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~~HOUSING~~  
~~NASSAU COUNTY, N.Y.~~

A REPORT ON ECONOMIC CONDITIONS,  
EMPLOYMENT AND HOUSING AS THEY  
AFFECT THE RESIDENTS OF NASSAU COUNTY

Submitted to  
County Executive  
Eugene H. Nickerson

October, 1968

Hortense W. Gabel  
Consultant

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CONTENTS

PAGE NUMBER

Introduction

I

Doc

HC

Summary of Findings and Recommendations

II

107

Scope of the Study

1

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N364

Findings

3

Prosperity and the Poor

3

Housing

12

The Resources of Leadership

18

Recommendations

19

The Development Corporation

21

Functions of the Corporation

23

Housing

23

Minority Business

32

Corporate Structure

38

A County Manpower Agency

46

Notes

60

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October 16, 1968

Honorable Eugene H. Nickerson, County Executive  
Executive Building  
1 West Street  
Mineola, New York 11501

Dear Mr. Nickerson:

Submitted herewith is a report on economic conditions, industry and employment as they affect the residents of Nassau County. The study concentrates, in the main, on problems faced by the poor and by minority families in achieving two goals: full employment and full participation in the life of the county.

Locational and transportation problems, inadequate job opportunities and segregated, often substandard housing are a major constellation of constraints. Since the locational problem is the subject of a parallel investigation, this study focuses on economic opportunity and housing. Its findings are, on the whole, positive. Employment and housing problems of the poor are relatively small scale and manageable in the light of the county's great financial, industrial and leadership resources. In fact, Nassau County has it within its power to become one of the first counties, if not the first in the nation, to eliminate slums. It can do an equally challenging job in employment and the development of black industry.

So many people have provided factual data and useful insights, that it is impossible to list them. Particular mention must be made, however, of the generous assistance of Lee Koppelman, Director of the Bi-County Planning Commission and John Calbreath Burdis, Director of the Nassau County

Honorable Eugene H. Nickerson

Page 2

Planning Commission and their staffs. Without the invaluable advice and cooperation of James Truex, Deputy County Executive and Lois Blume, Federal and State Aid Coordinator, the report could not have been prepared. Lastly, appreciation is expressed to Peter Friedman, the writer's colleague and associate, for the major contribution he has made to every aspect of this paper.

Sincerely yours,

HWG:ib

Hortense W. Gabel

Summary of Findings and RecommendationsFindings

Nassau County is the wealthiest county in New York State. Its unemployment rate is very low and its median family income is just under \$10,000. Nevertheless, in 1966, 16,000 families had incomes under \$2,600., 43,000 households had incomes under \$4,000. and 63,000 households had incomes under \$5,000. If present trends continue, there is reason to believe that the gap between the poor and the middle class and well-to-do will widen.

Though the County's prosperity will continue, the rate of economic growth is declining. It has dropped from 85% between 1950 and 1960 to an estimated 28% between 1965 and 1975. The economic mix is shifting substantially to those industries requiring higher skills and more extensive education.

The County's population has almost reached its maximum growth. In 1967 it was estimated at 1,428,000. By 1975 it should increase by less than 82,000 and by another 60,000 in 1985. There will be fewer children of school age in 1975, more young adults and older people and more minority people.

The County's black population is small. It was 53,000 or 3.8% in 1965. However, by 1985 there will be about 114,000 black residents, an increase of 115%. Blacks will comprise about 6.6% of the population, but they will account for more than 35% of the increase.

Economic Opportunity and the Poor

The New York State Employment Service estimates that more than 54,000 men and women are unemployed, underemployed or have involuntarily left the labor force. This group can be a major employment resource for the 134,000 new jobs that will be created by 1975. These people are poor and need training or retraining. A disproportionate number are of minority extraction.

Many of the black poor live in eleven, increasingly segregated poverty areas. An arc of segregation is emerging in Roosevelt, Hempstead and Freeport. A second major concentration is in Westbury and New Cassel. Between them, they are the places of residence for more than half of the county's black population.

The poor have little access to the services and facilities which the rest of the County take for granted.

More than 22,000 live in substandard or doubled-up housing. Thousands pay more than 25% of their incomes for housing.

Employment opportunities for the poor are often dead end, low-paying, occasional. Nonwhite entrepreneurial activities are minimal.

The minority poor are becoming increasingly organized and articulate in their aspirations. Most significant is their desire to achieve upward mobility and a decision making role within the system. The poor do not breed hippies.

#### IV

There are more than twenty job training and development programs in the county. They are only roughly related to industry's needs. They overlap and have different educational and training standards for similar skills. Follow-up in job placement activities is minimal. Little sensitivity training for industry is available and there is no attempt to develop central recruitment and training programs for smaller establishments. There is little action to develop minority entrepreneurial and management skills.

#### Housing

More than 90% of the County's residents live in good housing. Nevertheless, land shortages, largely the creature of zoning restrictions, fractionated government responsibility, discrimination and segregation and high development costs have contributed to a severe housing shortage. In 1965 the vacancy ratio was 1.4%, far lower than that of New York City. If construction continues at the 4,000 - 4,500 level of 1965-1967, the shortage will grow even worse. The county's low income housing record is poor.

The county must build 66,000 new dwelling units in the next decade. Between 20,000 and 25,000 will require Federal and State aid. In a county which built 31,000 homes in 1950 and 7,687 as late as 1960, this is an achievable goal.

There is growing awareness of the need for cooperative activity among government, private enterprise and the leaders of the poor.



New Federal and State legislation offers attractive incentives to solve the County's relatively small and manageable housing problem.

Using these resources, there is every reason to believe that Nassau can become one of the first counties, if not the first, to abolish slums in the nation.

#### Recommendations

The report recommends the creation of two agencies:

- \* a private, non-profit development corporation with two objectives: the elimination of substandard housing through the construction and rehabilitation of 20,000 to 25,000 dwellings for low income families and the expansion of a minority entrepreneurial and managerial class in the county.
  
- \* a Nassau County or bi-county public agency to act as an information center regarding employment needs for industry, government and the poor and to provide technical assistance, and recommend standards and programs for training and educational programs. Such an agency would not supersede existing agencies, but would provide an informational, supportive and coordinating function.

The Role of the Corporation

The corporation would manage a revolving fund to provide seed money, short term risk capital and working funds. It would provide a sophisticated package of technical services to local sponsors of housing and business.

As a pacemaker, it could construct housing developments on its own, spinning them off to local residents and sponsor groups, promote technological and financial innovation and organize widespread citizen participation and support.

The corporation would identify potential business leadership in the minority community, design an entrepreneurial program with the participation of black and Puerto Rican leaders, assist in procuring public and private capital funds and provide on-call technical assistance in marketing, production, personnel training and supervision, financial administration and the many other aspects of business enterprise which make the difference between profit and loss.

The capital budget will amount to \$1,900,000 of which \$1,200,000 would be provided from private and County loans, grants and contracts. The budget for a full year of operations is estimated at \$436,000. In order to assure continuity of operations, two years of operating funds should be provided. The total to be raised from local resources is a little over \$2,000,000.

The County Manpower Development Agency

This county public agency would serve as an information clearing house and would provide a systematic communications network between "providers" and "users" of employment and training agencies. It would recommend priorities for specific training and develop in-depth assessments of Nassau County's manpower needs, standards for training programs and estimate necessary financial resources. In providing technical assistance, the agency would work closely with local CAPs, the Suburban Coalition, CAMPS, the New York State Employment Service, representatives of industry and of the poor. The annual personal service budget is estimated at \$114,000.

### SCOPE OF THE STUDY

In March, 1968, the Nassau County Board of Supervisors approved an agreement between the Nassau County Planning Commission and Hortense W. Gabel, pursuant to which, Mrs. Gabel agreed to:

- \* survey economic conditions, industry and employment as they affect the residents of the county.
- \* determine the feasibility of establishing a private county-wide development corporation to improve the economy and to attain full employment goals.
- \* describe the missions, functions and structure of such a corporation.
- \* recommend other action to improve general economic conditions and promote full employment.

It was understood that the study would concentrate, in the main, on the problems faced by the poor and by minority families in achieving two goals: full employment and full participation in the life of the county.

While every aspect of the County's economic and social structure relates to these goals, it was quickly apparent that locational and transportational problems, inadequate job opportunities and segregated, often substandard, housing were a major constella-

tion of constraints. The data on location and transportation as they relate to the poor were always inadequate and often nonexistent.

As a result of this study's preliminary investigations, this aspect has become the subject of a parallel County study recently funded by the Federal Office of Economic Opportunity. However, there were sufficient materials on jobs and housing to make a realistic assessment of these problems. This report is based on:

- \* existing studies of the County's population, economic base, employment patterns and land uses.
- \* analysis of available Federal, State, County, sub-county and private resources for economic development, job development and training.
- \* existing studies of housing need and demand and available Federal and State programs for the construction and rehabilitation of adequate housing in suitable environments for all of the county's residents.
- \* conferences and meetings with a broad spectrum of leadership groups and leaders in order to estimate the management and financial resource potential for a publicly aided private effort to reach these goals.

These groups included public officials of the Federal government, the State, the County and many of its subdivisions; representatives of major lending institutions, industry, the newspapers, commerce and real estate; religious, civic, health and welfare leaders; and representatives of the black community. Acknowledgment is made of the extraordinary cooperation provided by all of these people.

### FINDINGS

#### Prosperity and the Poor

##### Incomes

Nassau County continues to be the wealthiest county in the State of New York. In 1966 its unemployment rate was 3.3%, in contrast to 4.2% in the state and 4.0% in the country. The median income of its 416,000 families is just under \$10,000 and the average income is over \$17,000. Every economic index indicates that the county will get richer. But these encouraging figures are deceptive in many ways.

The county is also the place of residence for 16,000 families with incomes under \$2,600; 43,000 households with incomes under \$4,000 and 63,000 households who have incomes of less than \$5,000. If present trends continue, there is reason to believe that most of the county's families will

An Expanding Job Market and a Static Population

This combination of a growing job market and an almost static gross population projection raises the first of several critically important questions. Who will fill the 134,000 new and increasingly skilled jobs, so necessary to sustain the economic health of the county, during the next decade?

Several sources are apparent: the increasing number of young adults, accelerated entry of women into the labor force, former commuters to New York City and Suffolk, nonresidents of the county. But a major potential source of employment has been almost ignored, until recently. These are the more than 54,000 men and women who are unemployed, underemployed or who have involuntarily left the labor force according to estimates of the New York State Employment Service. All of them are poor. All are in need of training. A disproportionate number are of minority extraction.

Since the advent of the war on poverty, and the thrust of black aspirations, the county and its leaders have become increasingly aware of the social and economic costs of poverty and unemployment. But few understand the economic benefits to the entire county that can accrue with the training and employment of these people.

The Poor

Who are the poor? Where do they live? How do they live and what do they want? The poor are the young, often living without fathers, and the old. A disproportionate number are black or Puerto Rican. They are small as a proportion of the county population, but large in absolute numbers. As we have noted above, 63,000 Nassau households have incomes of less than \$100.00 a week. In 1967, 8,084 families or individuals were clients of the Department of Social Services.

Invariably the poor have little access to the services and facilities which the non-poor take for granted. In Nassau County, created and maintained by the automobile, they have grossly inadequate transportation facilities and deficient training, recreation and health opportunities.

More than 22,000 poor households live in substandard or doubled-up housing. Thousands of families pay more than 25% of their income for shelter.

Forty percent of the families with incomes of less than \$4,000 live in eleven, increasingly segregated poverty areas. Between 1960 and 1965, an arc of segregation was emerging in Roosevelt, Hempstead and Freeport where more than 20,000 blacks live. In that same period Roosevelt's nonwhite population grew by 104%; Freeport's grew by 75.5%; Westbury's



increased by 73.5% and Long Beach by 69%. Only three of these areas lost nonwhite population. In each instance this resulted from public action: urban renewal and expressway construction. Almost half of Nassau County's black population lives in the Roosevelt-Hempstead-Freeport area and in the Westbury-New Cassel community.

In a county with the second highest educational level in the state, half of the people in poverty areas had dropped out of high school and unemployment is estimated at twice that of the county as a whole.

Employment resources for the poor are often dead end, low paying, occasional. With two exceptions, jobs in the target areas are roughly equivalent to the available work force. But there has been no systematic analysis of these employment resources in relation to training opportunities, wage levels or career ladders despite the dedicated activities of the Economic Opportunity Councils. In the target areas, as elsewhere, nonwhite entrepreneurial activities are minimal.

There has been no action at all to analyze the employment needs of those who live outside the target areas.

The minority poor are becoming increasingly organized and articulate in their aspirations. In many ways, they are

the cutting edge of the total effort to eliminate poverty.

The most remarkable thing about the black poor in Nassau County is their desire to achieve upward mobility within the system. In the spring of 1968, the Long Island Coalition of Black Leaders' demands were geared to improved employment and health, elimination of poverty, better education and recreation and participation in county decision making. The poor do not breed hippies.

#### Job Development and Training Programs

During the course of this study, more than twenty job-training and development programs operating wholly or partly in the county were identified. Some are Federally funded and operated by the state, the county or private organizations. Some are funded by the state and the county; others by industry and labor. A few are operated by local school districts. Some are associated with general education programs and local community action centers. Others are associated with ongoing employment-On-The-Job Training, the National Alliance of Businessmen, Federal apprenticeship programs and the County Youth Employment Service. Educational standards and length of training vary for the same skills. There is considerable overlap. Since the total number of people served by training and the job development programs is small in relation to the

needs of industry or the poor, the overlap is, ironically, almost irrelevant.

There is almost no follow-up in job placement activities. Little or no sensitivity training of personnel offices in larger industries is available and there is no attempt to develop central recruitment and training programs for smaller establishments. No agency has undertaken to counsel and train minority residents in entrepreneurial and management skills or to provide risk money and guarantee loans for minority business.

The county government has made several valiant attempts to bring order out of this chaos. Three efforts are noteworthy.

- \* The Interdepartmental Manpower Committee. This committee includes all County departments and commissions which are involved in training and development programs. It serves as an information and idea generating center and seeks to coordinate County efforts on a voluntary basis.
  
- \* The CAMPS Program. The CAMPS program (Cooperative Area Manpower Planning System) was created in 1967, through the New York State Employment Office, under directive from the Federal government. It has received major

support from the county government. The National CAMPS program is a joint endeavor of the Departments of Health, Education and Welfare, Commerce, Housing and Urban Development, Labor and the Office of Economic Opportunity. It is designed to provide coordination of all federal and state funded programs. The Nassau CAMPS is composed of representatives from the various organizations that are receiving state and federal funds for programs in the County.

- \* Multiservice Centers. The county is organizing two multiservice centers, one in Roosevelt and one in Glen Cove, which will house training and employment programs operating in these two areas as well as supportive services. If successful, these should be effective demonstrations of the value of physical association and administrative coordination.

With Federal encouragement, the Long Island Association has organized a Long Island unit of the National Alliance of Businessmen, which is becoming a center for job resources for the hard core unemployed and placement of training contracts with industry. A Suburban Coalition is organizing.

As previously noted, the New York State Employment Service estimates that approximately 54,000 people need training or

retraining. Yet there is no central agency for Nassau County or the bi-county area to establish annual training and employment targets by economic category, estimate necessary financial resources, evaluate programs, recommend standards, provide technical assistance and conduct pilot experiments.

### Housing

#### The Housing Shortage

More than 90% of Nassau's families live in good housing. Nevertheless, land shortages, fractionated government responsibility for developing housing, patterns of discrimination and segregation and high development costs have contributed to a decline in the residential construction rate and a chronic housing shortage which is even more severe than that of New York City. In 1950, 31,306 residential permits were issued. Less than half the number - 15,715 - were issued in 1955 and 7,687 in 1960. In 1965, there were 4,425 permits. In 1967 the figure was 4,106.

In 1965 the vacancy ratio was 1.4%. If construction remains at the 4,000 - 4,500 level of 1965-1967, the shortage will grow even worse.

Inevitably, the housing shortage has severest impact on the poor. In June, 1968, the Department of Social Services

was housing 513 families with children in motels or rooming houses. This represented 13.4% of the Department's family caseload. Ninety-five percent of these families were black; only 21 were white. In 1967, the Department spent \$135,000.00 for motel accommodations. For the first six months of 1968, the figure had risen to \$256,626.00. Because of the intensive shortage, Nassau County has the highest maximum rent allowances for Welfare clients of any county in the State.

The decline in the rate of economic growth is, in part, the result of the declining residential construction rate and the resulting slowing up of immigration. Unless aggressive action is taken to increase the residential construction rate (as well as train and retrain the poor) many new jobs, will be filled by commuters from New York City and Suffolk and others will be lost to the county.

Lost construction, lost industries and lost jobs will negatively affect the County tax base. The County and its subdivisions will then face the unpleasant prospect of raising taxes, curtailing services or becoming increasingly dependent on State and Federal aid. The interaction between economic growth and housing construction is inescapable.

#### The Housing Need

Nassau County must build 66,000 new dwelling units in

the next decade. Between 20,000 and 25,000 will require Federal and State subsidies.

In a housing study prepared for the Bi-County Planning Commission, Raymond and May Associates estimated housing needs up to 1985. If their figures are adjusted to take into account later population projections of the Bi-County Planning Commission, 59,200 new dwellings must be built between 1965 and 1975 and another 6,000 must be rehabilitated if substandard housing is to be eliminated by 1975.

This will take care of an estimated 40,000 increase in households and eliminate the doubling up of 7,500 families. It will also permit the retirement of 6,500 substandard dwellings and the replacement of another 3,200 units which will be demolished or enter the substandard category during the decade. However, this does not provide for any increase in the vacancy ratio.

In order to loosen up the market to a reasonable degree and achieve a vacancy ratio of 3% (5% is considered to be a more effective ratio by housing economists), the county will require an additional 7,000 units or a total of more than 66,000 new dwellings. An average annual increase in construction from 4,000 - 4,500 units a year to a total of 6,500 new homes per year can eliminate slums in Nassau County by 1975.

In a county which built 31,000 homes in 1950 and 7,687 as late as 1960 this is an achievable goal.

#### Low Income Housing

The growing costs of land, mortgagemoney and construction are pricing unsubsidized housing out of the reach of the county's lower income families.

The county's record in building publicly assisted housing is poor. The State established its first middle income program in 1927. The federal low rent public housing program became effective in 1936. In over forty years Nassau County has provided less than 3,500 subsidized dwelling units and a good part of these are for the aging. Thus, less than one percent of the entire Nassau County housing stockpile has taken advantage of Federal and State aid.

#### Housing Constraints

Despite the fact that the county's housing problem is small in relation to other parts of the New York metropolitan region, there are serious problems which must be addressed.

\* Density standards will have to be relaxed to permit more effective utilization of land, and there are growing signs that this is happening: since 1961 apartment house units represented over a third of



residential construction.

- \* Ethnic minority people who can afford to buy or rent unsubsidized homes must have free access to the entire market.
- \* Between 20,000 and 25,000 moderate and low income dwellings must be built or rehabilitated during the next decade. This is substantially less low cost housing than neighboring New York City must build in any one year.

#### Housing Failures

The failure is political: the County has no housing powers and many of the municipalities have failed to adopt "Workable Programs" which are necessary to qualify for Federal aid.

The failure is social: differences in class and color have prevented development of low and middle income housing in many parts of the county.

The failure is institutional: there is no county or region-wide public or private institution with management capacity and access to seed money to entrain the Federal and State financial supports which are increasingly available.

None of these problems is insuperable. There is growing awareness of the need for cooperative action among government, private enterprise and the leaders of the poor. Massive, attractive new Federal and State programs were enacted in 1968. The County's low income housing problem is relatively small and manageable. There is every reason, therefore, to believe that Nassau can become one of the first counties, if not the first, to abolish slums in the nation.

THE RESOURCES OF LEADERSHIP

The county's most important resource is its leadership. During the course of this study more than fifty decision making and program resource people were intensively interviewed. Conferences were had with many of the important organized groups. The investigators were, frankly, amazed at the universal and nonpartisan recognition of the problems of the poor and the desire to do something about them. Most of these people recognized the necessity for working with the poor so that decisions could be arrived at jointly and not superimposed. Almost all needed information and were groping for a sense of priorities in action and the necessary institutional innovations.

Nassau County can tap considerable public and private resources to assist in

- \* upgrading employment opportunities for the poor.
- \* creating viable black business institutions.
- \* eliminating substandard housing and substandard neighborhoods.

The need is for a viable set of institutions which can attract these resources and manage them effectively.

RECOMMENDATIONS

1. A County-wide Non Profit Development Corporation

The resources of Nassau County are sufficient to organize a new, private non-profit development corporation whose missions would be the elimination of slums and the creation of a minority entrepreneurial and managerial class in the county.

Such a corporation should have the power, stature, independence and initiative to

- \* build or assist others to build and rehabilitate 20,000 to 25,000 dwellings for moderate and low income families during the next decade.
- \* create a significant number of industrial, commercial and service establishments, owned and managed by minority people and providing increased employment opportunities for the poor.

2. An Independent Public Agency to Deal with Manpower Needs and Training

It is recommended that a bi-county or Nassau County agency be created to

- \* collect and disseminate data and information regarding employment needs by economic category.
- \* establish annual training and employment targets and estimate necessary financial resources.
- \* evaluate training and educational programs in the light of economic growth needs and the requirements of those needing training.
- \* recommend standards for training and other procedures for upgrading job skills.
- \* provide technical assistance to industry and public and private training and educational agencies.
- \* conduct experiments.

Such a public agency must have the prestige and technical capacity to assure the support and confidence of industry, labor, government, and the poor. Its functions would be informative and supportive. It would not supersede existing agencies, but it would provide a rational, informed frame of reference for their activities.

THE DEVELOPMENT CORPORATION

It is recommended that the County Executive call together leaders of industry, labor, public interest groups and the poor to organize a county-wide private, non-profit development corporation. The corporation would fuse long term financial credit provided by Federal and State agencies with private initiative and management to achieve its housing and business goals.

The corporation would manage a revolving fund to provide seed money, short term risk capital and working funds. This fund would come from private industry, foundations, and Federal and State funds appropriated for these purposes. It could contract for planning, housing advances and other appropriate activities with the county and its subdivision.

The corporation would have the power to create subsidiary corporations in order to fulfill the various specific requirements of available government financing programs.

In considerable part, though not exclusively, its activities would center in poverty target areas of the County.

Why the County cannot do this alone.

- \* There is no statutory authority for the county to undertake, directly, housing programs.
- \* No one single government agency could command sufficient public, nonpartisan support for its linked but variegated programs. Nor could a public agency attract the necessary high level, policy making board and managerial staff required for scale operations.

Why the private sector cannot do this alone.

- \* Private industry has the potential skills but is hesitant to make capital investments in these programs without an assured market and public underwriting of necessary risk.
- \* Conventional financing - all that is available to private industry - will seldom venture into the high risk business ventures which will often be required. Unsubsidized and uninsured financing would also price the housing component out of the means of moderate and low income families.

Why local groups cannot do this alone.

- \* Local groups, small scale, at best, do not have access to the risk capital and professional management and counselling which are increasingly necessary in a capital intensive and technologically advanced era. This is as true of the small scale contractor who requires bonding capacity as of the local church group which seeks to initiate a housing project.
- \* Continuity of operations, which is critically necessary to achieve housing and indigenous business goals in as short a time as possible, is almost impossible to achieve with small scale, single project oriented activities.

However, an effective combination of these groups working with and through the development corporation can reinforce each other's strengths and reach required goals.

FUNCTIONS OF THE CORPORATION

A. Housing

1. The Revolving Fund. It has been aptly said that seed money, or "front money" is the key that opens the door to Federal and State housing programs. Along with the skills



necessary to put the "package" together, a relatively small amount of preliminary expenses is absolutely necessary if the project is to be realized. In limited and full profit ventures, undertaken by established management, this expenditure is incurred in the expectation of a return on the investment. Nonprofit ventures, in many cases, must rely on loans or grants for this purpose.

One of the most important functions of the development corporation would be the provision of these funds.

They would be available to enable local groups; churches, labor unions, community corporations and other similar organizations, to pay for site options, preliminary planning, legal, organizational costs, architectural and engineering studies, FHA fees and State mortgage fees. All of these advances are ordinarily recoverable in the mortgage.

Generally, it is estimated that a maximum of 4 percent of the estimated value of the development is sufficient for these purposes. Thus a \$40,000 short term advance, for six months to a year, could generate a project capitalized at \$1,000,000 or more. The revolving nature

of the fund is essential. These advances could be interest free or interest bearing. If the latter alternative is chosen, interest on the loans could help in the long term support of the corporation.

Source of the Revolving Fund. The State Private Finance Housing Agency and HUD can provide limited preliminary financing on a project by project basis. However, if continuity of operations is to be achieved, the revolving fund must be supplemented by private loans or grants. The County may also be able to contract with the Corporation for planning activities and those which will result in housing for clients of the Department of Social Services.

Capitalization of the revolving fund in the amount of \$1,400,000 would generate 20,000 units at a total development cost of \$350,000,000 over the ten year period. The recommended \$1,400,000 capitalization of the Revolving Loan Fund was determined by assuming an average cost of \$17,500 per housing unit and an average annual capacity of 2,000 housing units in order to meet the corporation's ten year development goal. A 4% seed money fund would, therefore, amount to \$1,400,000.

It is estimated that half of this fund could be provided by grants from the State Private Finance Housing Agency and HUD and half would be made available from the County and private county resources.

2. Technical Services.

In addition to financial burdens, many sponsors lack the technical knowledge required to plan and carry through the development and management of a project. They need advice on securing legal and architectural assistance, on obtaining land, construction of the project, and in formulating the management program. Nearly every project involves unforeseen delays. Sponsors, therefore, need the expert guidance of experienced professionals - a resource which is often not readily available.

The Corporation could serve as a technical resource in:

- \* Securing appraisals on land sites.
  
- \* Advising on competent professionals to aid in planning, design, organization, construction and financial and legal matters.

- \* Coordinating proposed programs with various public and private agencies' activities.
- \* Coordinating plans between architect and contractor, including methods for estimating, bidding and contract negotiations.
- \* Development of efficient, human-scale management programs in which sponsor and residents participate.

If technical assistance is provided in the processing of a housing development, a reasonable fee might be charged by the Corporation in order to sustain its operations. Such a fee is included within the total "replacement cost" of a housing project, and would be an appropriate cost which the sponsor of the project may draw mortgage proceeds to pay.

3. Direct Sponsorship:

In many cases it may not be feasible to find local groups willing and able to build the required housing. The Corporation should therefore have the power to act in an equity capacity, developing projects and spinning off management functions and ultimate ownership as resident or other sponsor groups are organized.

Generally, this activity should be the pace making function for the county. It could also be of particular significance in organizing the market and achieving economy of scale, thereby making possible the introduction of cost saving innovations.

4. Promotion of Innovation.

A major function of the Corporation would be the promotion of innovation to construct dwellings of high durability and lower total cost through utilization of industrialized, or volume assembly construction and rehabilitation techniques, with emphasis on employing new materials, and new performance standards. Experimentation with new financial devices, particularly for home ownership and the new national partnership concept should be within the Corporations' purview under the Housing Act of 1968.

5. Citizen Participation and Social Programming.

Some of the required dwellings will be built on inlying sites. Relocation housing will be required for some of the poorest and oldest households. Even blue collar workers with steady jobs will often need help in achieving and maintaining home ownership for the first time or in decision making in cooperative or condominium ventures.

All of these groups will require a sense of participation in decisions relating to where and how they will live and the necessary supporting facilities and programs.

Appropriate guidelines for the Corporation's efforts to involve residents might include:

- \* A concern with insuring that residents are involved in meaningful decisions.

The object should be to help lower income residents who usually feel powerless to affect their environment to achieve some sense of control over the conditions of life within the community. In order to accomplish this, it is important to determine which decisions the residents related to each particular projects feel are the "meaningful" ones. Experience suggests that the definition of "meaningful" varies widely from one community to another and from one project to another. This is particularly true of Nassau County, where housing patterns vary from community to community and where many of the poor are widely dispersed.

- \* A concern with insuring that social and physical planning and development tasks are closely coordinated. Social planning should begin during the site

selection stage, continue through all stages of design and construction and through subsequent stages. Its major concern should be with design and operation of ancillary services in the surrounding community. Corporation physical and social planners should be prepared to:

- Actively solicit information and data from residents on "user needs" and "life styles" - the ways residents use or would like to use interior and exterior spaces.
- Expand residents' conceptions of what is possible (in terms of design, layout and space utilization, styles, materials, services, etc.) and acquaint them with a broad range of possible solutions in order to help them make a choice based on what they need and desire rather than on limited personal experience.
- Interpret realistic planning constraints to residents, while being careful that the constraints are, in fact, realistic and not merely convenient or customary.
- Where public hearings are involved, encourage and assist local groups in the preparation and presentation of testimony.

- \* A concern with the development of a sense of equity and ownership on the part of residents. Participation in the planning and decision making process is one way of developing such feelings, and should therefore be exploited in every feasible way. However, participation should not be limited to the planning process; it should also be consciously built into the development, management and operational phases of the housing and related amenities on both the voluntary and paid staff levels. This is important for both rental and ownership projects.

6. Public Education.

As we were impressed with the caliber of leadership in the county, we were somewhat concerned with the lack of general public understanding of the goals, programs and techniques available in the housing field. This information gap is understandable in the light of the false but institutionalized precepts that have only recently been abandoned by forward thinking government, lending institutions and the real estate industry.



Lack of understanding and acceptance of the housing needs, capacities and aspirations of moderate and low income and minority families is the single most important and most difficult deterrent to the mounting of an effective housing program.

Working with the mass media, and like minded groups, the Corporation should develop and disseminate informational materials on the cost and benefits of a sound housing program. These information programs must be general and specific. They should create an overall climate of acceptance and acquaint the general public and the local decision makers with the value of specific, planned developments as they come off the planning and drawing boards.

#### B. MINORITY BUSINESS

##### 1. Identification of Entrepreneurial Capacity

Despite the fact that Nassau County's minority population is small, there is a vigorous, largely professional, middle class whose younger members are beginning to play an active role in the community. These men and women, together with emerging leaders of the poor must

- \* a wholesale/retail program under which supermarkets, small shopping centers or medium-sized retail outlets for drugs, men's and women's apparel, shoes, etc. could be developed. This will involve the cooperation and resources of large wholesalers and manufacturers, through the provision of lines of credit, warehousing resources, etc. Established retailers will be asked to provide on-call technical assistance on centralized purchasing, advertising and promotion, merchandizing, operating supervision, financial administration, etc.
  
- \* a service component which might include operations of franchised gas stations, county-wide automotive and appliance repair services and other service activities for which the demand is great throughout the county.

3. A capital fund.

This would provide:

\* funds to establish a Community Small Business Investment Company under the Federal Act of the same name or a loan guaranty pool to provide venture capital.

\* Seed money for options and down-payments on acquisitions of real estate, fixtures and equipment through a Local Development Corporation and for surety bonding.

\* see money for options and down-payments on acquisitions where fixed assets are not involved and for provision of technical assistance.

These funds should be provided at a reasonable rate of interest. Interest should be charged since these activities, in contrast to the housing program are designed to establish profit entities.

It is recommended that a fund totalling \$500,000 be established from County and private resources for these functions. The leverage of this fund could attract from \$2,000,000 to \$3,000,000 in additional special support from Federal and State agencies and private lending institutions.

These funds, in turn, could generate businesses with an annual sales volume of from \$10,000,000 to \$15,000,000 and a payroll for between 600 or 700 jobs. As the program matures, conventional financing sources might double annual sales and the number of jobs.

The Small Business Administration may well be the most important public resource for multiplying local investment. Programs administered by the SBA provide loans for all types of activities described in the "entrepreneurial package" (in contrast to the State Job Development Authority which limits its loans to plant and equipment for manufacturing and industry). They include supplementary funds for venture capital and seed money for options and down-payments on acquisitions of real estate, fixtures and equipment. The Economic Development

Administration makes grants to public and private agencies for technical assistance.

The State Job Development Authority, the newly authorized state-sponsored but private Corporation for Urban Development and Research of New York (CUDNY) and the Urban Development Guarantee Fund of New York are state resources which should be explored vigorously.

4. Community and Public Relations

The business functions of the Development Corporation are designed to give the minority community a stake in the total community and to develop realistic opportunities for minority members to become part of the economic mainstream of the County. This will require intensive community relations action similar to that of the housing division.

Equally important is the reduction of polarization between the white and black communities. Example of successful black business entrepreneurship will have a broad and salutary impact in this regard. A major function of the Corporation's Public Education Division will be the education of the general public on minority business achievements through appropriate public relations vehicles.

CORPORATE STRUCTURE

1. The Board of Directors

The Corporation should have a Board of Directors, an Executive Committee, a Finance Committee, a Housing Committee, a Business Committee and locality committees.

The Corporation should be managed by a Board of Directors of between 15 and 25 members. Representatives of the poor, industry, the lending institutions, builders, churches and public interest groups should be included in the Board.

The Housing and Business Committees, should, with the approval of the Board, "coopt" members with special skills in these areas. Locality committees should include members of the Board and leaders with special knowledge of the areas in which housing or business projects will be located.

To facilitate the development and administration of corporate programs and policies, an Executive Committee should be elected annually by the Board of Directors from its membership. It is suggested that the Chairman of the Board serve as Chief Executive Officer and Chairman of the Executive Committee.

A Finance Committee should also be elected annually by the Board of Directors from its membership, to assist the Board and the Corporate Staff in reviewing loans, grants, land purchases and other financial transactions of the Corporation. It is suggested that the President serve as Chief Finance Officer and Chairman of the Finance Committee.

2. Principal Officers of the Corporation

The principal non-salaried officers of the Corporation should include:

- The Chairman of the Board and Chief Executive Officers
- The President and Chief Finance Officer
- The Secretary-Treasurer of the Board

As with all members of the Board of Directors, it is anticipated that the Chairman, President and Secretary-Treasurer would draw no salaries but would be compensated for their reasonable and necessary expenses actually resulting from the performance of their duties.

The principal salaried officers, whose capabilities and competence will determine the success of this program, include:

- The Executive Vice President, who should be chief

Administrative Officer and should be the principal operating member of the Corporate Staff.

--The Vice President and Counsel, who will serve both as Counsel to the Corporation and will assist the Executive Vice President in coordinating the program activities and performance of the other staff members.

--The Controller, who will keep the Corporation's books and records, oversee internal business operations and administer the Corporations' loan servicing and billing operations.

--The Director of Public Education and Community Relations whose functions have been described above.

To permit efficient, thorough, and expeditious implementation of the Corporations' policies and programs, an expert and professional staff must be assembled. It is probable that the Corporation staff will require at least a year before its programs are fully operational.

During the first year of activity, the Housing staff should aim for a first year production goal of 600 units of housing. In the following year, assisted by new staff members, the full-strength staff should aim for a second year production goal of 1,000 additional units of housing.



Thereafter, the Corporation should aim for an annual production capacity of 2,300 units of housing. The Business staff will follow a similar curve in increasing their production capacity.

3. Budget

The capital budget for both divisions will amount to \$1,900,000 of which \$1,200,000 would be provided through County and private resources as set forth in chart 1. Chart 2 sets forth the basis for establishing the 4% housing revolving fund.

The budget for a full year of operations amounts to \$436,000 as set forth in chart 3. It is recommended that two years of operating funds be provided so that the activities of the Corporation can be developed with some reasonable assurance of continuity.

Thus the total which must be raised from local resources is a little over \$2,000,000.

CHART 1

CAPITAL FUNDS

(Contributed or loaned from local resources)

Housing Revolving Fund for Preconstruction Expenses

50% from local resources	\$ 700,000	\$ .700,000
50% from HUD and State	<u>700,000</u>	
	\$1,400,000	

Funds to establish a Community Small Business Investment Company or a loan guaranty pool to provide venture capital 300,000

Seed money for acquisition of real estate and equipment through a Local Development Company 100,000

Seed money for acquisitions where fixed assets are not involved and for provision of technical assistance through a centralized warehouse and management company 100,000

Total \$1,200,000

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Capital Funds	\$1,200,000
Operating Funds (Two Years)	<u>872,000</u>
	\$2,072,000

CHART 2

A typical case involving new multifamily construction under Federal below market interest rate programs at a total development cost of \$17,500.00.

Land Acquisition and Development Costs	\$ 2,000.00
Brick and Mortar and Builders Profit	14,000.00
Architect Fees (4% of Brick and Mortar)	560.00
FHA Fees (.8% of Brick and Mortar)	112.00
Local Filing Fees (.3% of Brick and Mortar)	42.00
FNMA Fees or Equivalent (1% of Development Costs)	175.00
Legal and Organization and Consultants (2% of Development Costs)	350.00
Contingencies	<u>261.00</u>
Total Development Costs	\$17,500.00

Seed Money Requirements	
Land (10% option)	200.00
Architect Fees (30% of 560)	168.00
Legal and Organization and Consultants (30% of 350)	105.00
Local Filing Fees (.3% of Brick and Mortar)	42.00
FHA Fees (.3% of Development Costs)	52.50
Contingencies	<u>32.50</u>
Total	\$600.00

CHART 3

CORPORATION ANNUAL OPERATION BUDGET

(Full year of Operations)

Executive Section

Executive Vice President	\$30,000	
Counsel and Deputy Vice President	20,000	
Administrative Assistant	10,000	
Research Associate	10,000	
Controller	17,000	
Accountant	12,000	
Public Education and Community		
Relations Director	17,000	
Assistant	12,000	
6 Clericals	<u>30,000</u>	\$158,000

Housing Division

Director	20,000	
Professional Staff		
(Architecture, Finance, Construction)	45,000	
3 Clericals	<u>18,000</u>	<u>83,000</u>
Total to be carried forward		\$241,000

CHART 3 (Continued)

Total carried forward \$241,000

Business Division

Director \$20,000

Professional Staff 45,000

3 Clericals 18,000

General Overhead (20%) 65,000

Travel 5,000

Consultants 10,000

163,000

Fringe Benefits (10%) 32,000

TOTAL \$436,000

A COUNTY MANPOWER AGENCY

A. Objectives

It is proposed that a County Manpower Agency be instituted to deal with the problems of unemployment, underemployment, and training in Nassau County. It would be charged with the responsibility of coordinating all manpower programs and would work in conjunction with the various programs currently in existence. Its functions would be informative and supportive, thereby providing an informed frame of reference for manpower activities.

Through this agency, Nassau County, the subdivisions and the private sector will be able to utilize effectively existing training capability and provide more effective planning and resources to meet the total manpower needs of its residents.

The Agency would not supersede existing agencies, nor, would it assume technical training and job development functions. However, as a prime resource for research and demonstration, the agency would have the power to initiate experimental and pilot projects.

The Manpower Agency would assist county organizations in planning for the attainment of their individual and combined goals. It would seek to establish annual targets and make recommendations for realistic reallocations of funds. Additionally, it would design and recommend needed programs to County, State, and Federal agencies.

The Agency would concern itself with both short and long-range planning for residents of Nassau. In so doing, it would maximize utilization of State Employment Service resources, especially with respect to employment trends and other economic data. It would function in coordination with the CAMPS Committee which would serve as an advisory council to the agency. The Manpower Agency would provide a county-wide mechanism for translating community training, education, and employment needs into action projects.

B. Functions

1. Data Collection and Information

The Data Collection and Information Center would serve a clearing house for all relevant information and data. It would keep the recruitment agencies informed of what was available on a regular basis and would, at the same time, perform a service for the industrial community.

The function of the Data Collection Unit is primarily the assembly and dissemination of current manpower information in the county. One of the most acute problems in the county relates to communications between "providers" and "users" of employment and training opportunities and the agencies involved in the process. By instituting an effective communications system, a cumbersome process will be expedited.

As the county clearing house for jobs and training positions, this unit will recommend allocation of a proportionate number of training opportunities to the poverty areas. It will recommend priority needs for specific job categories and training, which can be conveyed to industry and training agencies for the purpose of formulating training programs. This Unit will establish a system whereby relevant information regarding openings will be disseminated to recruitment agencies on a regular basis. In addition, it will become a central county-wide resource that can be contacted by job development and placement personnel regarding openings. In working in conjunction with the Industrial Planning Commission, it can assist new industries in planning for their manpower needs.

This Unit might also publish an information bulletin on a regular basis--weekly, bi-weekly, or monthly, as determined by the need. While the functional purpose of this bulletin would be to disseminate manpower information, it would serve another, more far-reaching purpose, by providing a vehicle for improved communications throughout the county between all manpower agencies and industry. It would begin to establish the necessary linkage to formulate a comprehensive manpower effort to serve the needs of Nassau County residents.



2. Technical Assistance

The Technical Assistance Unit would provide assistance to programs and agencies on a county-wide basis. One of its major functions would be an in depth assessment of Nassau County's manpower needs. This would include the kind and number of jobs needed in each occupational area and recommendations for annual target goals.

Staff would develop information by accumulating existing employment data and refining it through a reviewing process in which industry would participate. This unit would assess future needs and recommend to both industry and government agencies the kind and number of training programs that are needed to meet their respective needs.

A second major function of this unit would be to work closely with industry in the formulation of private and government sponsored training programs and estimating necessary financial resources. The Technical Assistance staff would have the capacity to design programs, which would meet industry's needs and also be relevant to the target population. This unit could play a major role in recommending efficient and uniform training standards. As part of this effort, the staff would work closely with the Suburban Coalition in an effort to maximize industrial participation in manpower programs.

The technical assistance unit will help industry focus on the problems of the hard core and also help agencies improve their knowledge of industry. Therefore, in addition to designing and structuring training programs for industry, the Technical Assistance staff will function in a liaison capacity. When necessary, this unit could also develop experimental and demonstration progress.

This unit will work closely with various manpower agencies in the county. Their general function will be to keep these agencies up-dated regarding new programs and to provide necessary technical assistance. This means working with the ten CAPs regarding manpower, programming, working with the academic and vocational schools, the universities, the Employment Service and the multi-service centers and helping them relate to the needs of the disadvantaged.

The Technical Assistance staff of the Manpower Agency will become the mechanism for improved coordination of all Nassau County manpower efforts.

### C. Administration

It is proposed that the manpower agency be a county sponsored and operated activity. Such a program might also be effectively administered on a bi-county basis.

Since people will often be required to travel on a county-wide or inter-county basis to places of employment, manpower should be considered as at least a county function. Additionally, in order to have far-reaching coordinating role, it is essential that the Manpower Agency be broad enough in scope and have sufficient government support to insure its effectiveness. This can best be accomplished by making the Manpower Agency part of general government.

1. Staff

Staff will be selected not only on the basis of training and experience in the manpower field, but also on the basis of ability to communicate effectively and relate to people. The degree to which coordination will actually occur will be directly proportionate to the staff's ability to deal with the County, county sub-divisions, industry, and community organizations. The Manpower Agency must be viewed as a resource if it is to be effective, and whether or not that occurs will depend, to a large extent, on the staff.

Director - The Director will be responsible for the overall operation and effective functioning of the Manpower Agency. He will directly supervise the two unit coordinators and provide indirect supervision for the total staff. Of critical importance is the Director's role in encouraging the various manpower program directors to function in a coordinated

fashion. It will be the Director's ultimate responsibility to see that the goals and objectives of the Manpower Agency are accomplished.

Coordinator, Data Collection - The coordinator will, under the supervision of the director, exercise direct control over all functions of the Data Collection Unit. His background will be in the statistics field with knowledge of economic analysis. He will make certain that all data relevant to manpower activities in the county is collected and distributed in the most effective manner possible. Additionally, he will compile and analyze data and identify employment trends as evidenced by the information collected.

Coordinator, Technical Assistance - The coordinator will have broad knowledge of economics and the manpower field and will be well-acquainted with agencies and organizations in the county. It will be his responsibility to make certain that the Technical Assistance staff provides high-level assistance to all appropriate organizations. He will be personally involved in providing assistance when the situation requires such participation.

2. Advisory Council

In order to maximize the coordination of manpower agencies in the county, an Advisory Council should be formed. It will be composed of all county manpower agency directors and will have broad advisory duties related to the County Manpower Agency.

The Advisory Council could well be the CAMPS committee for Nassau. This can be of mutual benefit to the agency and CAMPS. It will have the staff of the Manpower Agency to accomplish operational activities. It is anticipated that the council will play an active role in the total coordination of county manpower programs and in accomplishing the goals and objectives of the Manpower Agency.

Industry Sub-Committees

In order to maximize the involvement of the business community and make training programs relevant to the needs of industry, industry sub-committees will be formed. They will be composed of Representatives of each major industry in the county.

D. Budget

The following budget is proposed for the Manpower Agency's first year of operations. It is to be considered a beginning level of operations, and will be expanded as required by the needs of the County. (No attempt has been made to estimate fringe benefits or other than personal service items.)

Personal Service Budget

Director	\$20,000
Staff Writer	10,000
Secretary	<u>6,000</u>
Total	\$36,000

Data Collection Unit

Coordinator/Statistician	15,000
Data Collection Clerks	
(2) @ \$6,000	<u>12,000</u>
Total	27,000

Technical Assistance Unit

Coordinator	15,000
Technical Assistance Specialists	30,000
Secretary	<u>6,000</u>
Total	<u>51,000</u>

Total Annual Salaries \$114,000

A NOTE ON NASSAU COUNTY'S POPULATION

Growth

In the period 1950-1960, the Nassau County population almost doubled, going from 672,765 to 1,300,171 and making Nassau the fastest growing county in the inner metropolitan ring. At the same time, Suffolk grew by 141.5% (the fastest of any county in New York State), and the United States grew by 18.5%. Net immigration accounted for 69.6% of Nassau's growth, while "natural population growth,"<sup>1</sup> made up the other 23.7%.

Since 1960, Nassau's growth rate has dropped off sharply. The County population reached almost 1,398,000 in 1965, for an average annual increase of only 1.5% during the 5-year period (compared to 6.8% for the preceding decade). The Nassau-Suffolk Regional Planning Board estimates<sup>2</sup> Nassau's population at 1,428,000 (as of October 1, 1967,) and Long Island Lighting Company estimates it as 1,433,000 as of January 1, 1968. Scarcity of vacant land (under present zoning policies) has been the one prime factor in

1. U.S. Office of Economic Opportunity, Community Profile: Nassau County (1967), p. 18.
2. Nassau-Suffolk Regional Planning Board, Bi-County Population Study (April, 1968), p. 13.

Nassau's declining growth rate.

The Bi-County Planning Board (The Nassau-Suffolk Regional Planning Board) projects Nassau's population at 1,461,000 in 1970 and at 1,510,000 in 1975.<sup>3</sup> In percentage terms, it will mean a gain of 4.5% in the period 1965-1970 and 3.3% in 1970-1975. Between 1975 and 1985, the county population is projected to increase by only 59,000 to 1,569,000.

Fastest growing of Nassau's three towns will be Hempstead (with a population larger than that of North Hempstead and Oyster Bay combined): it should rise 4.7% in 1965-1970 and 3.7% in 1970-1975. Nassau's two cities - Glen Cove and Long Beach - are projected to grow even faster. Contrary to the County trend, their rate of growth in 1970-1975 should exceed that in 1965-1970. (Glen Cove's growth rate for the two five-year periods will be 5.8% and then 7.5%, while Long Beach's will be 6.0% and then 8.1%.)<sup>4</sup>

#### The Age Structure<sup>5</sup>

The median age of Nassau's population fell from 31.0 in 1950 to 30.8 in 1960, and then to 29.1 in 1966.

3. id., at Appendix

4. ibid.

5. Age group projections are those of the Nassau County Planning Commission.



In 1965-1975, large gains (relative to total population growth) are projected for the 20-34 year age group which is a source of much of the demand for apartments. The 20-34 year olds should grow, from 15% of the total population in 1965, to 21% in 1975. Within this group, the 20-24 year cohort should also rise substantially (from 5% of the total population to 8% in 1975), greatly augmenting the number of new entrants to the labor force. The elderly (age 65 and over) is another group projected to increase its relative share of the population, but at a somewhat slower rate: - from 6% to 7%. They also are a source of demand for apartments.

The steepest drop during the period is projected for the 5-19 (school age) group, which will decline from 32% of the population to between 27-28%.

Between 1975 and 1985, the 20-34 group and the 65+ group will continue their relative increase, but the share of the 20-24 cohort will decline moderately.

#### Racial Composition

According to the Bi-County Planning Board, Nassau's non-white population increased by 11,000 persons from 1960 to 1965, or from 3.2% to 3.8% of the Nassau population. This

represented a gain in nonwhite population from 42,000 to 53,000. The growth of nonwhite population was mainly in those tracts that in 1960 had a high concentration of nonwhites, or in adjoining tracts. No other tracts that were previously low in numbers of nonwhites gained significantly from 1960 to 1965.<sup>6</sup>

The largest percentage gains in nonwhites, among the Economic Opportunity Target Areas were in Roosevelt (104.1% increase), Freeport (75.5% increase), Westbury (73.5% increase) and Long Beach (69.0% estimated increase). In those Target Areas where the nonwhite population declined, certain external factors were at work: Rockville Centre (-26.9%, due to urban renewal), Five Towns (-18.8%, due to the Expressway running through a formerly concentrated nonwhite area in Inwood) and Glen Cove City (-1.4% due to urban renewal).<sup>7</sup>

Since 1965, there has been a further increase in nonwhites in an arc touching Hempstead Village, Roosevelt and Freeport. What were discrete nonwhite pockets are now growing together in this arc to form a continuous ghetto area.

6. Raymond and May Residential Supply Inventory (1967), pp. 13-14

7. Nassau County Economic Opportunity Commission Target Area Population Trends 1960-1965 (May 1967) p. 19

Raymond and May project an increase in Nassau's nonwhite population of 61,000 (or 115%) between 1965 and 1985. This would raise the nonwhite proportion of the total county population from 3.8% to 6.6%. "Unless present trends are reversed", say Raymond and May, "these new residents will also seek - or be required to seek - housing in areas already heavily settled by nonwhites with resulting larger ghettos of increasing density and increasing amounts of deficient housing." <sup>8</sup>

8. Raymond and May Housholds and Housing Units: 1960-1985 (1968), p. 7

SOME NOTES ON NASSAU COUNTY'S ECONOMY

ECONOMIC GROWTH

Nassau County's booming economy continued its rapid growth during the first half of the 1960's. From 1960 to 1966, nonagricultural wage and salary employment rose 45% - a growth rate five times higher than New York State's and more than double that of Suffolk.<sup>1</sup> Population in Nassau during the same period increased by only about 8% (from 1,300,000 to 1,400,000), a sharp drop from its explosive growth rate of almost 100% during the 1950's.

Levelling Off

While total employment rose almost 7% in 1967, there is some evidence that the economy may be levelling off and that its rate of growth may decline in the future. Unemployment rates for Nassau-Suffolk in the first quarter of 1967 stood at 4.7% - up from 4.5% a year earlier -, and employment in aircraft declined for the first time in years. An expected industrial pickup in the second half of 1967 failed to match predictions.<sup>2</sup> The level of manufacturing workers at the end of 1967 (156,000) was actually below that at the year's beginning. A study prepared in March,

1. Economic Opportunity Commission of Nassau County, Report issued in 1967.
2. Long Island Daily Review, December 4, 1967.

1968, for the Nassau Suffolk Regional Planning Board,<sup>3</sup> predicts that Nassau's high overall rate of growth of employment will fall from 85% in 1950-1960 to about 28% in 1965-1975 and 26% in 1975-1985.

### The Changing Structure of Economic Growth

#### 1. Deconcentration of Employment

In the years since World War II, employment in Nassau-Suffolk has become increasingly diversified. In 1944, Sperry, Grumman, Republic and Fairchild employed 82% of the 90,000 workers in manufacturing in Nassau and Suffolk. By 1955, these four plants were employing only 52% of the then 105,000 workers in manufacturing. In 1959, the same four, plus Arma, employed just over 55,000 workers; by 1964, it was down to under 40,000 (a drop of almost 26%). Production of defense material remains an important segment of manufacturing and Grumman Aircraft is far and away the largest industrial employer on Long Island (with 34,000 employees as of September, 1967). Other areas of production, however, - such as printing and publishing, apparel and fabricated metal products - have been gaining in importance.<sup>4</sup> At the same time, non-manufacturing

3. Hamovitch and Levenson, Projected Employment and Occupational Mix Nassau-Suffolk 1970-1985 (Hofstra University, Hempstead, March 1968), pp. 128-129.

4. N.Y. State Dept. of Commerce. Nassau-Suffolk District Business Fact Book (1967-68 Edition), p.1.

industries have been growing much faster than manufacturing.

2. Rapid Growth in Non-Manufacturing Employment

Between 1957 and 1964, employment in Nassau-Suffolk grew at the following rates:<sup>5</sup>

Total employment .....	25 1/2%
Manufacturing employment .....	13 %
Non-manufacturing employment .....	31 %

The same trend is continuing at present, but with an even greater disparity. From April 1, 1967 to April 1, 1968, manufacturing jobs in Nassau-Suffolk advanced only 1,500, while non-manufacturing jobs went up by 19,900.

Leading categories of non-manufacturing employment growth in Nassau-Suffolk have been:

- wholesale and retail trade
- government
- service trades
- finance, insurance and real estate

Nassau-Suffolk is the 4th largest consumer market in the United States (exceeded only by Los Angeles, New York City, and Cook County). Between 1965 and 1966, it was the fastest growing in retail sales, which rose 12% for \$4.3 billion to \$4.8 billion.<sup>6</sup> In recent years, Nassau has also experienced

5. Nassau County Planning Comm. Selected Population and Economic Data for Nassau County (1965), p.11.  
6. L.I. Daily Review, September 11, 1967, p.2

a tremendous increase in office jobs: from 36,000 in 1959 to 51,000 in 1965. The Regional Plan Association predicts that office space is likely to continue growing rapidly in Nassau, perhaps even in "office parks".<sup>7</sup>

Leading industries in manufacturing employment in Nassau-Suffolk are:

- transportation equipment (principally the aircraft industry)
- electrical machinery
- instruments
- printing and publishing
- machinery other than electrical
- apparel and fabricated metal-products<sup>8</sup>

Machinery (both electrical and non-electrical) has been the fastest growing of the manufacturing industries.

Projected Employment Growth: 1965-1975<sup>9</sup>

1. Growth in Nassau-Suffolk Combined

In the period 1965-1975, employment in manufacturing is projected to grow at a rate of 35%, from 141,400 to 190,700. Employment in non-manufacturing should grow at

7. Regional Plan Assoc. The Region's Growth (May 1967), p. 124.
8. Nassau-Suffolk Business Fact Book, pp. 2-3.
9. Projections in this section are those used by Homovitch and Levenson, in Projected Employment and Occupational Mix in Nassau-Suffolk 1970-1985, (Hofstra University, Hempstead, March, 1968).

a rate of 42%, from 551,100 to 795,100.<sup>10</sup> Thus, while non-manufacturing employment will continue to grow faster than manufacturing employment, the disparity in growth rates will be much smaller than it was between 1957 and 1964.

Within the manufacturing sector, the transportation equipment industry will still be the largest employer (37,100), although it will decline in relative importance. The fastest growth rates among durable goods will be in electrical and non-electrical machinery. For non-durables, chemicals, paper and printing and publishing will grow fastest (and at an even faster rate than the leading durables). The general trend in the nation, as well as in the Tri-State Metropolitan Region, has been for durables to grow faster than non-durables. The Nassau-Suffolk area, however, has gone against this trend. In Nassau-Suffolk, non-durables have grown faster than durables over the last decade and a half, and are projected to continue doing so in 1965-1975. The five leading industries in manufacturing employment in 1975 are expected to be:

10. Total employment is projected to rise from 697,800 to 994,600. This figure includes agriculture, mining, and agriculture services, forestry and fisheries, in addition to manufacturing and non-manufacturing employment.



Transportation equipment .....	37,100
Electrical machinery .....	29,300
Instruments .....	19,600
Printing and publishing .....	16,200
Non-electrical machinery .....	15,900

In the non-manufacturing sector, the highest growth rates are expected in wholesale and retail trade; and in finance, insurance and real estate. Government employment and services should also grow rapidly. Wholesale and retail trade employing 260,800, should remain the largest category of non-manufacturing employment, with services second (241,600) and government third (146,600) - the same relative order as in 1965, but with trade advancing more rapidly.

## 2. Growth in Nassau County<sup>11</sup>

Total employment in Nassau is projected to rise by 28% (from 483,800 to 617,900) in 1965-1975. During the same period, employment in Suffolk is projected to rise by 75% (from 215,400 to 376,800). In contrast to the combined

<sup>11</sup> Hamovitch and Levenson caution that the projections for Nassau County alone are less reliable than those for the two-county area. Therefore, projections for Nassau-Suffolk combined were presented separately in this report.

Nassau-Suffolk area, manufacturing employment in Nassau alone is expected to rise at a slightly faster rate than non-manufacturing employment (29% and 28%, respectively).

In 1975, the leading manufacturing employers in Nassau will be the same five industries as in the bi-county area, and in the same rank order. The highest growth rates in employment will be in: chemicals (90%), paper (74%) and electrical machinery (59%). In non-manufacturing, employment in wholesale trade will have the highest growth rate (66%), followed by business services (49%), insurance (48%) and auto repairs (47%). Employment in construction will rise by only 14% in Nassau, but by 61% in Suffolk.

### 3. Employment Growth by Occupation in Nassau-Suffolk

The fastest growing occupational categories are expected to be clerical; professional and technical; and service jobs, in that order. The two slowest growing occupations are expected to be laborers and farm workers.

Because of an expected relative decline in the school age population, teachers are projected to grow at less than the average rate for all occupations. In general, industry in Nassau-Suffolk will require a proportionately higher skill level than the nation's industries as a whole.

Yet, this disparity in occupational structure is expected to narrow in the future: white collar employment in Nassau is projected to grow only slightly faster than total employment; white collar employment for the nation is projected to grow considerably faster than total employment.

Nassau-Suffolk will continue to require a highly skilled labor force. "For those without substantial professional or technical training", say Hamovitch and Levenson (at page 65), "the greatest opportunities are expected to be increasingly in the clerical, sales and service areas".

#### Industrial Parks

A fairly recent development in Nassau and Suffolk has been the growth of industry within industrial parks. They provide industry with room for expansion, adequate parking facilities, access to main highways and generally lower taxes than in older, central city locations.<sup>12</sup> A number of firms clustered together in an industrial park can achieve certain economies of scale and reduce municipal costs for extending necessary facilities, such as water, electricity, and sewers. Planned industrial park zoning regulations protect surrounding areas and establish architectural and other standards for the parks themselves.

12. Nassau County Planning Comm. Industry in Nassau County (1962), p.8.

The industrial parks dramatically underscore the way in which Nassau's growth depends on and takes advantage of the automobile and truck, while ignoring and remaining independent of public transportation. Most of the industrial parks are located close to the Long Island Expressway, but isolated from public transportation and from residential concentrations. Without cars, many of the poor have been effectively shut out of available jobs in the industrial parks. This, in turn, has meant that the firms within the parks have been unable to fill their demands for unskilled and semi-skilled workers. In September, 1967, the Tri-State Transportation Commission estimated that the 53 industrial parks in Nassau-Suffolk employed 150,000 persons, but has 5,000 job openings that went begging.<sup>13</sup>

While the concentration of firms in industrial parks has hurt the poor because of inconvenient or non-existent access by public transportation, such concentration also has a potentially favorable side. The more concentrated that job locations are, the more feasible it becomes to provide public transportation routes that reach them. The industrial park at Engineers Hill was chosen as a bus demonstration program site because of the large number of jobs clustered there.

13. Tri-State Transportation Commission. People - Transportation - Jobs (Sept. 1967), p.9

NOTES ON UNEMPLOYMENT AND CONSTRAINTS ON ALLEVIATING IT

The County Unemployment Rate

Nassau County as a whole has one of the lowest unemployment rates in the nation. Between 1960 and 1966, Nassau's unemployment rate rose slightly - from 3.2% of the civilian work force to 3.3% -, while the rate for New York State dropped from 5.0% to 4.2%.<sup>1</sup> In the County's poverty areas, however, the rate has been varying between five and seven percent.

Structural Unemployment

Nassau County's unemployment is largely structural; it exists side by side with numerous jobs that go unfilled. Employers and public and private agencies concerned with job development assign two chief causes to Nassau's unemployment: lack of the required skills and lack of decent public transportation to bring people from where they live to where the jobs are.

1. Lack of Required Skills

In June of 1967, the New York State Employment Service had 2,493 job vacancy listings for Nassau, but nearly all of them were skilled. A State Labor Department study showed that in March 1968 there was an increase from the previous year in both the number of jobs unfilled and in those unfilled for more than 30 days.<sup>2</sup> It further showed that two out of

1. Report of The Economic Opportunity Commission of Nassau County (1967), Section II, A.
2. LILCO Almanac. May 1968, P. 6.

every three jobs on record in Labor Department offices went unfilled because of lack of qualified applicants. The unemployment situation has also been aggravated by changes in the age structure of the work force. The young and the aged segments of the work force have each increased at a faster rate than the work force as a whole. In March 1968, of the 32,700 unemployed in Nassau-Suffolk, one-third were young workers seeking their first job and women trying to re-enter the job market.<sup>3</sup>

2. Inadequate Public Transportation

Although demand has been primarily for skilled labor, the two-county area also faces a shortage of unskilled and semi-skilled workers. Some employers allege that the shortage is caused not by a lack of employable persons, but by a lack of public transportation to bring them to the jobs.<sup>4</sup> In gross figures, jobs and population in the poverty areas appear to be roughly in proportion. Yet, those without a car may simply have no means of reaching the jobs outside their own communities that are available and for which they are qualified. In other instances, the cost in time and money of taking as many as three different buses to reach a job that pays no more than \$1.70 an hour may be prohibitive.

3. Ibid.

4. Tri-State Transportation Commission. People - Transportation - Jobs, p. 9.

## Constraints on Alleviating Unemployment

### 1. Lack of Available Vacant Land

To the extent that unemployment could be relieved by bringing industry into or close to the poverty areas, the scarcity of vacant and useable land may impose a serious barrier. Between 1956 and 1968 the total of all vacant land in Nassau decreased to just a little over 15,000 acres. Vacant land for industrial and commercial expansion combined went down to under 1,000 acres. Already in 1965, a report of the Nassau County Planning Commission estimated that there remained only about 500 acres of vacant industrial land that was marketable.<sup>5</sup> More recent estimates have placed the figure as low as 400 acres. In most areas, this virtually rules out the creation or expansion of any major horizontal industry.

### 2. The Inappropriate Location of Present Industrial Growth

The large pockets of poverty in Nassau are located in the western and southwestern parts of the County, whereas the major job locations and job opportunities are in the east, or over the County line in Suffolk. Not only is this true of the present situation, but it will become even more so in the future. The heaviest new manufacturing growth is taking place in the Plainview and Farmingdale communities along the Nassau-Suffolk line. This area is becoming the bi-county region's new industrial heartland and has the greatest potential for future expansion.<sup>6</sup> For someone living in Inwood or Long Beach, any job openings in this area now would be virtually unreachable without automobiles.

5. Nassau County Planning Commission. Industrial Land and Taxation (1965), p. 1.

6. LILCO Almanac. January 1968, p. 14.

### 3. The Movement of Industry From Nassau Into Suffolk

Besides having a faster rate of economic growth than Nassau, Suffolk has also been chosen as a site for relocation by firms that formerly were in Nassau. In 1967, a total of 16 manufacturing firms moved from Nassau to Suffolk, while only two moved from Suffolk to Nassau.<sup>7</sup> Suffolk - with over 271,000 acres of vacant land compared to Nassau's 15,000 - will become increasingly attractive for industrial expansion relative to Nassau. This can already be seen by comparing their projected growth rates. It is, therefore, all the more important to treat poverty in Long Island on a bi-county level.

7. LILCO Almanac, January 1968, p. 2.



### TRAINING PROGRAMS

As of March, 1967, more than four out of every ten persons filling out new applications in Nassau-Suffolk's Employment Service Offices were under 22 years old. Two out of ten were 45 or over.<sup>1</sup> Population projections show that in the future even larger percentages of those seeking work will fall into these two groups, and a correspondingly smaller percentage into the prime age range of 22 to 44 years. New entrants into the labor force - in the under 22 group - frequently need extensive training, while those over 45 need retraining to meet current employer requirements. The scope and quality of training programs will, therefore, become increasingly important in the fight against structural unemployment.

There are a number of training programs that are open to some or all Nassau residents. They involve all levels of government, as well as private and voluntary agencies, unions, industry and the education system. Many of the programs are mixed ventures - financed by the federal government or the State, but administered by the County or by private groups. Programs currently available in Nassau are summarized below.<sup>2</sup>

#### Federal Programs.

##### 1. Manpower Development and Training Program.

The U.S. Labor Department sponsors this program, under the Manpower Development and Training Act of 1962. The program is designed to provide free training for those who otherwise could not

1. Report of The Economic Opportunity Commission of Nassau County, (1967), Section III, A.
2. The Long Island Daily Review, June 7, 1968, PP. 1-2

be expected to find full-time employment. To get into the program, a person must meet one of five qualifications: (i) be unemployed; (ii) be under-employed; (iii) be unemployed because one's skills have become or will become obsolete; (iv) be a disadvantaged youth aged 16-21 out of school and in need of occupational training; or (v) be needed by local industry for jobs where there is a shortage of skilled workers. The program is coordinated in Nassau-Suffolk by the State Labor Department's Employment Service, in Hicksville.

\$1,510,000 in federal funds has been allotted to train 475 people under the program. Presently there are 396 enrolled from Nassau-Suffolk. They get 52 weeks training in one of 5 vocational areas - medical, office skills, automotive, metal trades, electrical repair -, plus up to another 20 weeks of basic education and "work orientation." MDTP classes in Nassau are presently being held in Hempstead and at Nassau's VEEB centers.

## 2. Job Corps.

The Job Corps was created (under the Economic Opportunity Act of 1964) to give youth from impoverished homes the skills and attitudes needed to find and hold "suitable employment" and to be "constructive" citizens. To qualify, one must be between 16 and 21 from an impoverished home who cannot find suitable employment and who has dropped out of school for at least 3 months or if a high school graduate, has had low educational attainment.

Since the program started 3 years ago, some 765 Nassau-Suffolk youths have gone into the Job Corps. The training period is 6 months to two years, and includes an assortment of trades such as cooking, data processing operations and repair.

### 3. On-The-Job Training Program

Although open to anyone, the program has been used mostly to provide training for minority groups and economically-disadvantaged. Under the program, employers who agree to train receive funds to offset the costs of instruction. Three on-the-job (OJT) programs exist for Nassau residents:

(i) An OJT program (for both Nassau and Suffolk residents) coordinated by the State Labor Department's Bureau of On-The-Job Training in Hempstead offers 16 people training in various industrial skills, including machining and auto body repairing.

(ii) An OJT program coordinated by the Nassau Labor Department provides 6 months of training for 150 people (100 physically handicapped, 50 disadvantaged) at 40 Nassau companies. Trades taught include printing, drafting, cooking, exterminating and bookkeeping.

(iii) An OJT program coordinated by the Five Towns Community House has arranged on-the-job training for 265 impoverished persons, mostly from south Nassau. They learn to be dental technicians, machine operators, electronic wirers, nurses' aides, auto parts men, exterminators, and tree servicemen.

### 4. Oceanside Technical School.

The federal government finances this program for high school dropouts in 12 Nassau south shore districts. The program offers up to three months of job-oriented basic education leading to a high school equivalency diplomas, as well as some vocational training, for between 20 and 50 persons. Current funding is \$43,000. Programs

include data processing, shorthand, woodworking, auto body, and graphic arts.

State Program: State Training Plan

The program operates almost identically to the federally financed Manpower Development and Training Program, except that it is entirely state-funded. Purpose, eligibility and local coordination is the same as that of MDTP. The program presently has \$618,000 allotted by the state to train 376 persons, in a variety of courses (the largest of which are: a nurses' aide course given in Patchogue, a licensed practical nursing course in Bay Shore and an auto mechanics course in Bay Shore).

County Programs

1. Nassau Summer Youth Program.

The program provides 10 weeks of summer employment, following job training and work orientation, for 500 Nassau disadvantaged youths ages 16-18. The Nassau Human Rights Commission's Job Development Center (headed by James Rice) coordinates the program. The youths are employed in county facilities - preferably near their homes -, at such jobs as nursing aide, loader, kitchen helper, sewer worker, mosquito control aide and landscaping aide.

2. Secretarial Intern Program at Nassau Community College.

The Nassau Human Rights Commission also handles this program, in cooperation with Nassau Community College. It gives nine women from impoverished areas on-the-job secretarial training at the college. They work a 33 3/4 hour week, at \$2 per hours, for the year of training.

3. Cooperative Service Centers at Glen Cove and Roosevelt.

Glen Cove and Roosevelt have been chosen as the initial communities for a concentrated employment program, which will operate through county-sponsored "cooperative service centers." In each of the two communities, the program will supplement existing anti-poverty programs and be carried on with involvement of local community agencies, especially the Economic Opportunity Councils. County Executive Eugene Nickerson says that the program involves "the broadest and deepest possible cooperation" among government and private agencies and personnel, combining forces in specific communities to remedy conditions that "prevent men and women from enjoying the dignity and material benefits of employment."

School District Programs

1. Opportunity High School at Hicksville.

Hicksville School District 17, with state aid, underwrites this program to give Nassau-Suffolk high school dropouts the chance to get a regular high school diploma. Next year the program may be expanded to include vocational courses.

2. Mineola Technical Program

Mineola High School runs a year-long program for high school dropouts. It offers training in office skills, mechanical drawing, auto mechanics, electronics, keypunch and woodworking, along with English and history. This year 50 were enrolled, many of whom were underemployed. Only those under 21 or who live in the district get free tuition.

Others usually pay \$35 for the academic program and \$65 for vocational courses. The school district pays \$12,000 towards the program.

#### Mixed Public-Private Programs

##### 1. Federal Apprenticeship Training Program.

With about 1,000 Nassau-Suffolk residents enrolled, this is the two-county area's biggest program. Both the U.S. Labor Department and the State Labor Department coordinate the program, but the apprenticeship instruction is sponsored and for the most part privately funded by local trade associations and labor unions. The trade association or union underwriting each of the programs sets specific qualifications. These usually include a high school or vocational school diploma, or some trade experience: thus, effectively eliminating most Negroes and Puerto Ricans from receiving training in many highpaying occupations. "One expert puts the number of Nassau-Suffolk minority group members in apprentice programs at 'less than one-half of 1%.'"<sup>3</sup> The program, costs each participant about \$30 per course and offers some 300 different apprenticeship programs.

##### 2. The Economic Opportunity Councils

Under contract to the Economic Opportunity Commission of Nassau, the various local Economic Opportunity Councils (10 in total) carry out the local CAP programs. The costs of the CAP programs are financed 20% locally and 80% federally. Economic Opportunity Council programs include:

- (i) A program of the Port Washington Community Action Council

##### 3. Ibid.

that is training 25 people in speedwriting and typing. This September (1968), the Council hopes to open a complete business school via a federal grant;

(ii) A 10-week typing program for women from poverty pockets given by the Manhasset-Great Neck Economic Opportunity Council, in cooperation with Great Neck's school system. About 20 are enrolled in the free program;

(iii) The Freeport Economic Opportunity Council is training 149 people in clerical skills for civil service work, in sewing, and in English for Spanish-speaking persons, at a cost of \$20,000.

#### Private Programs

1. LILCO's On-The-Job Pilot Program.

Long Island Company, with the cooperation of Electrical Workers Local 1049, is taking 12 men from poverty pockets in Nassau and Suffolk and giving them on-the-job training (at \$2.31 an hour wages) to become regular linemen.

2. The Hempstead Employment Opportunity Corporation.

The corporation was formed in August, 1967, to set up a black-operated employment and basic training service, funded privately by white village merchants. The corporation's chairman, Rev. Loma St. Clair, says that in 7 months the corporation has found jobs for more than 400 by supplying "on-the-job training, rehabilitation, motivation and hopefulness in a climate that was rife with high unemployment, under-employment, unrest and despair in the black community."<sup>4</sup>

4. Ibid.

In addition to the training programs, a concerted effort has been made to increase job opportunities for the unemployed and the underemployed. In response to Vice President Humphrey's Appeal and the work of the Long Island Association's Government-Business Training and Placement Council - the Nassau-Suffolk arm of the National Alliance of Businessmen -, over 90 Long Island firms have listed more than 4,000 job opportunities: 709 skilled, 1,056 semi-skilled, 1,844 unskilled (entry-level) and 654 summer. About a third of the jobs pay more than \$1.90 an hour.<sup>5</sup>

#### Coordination Among the Various Programs

The CAMPS program (Cooperative Area Manpower Planning System) was created in 1967, through the New York State Employment Office, under directive from Washington. The CAMPS program is a joint endeavor of the Departments of HEW, Commerce Housing and Urban Development, Labor and the Office of Economic Opportunity. It was designed to provide coordination of all federal and state funded programs. The Nassau CAMPS is composed of representatives from the various organizations that are receiving state and federal funds from programs in the County. Its chairman is Richard Ford, of the Nassau Economic Opportunity Commission.<sup>6</sup>

Despite the CAMPS program, Nassau's various poverty programs have been criticized by one County official for the virtual lack of any coordination between them. Present inadequacies, says this official, stem largely from the complete diffusion of responsibility

5. Newsday, May 23, 1968, p. 10W

6. The Long Island Daily Review, June 7, 1968, p. 2



for the development and operation of programs. The diffusion and lack of coordination is not only between agencies of different levels of government as well as private and voluntary groups, but also within the County Government itself. The Human Rights Commission and the Job Development Center, the Department of Social Services, the Vocational Center for Women, the Civil Service Commission, the Offices of Administrative Services and its Bureau of Career Planning and Development, the Nassau County Youth Board and its Neighborhood Youth Corps, the Department of Labor, the Department of Commerce and Industry, the Planning Commission, and Mobilization for Democracy are all County Government agencies that are involved in manpower development programs. Yet, there is little coordination of programs among them.

#### Occupational Shortages Compared with Training Programs Offered

The New York State Employment Service in Hicksville has reported acute shortages in the following occupations: qualified secretaries and stenographers, nurses, various machine trades occupations, automobile mechanics (especially severe shortage), TV service and repairmen, and professional and technical people (especially engineers).<sup>7</sup>

Agriculture is the only broad industry sector in which employment is expected to continue to decline. The demand for secretaries, machinists, mechanics and repairmen is expected to continue strong (according to the Nassau Economic Opportunity Commission). Projections by Hamovitch and Levenson show that clerical, professional and service jobs will be the fastest growing over the next seven years (up to 1975).<sup>8</sup>

7. Report of The Economic Opportunity Commission of Nassau County (1967), Section III, B.

8. Hamovitch and Levenson, Projected Employment and Occupational Mix Nassau-Suffolk 1970-1985 (Hofstra University, Hempstead, March 1968), p. 56.

Rapid growth of wholesale and retail trade will mean a high level of demand for sales and service people, and the growth of finance and insurance will raise the demand for office personnel, which will be reinforced by an expected continued boom in office building construction.

A growing number of programs are teaching secretarial, typing and office skills in recognition of the tremendous unmet demand (present and future) for qualified people. Yet, except for the Manpower Development and Training Program, most of these are quite small: the Secretarial Intern Program and Secretarial Training Program - coordinated through the Nassau Human Rights Commission's Job Development Program - train a total of 24 women between them. The typing programs of the Port Washington and Manhasset-Great Neck Economic Opportunity Councils train about 25 and 20 women respectively.<sup>9</sup> However, unlike in other trade areas (except beauty culture), there are also a number of private secretarial schools in Nassau.

Automobile mechanics, metal trades, and electrical repair are three other high demand occupations covered by the Manpower Development and Training Program, as well as locally by the On-The-Job Training program of the Five Towns Community House, and for school dropouts by the Oceanside and Mineola Technical Programs. The Nassau VEEB offers data processing and metal work courses, but charges residents \$72 per course. In all of these areas, the chronic shortages of qualified workers would seem to indicate that the training programs are falling far short of meeting existing demand, and certainly of preparing for projected levels of future demand.

9. The Long Island Daily Review, June 7, 1968, p. 2.

to take place among households with heads under age 25. Households with heads aged 55 and over will also rise greatly, due to the anticipated aging of the population.

### Future Housing Requirements

#### 1. Units required to Accommodate Growth in Number of Households

By 1975, a total of 423,000 housing units will be required to accommodate Nassau County's all-year population, as compared with 376,000 housing units in 1965. By 1985, the total required will be 453,000 units.<sup>3</sup> These figures are based on a loosening up of the vacancy rate from 1.4% in 1965 to 3% in both 1975 and 1985.

#### 2. Units Required to Eliminate Deficient Housing

According to Raymond & May, out of a total of 12,200 deficient housing units, as of 1960, 6,500 will need to be replaced. An additional 9,500 units will be needed to eliminate doubling up of families and individuals (on the assumption that 25% of these families and individuals would prefer their own housing units<sup>4</sup>). If this combined demand - for replacement of deficient and doubled up housing - is to be met by 1975, it would require an average of 1,600 additional housing units per year in the period 1965-1975.

According to on-the-spot surveys made by members of the Bi-County Planning Board, deficient housing especially is concentrated in some of Nassau's poverty communities. The City of Long Beach and the Villages of Freeport and Hempstead all have large concentrations of substandard housing. Among the towns, Hempstead has almost twice as much substandard housing as Oyster Bay and North Hempstead combined.

3. Raymond & May's projections, modified to accord with the latest Bi-County Planning Board population projections and with a vacancy rate of 3%

3. Housing Units Needed to Replace Losses from Demolitions and Additions to the Stock of Deficient Housing

Raymond & May conservatively use the figure of one-fourth of one percent "of the total inventory of occupied and available rental units to represent projected replacement requirements from net demolitions of standard housing and additions to the stock of substandard units." This yields a total of 3,200 units required in the period 1965-1975, and another 3,800 units in 1975-1985.

4. Total Projected Housing Needs

Units that will be needed to accommodate growth and those that will be required to meet the various replacement demands yield a total of 66,000 new units that will be needed in the period 1965-1975.

5. Housing Needs Compared with Residential Construction

Residential building in Nassau County reached its peak in 1950, when permits were issued for 31,306 units. With the exception of 1952, 1958 and 1959, the annual number of total units constructed has declined each year from 1950 to 1965. The decline has been steep - averaging 2,000 units per year.<sup>5</sup> There were 15,715 residential permits issued in 1955; 7,687 in 1960, and only 4,425 in 1965. In 1966, it was down to 3,857 permits; then in 1967, there was a 6% rise to 4,106.<sup>6</sup> At the same time, apartment construction has risen proportionately from about 4% of residential building, in 1951 through 1955, to 33% in 1961 through 1965, and is presently accounting for over one-third of new housing activity. Present apartment construction is concentrated in Long Beach, Lynbrook, Freeport, Rockville Centre

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5. Nassau County Planning Commission. Building Activity 1945-65, pp.5,14.  
6. LILCO Almanac, March 1968, p.7.

and Mineola. Future apartment building is predicted for Hempstead,<sup>7</sup> Levittown, Baldwin, Westbury and Seaford.

Unless the downward trend of total residential construction is reversed, it would seem that new housing will fall at least 20,000 units short of meeting the minimum requirements of growth plus backlog deficiencies by 1975.

### The Need For Publicly Assisted Housing

#### 1. The Need Today

Raymond & May estimate that 22,000 publicly assisted housing units were needed as of 1960, at a minimum. They arrive at this figure by combining the 12,500 occupied deficient housing units as of the 1960 Census and the additional 9,500 housing units needed to house those who are assumed to be "involuntarily doubled up." The conclusion that all of the inhabitants of the 12,500 deficient housing units will require publicly assisted housing is based on the assumption that "the continually low vacancy rate in Nassau County "(1.4% as of 1965)," combined with the characteristically low income of persons living in such housing precludes finding standard existing housing at reasonable rentals in a nearby location."<sup>8</sup> There were also estimated to be about 6,600 households receiving Welfare payments, but living in sound, non-public housing. They are in effect, receiving rent-subsidies.

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7. LILCO Almanac, November, 1967, p. 12

8. Households And Housing Units: 1960-1985, p. 35

There are some 682 units of State aided public housing built or being built, and a single limited profit middle income project of 83 units that has been built.<sup>12</sup> In addition, the Hempstead Town Housing Authority has recently received approval to construct a 1,000-unit, middle-income project at Mitchell Field for the elderly.

Since there is a need for at least 23,600 publicly assisted units by 1975, and no more than 4,500 are built or being built, at least 19,000 additional new units will be needed.

#### Housing Costs

Raymond and May present the following statistics on housing costs:

"The cost of a house, as expressed in average monthly homeowners' expenses, in purchase prices, and in construction costs, increased as follows:

--The average housing expense (monthly mortgage, interest, taxes and other recurring costs) for homeowners increased slightly faster than household incomes, on average, from 1959 to 1966.

--From 1959 to 1966 the average purchase price of new single-family homes sold with F.H.A. financing in the N.Y. S.M.S.A. increased from \$15,900 to \$17,800 or 1.7 percent per year. The average market price of the site for these houses increased more rapidly, from \$2,604 to \$3,506, or 4.3 percent per year

12. Id., p. 36.