, the residents of Chinatown generated \$332 per person as compared to \$1,048 per person for Manhattan. The implications of the rate at which tenement buildings are purchased and home buying households are leaving Chinatown needs to be fully evaluated.
- When the federal bank and thrift regulatory agencies revised the CRA, with new regulations in 1995, they committed to a review of the regulations in 2002 to determine whether the 1995 revisions met goals for an objective, performance-based CRA evaluation process. Based on data provided from the Federal Deposit Insurance Corporation (FDIC), PICCED began by researching 33 banks in Chinatown. The total deposits of these institutions are just over \$5.1 billion. The extensive participation of the community is needed in this review process.
- According to a study by the Asian Americans for Equality⁸ in 1994 total deposits in Chinatown's banking institutions were just over \$5 billion at that time. An additional \$15 billion was identified in other Asian communities⁹ in Flushing, Northwest-Central Queens, South Flushing/Jamaica Estates and Sunset Park.

Evaluating New Construction and Altered Buildings

The actual measure of development in Chinatown can be drawn from public data provided by the Manhattan Office of the New York City Department of Buildings (NYC-DoB). This information should be gathered to provide for the mapping of development activity in the community. This data would be comprised of all new construction permits and altered building applications filed with the Department of Buildings over a period of one year. The period for this analysis would begin for the 1998 calendar year through 2000. Thereafter this data would be acquired at the conclusion of each year.

- This work provides a basis for evaluating the changes in building use within existing mixed use zoning districts surrounding Chinatown. Manufacturing lofts for example that have been converted to commercial office or housing would provide a barometer on land use changes in the community over time.
- A second objective of this land use and development analysis will be to determine levels of public investment in housing affordability needed to sustain a specified range of diversity-measures and support ongoing monitoring, evaluation and intervention as required.

Endnotes to the Executive Summary:

¹ John Wang, "The Boom that Threatens Chinatown" *New York Times* July, 2000

² In follow-up discussions the "abandonment" point includes, government agency "windshield parking permit" vehicles that occasionally blanket the streets Chinatown.

³ The issue of the "uneducated majority" is a common social transition/immigration issue. The frustration and difficulties faced by the "educated minority" in finding ways to enable people is just as important a problem to solve as the poverty stimulated by the lack of schooling.

⁴ Census tracts studied are the same as the tracts studied in the Housing Paper

⁵ Apparel Industry Taskforce database, Dept. of Labor 2001

⁶ Special Manhattan Bridge District- A Re-Evaluation, Michael Kwartler & Associates, August 1985

⁷ A new book, *HUD's Consolidated Plan: An Action Guide for Involving Low Income Communities*, is available from the Center for Community Change (CCC) as aid to understanding and working through HUD's Consolidated Plan (ConPlan) process.. The material helps readers to pick out what they need to know at any point in the process. The Action Guide describes the five stages of the ConPlan process and explains what must be in each ConPlan. There is also a chapter focusing on the details of the Annual Action Plan. The Action Guide emphasizes features of the law and regulations that suggest that low-income people and their needs should get the highest priorities in the ConPlan. Another emphasis is the public participation process, including a "model" public participation plan. Copies of the Action Guide are available for free to low-income community groups and advocates. Bulk discounts are also available. Contact CCC Publications, 1000 Wisconsin Avenue, N.W., Washington, DC 20007, tel. (202) 342-0567, fax (202) 333-5462, or e-mail to juergensc@commchange.org.

⁸ *The Community Reinvestment ACT: Accessing Resources for Asian American Community Development* AAFE – July 1994)

⁹ The total deposits in Chinatown's banking institutions surpassed \$5 billion according to the AAFE study. An additional \$15 billion was identified in other Asian communities⁹ in Flushing, Northwest-Central Queens, South Flushing/Jamaica Estates and Sunset Park. AAFE identified banks in delineated service areas by census . PICCED's research was limited to the eighteen census tracts of the study area and identified the banks thereafter.