

BOX
001
FOLDER
013

Borough President
(Manhattan)

1913, Sept.-Dec.

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

September 17, 1913

Memorandum for Mr. Adamson:

I am returning herewith the letter to Mayor Kline from the President of the Maritime Association, and am also sending (1) copy of a letter from Mr. McAneny to Dr. Soper, explaining the purpose of the resolution passed by the Board of Estimate; and (2) copy of Dr. Soper's reply. You may tell Mr. Simmons that there is important work to be done in connection with the actual sewer construction, after the Sewerage Commission has made its final report; and, if you so desire, you may send him copies of these two letters.

Please return to me the attached copies when you have finished with them.

Louis Graves

George M. Anenry
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Lea. Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

September 25, 1913

Robert Adamson, Esq.
The Mayor's Office
City Hall

Dear Mr. Adamson:

A few days ago we received a letter from the Maritime Association asking about the appointment of a Committee of the Board of Estimate to cooperate with the Metropolitan Sewerage Commission. I sent down to you from our files two letters upon which to base your reply. If convenient, will you return these letters to me now.

Yours sincerely

Louis Graves

Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

September 30, 1913 slm

Sir:

The Borough President has received your letter of the 29th, asking that the Consulting Engineer to the Borough President attend a conference at the rooms of the Bureau of Standardization of Supplies at eleven o'clock on the morning of Wednesday, October 1st. Mr. Goodrich or his Deputy will attend.

Yours very respectfully,

Louis Graves

Secretary to the President

Honorable A. L. Kline
Mayor
City Hall, New York

George M. Anany
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Gen. Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 1, 1913 slm

Julian B. Beaty, Esq.
Secretary to the Mayor
City Hall, New York City

Dear Sir:

The Borough President has received and forwarded to the bureau of highways your letter of September 30th, enclosing the suggestion of the Maryland Casualty Company with regard to placing piles of dirt and stones in streets where paving operations are in progress. The matter will have the prompt attention of the department.

Yours very truly,

Louis Graves
Secretary to the President

George M. Artery
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 3, 1913 slm

James Matthews, Esq.
Executive Secretary
Office of the Mayor

Dear Sir:

The Borough President has received and referred to the bureau of highways your letter of the 2nd instant, enclosing that of Mr. Joseph A. Taylor about the condition of the pavement in front of 263 West 152nd Street.

Yours very truly,

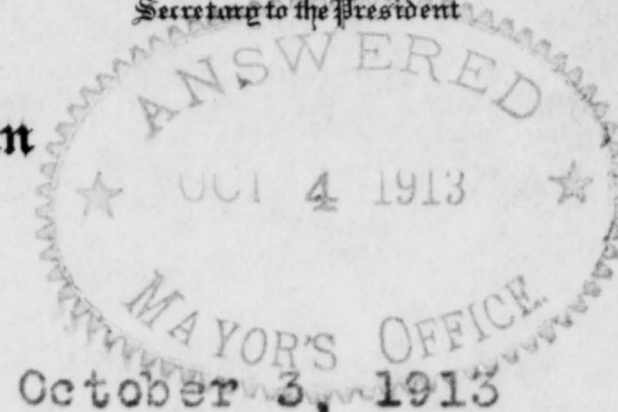
Louis Graves

Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President



Julian B. Beaty, Esq.
Secretary to the Mayor
City Hall, New York

Dear Sir:

In the Corporate Stock Budget adopted this summer, there was included an item for the construction of the new Unionport Bridge in the Bronx, and President McAneny has received communications from property owners who are interested in the speedy construction of the same, stating that they are informed that the final plans and advertisement inviting bids can not be undertaken at once, because the Department of Bridges is unable to assign the necessary drafting force to this work. When this appropriation was granted, representations were made that very large increases in taxes would result from the construction of this bridge and that it was an extremely desirable improvement. Now that the money for construction is available it would appear that some immediate steps should be taken to bring about the letting of contracts.

May I ask that you look into this matter with a view to seeing whether something can not be done?

Very truly yours

A handwritten signature in dark ink, appearing to read "Leo Arnstein".

Secretary, Borough of Manhattan

George M. Antony
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 3, 1913

To the Members of the

BOARD OF ESTIMATE AND APPORTIONMENT

Sir:

I enclose herewith, for your information, a copy of the report of the Committee on Pending Transit Proposals with relation to the offer of the New York Railways Company to transfer passengers between their surface lines and the Staten Island ferry upon the basis of a division of a five-cent fare - three cents to go to the Company and two cents to the city - together with a copy of a letter on the same subject addressed to me by the Commissioner of Docks and Ferries under date of September 30, 1913.

The matter will be placed on the calendar of the Board for final action at the meeting of Thursday, the 9th instant.

Yours very truly,

George M. Antony
President, Borough of Manhattan

1

enclosures.

COPY

New York City, October 1, 1913

To the Board of Estimate and Apportionment:

Gentlemen:

On July 31, 1913, your Board referred back to the Committee on Pending Transit Proposals and to the Commissioner of Docks for further consideration the proposal of the New York Railways Company to exchange transfers between its street surface lines terminating at South Ferry and the Municipal Ferry to Staten Island, upon the basis of a division of a five cent fare, three cents to the railway company and two cents to the City.

Your Committee has made a careful study of the probably financial results from a transfer arrangement as proposed, and has conferred with the officials of the New York Railways Company for the purpose of trying to secure for the City a larger percentage of the joint fare. As reported by your Committee upon July 10, 1913, the net loss from the operation of the Staten Island division of the Municipal Ferry for the year 1912 was \$279,436.11. An examination of the annual net loss for the entire period of Municipal operation of these ferries indicates a steadily decreasing annual deficit due to increased traffic and to improved methods of operation. The traffic increase averages under present conditions approximately five per cent. (5%) a year. It is reasonable to assume that the bringing of the Borough of Richmond within the five cent fare zone would materially increase the percentage of traffic growth. As reported on July 10, a study of traffic made by the Engineers of the Public Service Commission and by the Department of Docks and Ferries indicate that not less than forty-seven per cent. (47%) of the entire Staten Island traffic would avail itself of the transfer privilege. Upon the basis of 1912 traffic, this would mean an added burden to the tax budget of \$170,000.00. It has been argued with considerable justice that the analogy between a Municipal Ferry operating between Richmond and Manhattan and Municipal

bridges connecting Manhattan and Brooklyn is strong. The advantages accruing to the entire city from cheap and easy inter-borough communication are substantial. The development of the Borough of Richmond is of importance, not only locally, but to the City at large. So long as a barrier of a ten cent rate is imposed between the important business sections of the City and Richmond, it is not to be expected that the development of that Borough can progress rapidly.

The proposed contract with the New York Railways Company would permit persons living in Richmond to reach practically all parts of the Borough of Manhattan for a five cent fare. It would mean that a wonderful stimulus would be given to business and to real estate all through Staten Island. The City is providing, from general taxation, money for the construction of Municipal subways in every Borough of The Greater New York, except the Borough of Richmond. It is quite true that the taxpayers of Richmond are paying their proportionate share for these improved transportation facilities, and a contract with the street surface railways, as now proposed, would do much to give to Staten Island advantages which the new subway system is bringing to other Boroughs of the City.

In 1905 a contract was authorized with the Staten Island Rapid Transit Railroad Company, the operator of steam railroads on Staten Island, whereby commutation tickets were sold for passage over the railroads and the Municipal Ferry. The City agreed to accept \$1.25 for each commutation book, permitting two trips a day for each day in the month. A similar agreement was made at the same time for the issue of fifty trip family tickets upon which the City was to receive \$1.25, and for school tickets upon which the City was to receive \$1.00. This arrangement with the Staten Island Rapid Transit Company has been continued in force from year to year, and is still in effect. The average ferriage received by the City from persons purchasing these tickets is only a fraction over two cents.

Your Committee recommends, providing that the Commissioners of the Sinking Fund concur, that the offer of the New York Railways

bridges connecting Manhattan and Brooklyn is strong. The advantages accruing to the entire city from cheap and easy inter-borough communication are substantial. The development of the Borough of Richmond is of importance, not only locally, but to the City at large. So long as a barrier of a ten cent rate is imposed between the important business sections of the City and Richmond, it is not to be expected that the development of that Borough can progress rapidly.

The proposed contract with the New York Railways Company would permit persons living in Richmond to reach practically all parts of the Borough of Manhattan for a five cent fare. It would mean that a wonderful stimulus would be given to business and to real estate all through Staten Island. The City is providing, from general taxation, money for the construction of Municipal subways in every Borough of The Greater New York, except the Borough of Richmond. It is quite true that the taxpayers of Richmond are paying their proportionate share for these improved transportation facilities, and a contract with the street surface railways, as now proposed, would do much to give to Staten Island advantages which the new subway system is bringing to other Boroughs of the City.

In 1905 a contract was authorized with the Staten Island Rapid Transit Railroad Company, the operator of steam railroads on Staten Island, whereby commutation tickets were sold for passage over the railroads and the Municipal Ferry. The City agreed to accept \$1.25 for each commutation book, permitting two trips a day for each day in the month. A similar agreement was made at the same time for the issue of fifty trip family tickets upon which the City was to receive \$1.25, and for school tickets upon which the City was to receive \$1.00. This arrangement with the Staten Island Rapid Transit Company has been continued in force from year to year, and is still in effect. The average ferriage received by the City from persons purchasing these tickets is only a fraction over two cents.

Your Committee recommends, providing that the Commissioners of the Sinking Fund concur, that the offer of the New York Railways

Company be accepted, and that the Commissioners of Docks be authorized to enter into a contract with the New York Railways Company for the exchange of transfers upon the basis proposed.

Respectfully submitted

(Signed) GEORGE McANENY
President of the Borough of Manhattan

(Signed) CYRUS C. MILLER
President of the Borough of The Bronx

(Signed) GEORGE CROMWELL
President of the Borough of Richmond

(Signed) R. A. C. SMITH
Commissioner of Docks

COPY

R. A. C. SMITH
Commissioner
Pier "A", North River, N. Y.

September 30, 1913

Hon. George McAneny,
Chairman, Committee on Pending Transit Proposals
of the Board of Estimate and Apportionment

Dear Sir:

I have caused an investigation to be made by this Department of the probable financial effect of the acceptance of the offer of ^{York} the New Railways Company to transfer between the surface lines and the Staten Island Ferries, upon the basis of a division of a five cent fare, three cents to the Company and two cents to the City.

The net loss for the operation of the Staten Island division of the Municipal Ferry during 1912, without allowing for depreciation and interest upon investment, was \$279,436.11. There was carried upon the books of the Department, as depreciation upon the boats used in this service, an item of \$116,405.65. This figure represents depreciation on floating plant alone, without any allowance for depreciation and obsolescence of terminal properties. It represents a conservative estimate, based upon past experience in the operation of ferries in New York Harbor.

The City's investment in the Staten Island division of the Municipal Ferry amounted, at the close of 1912, to \$6,729,525.51. If, to the net loss of \$279,436.11, there be added depreciation and interest upon this investment calculated at 4%, the loss during 1912 amounted to \$665,022.76.

Traffic counts have been made by the Public Service Commission for the first district and by the Department of Docks and Ferries, extending in each case over a twenty-four hour period, in order to form the basis for an estimate of probable use of the transfer privilege, if granted. While the estimate made by the Department of Docks and Ferries is slightly more adverse to the City than that

made by the Public Service Commission, the two estimates are sufficiently close to indicate that they are a safe basis for a study by your committee

Taking the Public Service Commission's figures, the net loss during 1912 would have been, if the transfer arrangement had been in effect during that year, \$428,563.00. This figure does not include depreciation nor interest upon investment. If depreciation is included, the loss would have been \$544,968.65. If both depreciation and interest upon investment reckoned at 4% were included, the loss would have been \$814,149.65.

Upon the basis of the Dock Department's figures, the net loss during 1912 would have been \$449,445., and if depreciation had been included, \$565,850.65. If both depreciation and interest were allowed for, the loss would have been \$835,031.65. For convenience of reference these figures have been tabulated.

In addition to passengers paying a regular five cent rate, there are at the present time approximately one thousand passengers who commute between points on Staten Island, served by the steam railways and the Borough of Manhattan. Under an arrangement with the railway companies, the City receives \$1.25 for each monthly commutation ticket. These tickets permit passengers to ride twice a day during each day in the month. There are also in use under a similar arrangement approximately three hundred family tickets which allow for fifty rides on the Municipal Ferry and on which the City receives \$1.25. There are also about sixty school tickets which permit school children to use the Municipal Ferry twice each school day and for which the City receives \$1.00 per ticket. On the assumption that these tickets are fully used, the City receives the following rates of fare per trip:

Commutation books for 30 day month.....	\$.0208
Commutation books for 31 day month.....	\$.0201
Family trip tickets.....	\$.0205
School tickets per trip.....	\$.0228

Respectfully,
(Signed) R.A.C. SMITH
Commissioner of Docks

STATEN ISLAND FERRY
1912.

Net loss
(without depreciation)

\$279,436.11

Net loss (without depreciation)
if contract with Railroad had
been in force.
Public Service Commission
estimate

\$428,563.00

Net loss (without
depreciation) if
contract with Rail-
road had been in
force.
Dock Department
estimate.

\$449,445.00

Net loss
(including depreciation)
5% on boats

\$395,841.76

Net loss (including deprecia-
tion) if contract with Rail-
road Co. had been in force.
Public Service Commission
estimate

\$544,968.65

Net loss (including
depreciation) if
contract with Rail-
road had been in
force.
Dock Department estimate
\$565,850.65

Net loss (including
depreciation and
interest at 4%)

\$665,022.76

Net loss (including depreciation
and interest at 4%) if con-
tract with Railroad Co. had
been in force.
Public Service Commission
estimate

\$814,149.65

Net loss (including
depreciation and
interest at 4%) if
contract with Rail-
road Co. had been
in force.
Dock Department
estimate

\$835,031.65

Total taxes paid by Borough of Richmond 1912 \$1,176,778.07

of New York
11, New York

Dear Sir

The Borough president directs me to request a copy of a report made by Benjamin F. Welton, Esq., to the Commissioner of Accounts, dated June 9, 1911. The subject of the report is the administration of the Bureau of Highways in the Borough President's department.

Yours truly

Louis Graves

Secretary to the president

1
ANSWERED
OCT 7 1912

George McAneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 9, 1913

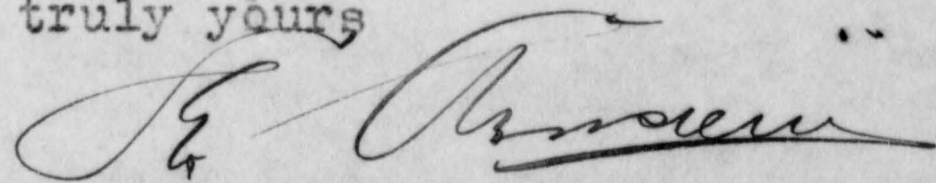
Julian B. Beaty, Esq.
Secretary to the Mayor
City Hall

Dear Sir:

Under date of May 26, 1913, President McAneny addressed a communication to the Honorable William J. Gaynor in reference to the publication in the City Record of applications filed, violations reported and unsafe building notices sent out by the Bureau of Buildings. So far as I can find, no reply was received to this communication, and I would thank you to let me know whether any reply was sent and, if not, to bring it to the attention of Mayor Kline.

I enclose herewith for your information a copy of the original letter.

Very truly yours



Secretary, Borough of Manhattan

1

Enclosure

George McAneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

COPY

May 26, 1913

Honorable William J. Gaynor
Mayor of the City of New York
New York City

Dear Sir:

A large number of people in the community are interested in the applications filed, violations reported and unsafe building notices sent out by the Bureau of Buildings, and it would be distinctly in the public interest to have these records made available. If this meets with your views, I would be glad if you would, in accordance with Section 1528 of the Charter, instruct the Supervisor of the City Record to publish daily the material furnished by the Bureau of Buildings of Manhattan which is of general public interest.

I have consulted with Supervisor Ferguson, who has stated that he had no objection to such publication, but that he was without authority to publish same without specific authorization from you.

Very truly yours

(Signed) GEORGE McANENY

President, Borough of Manhattan

George M. Anany
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 10, 1913 slm

Julian B. Beaty, Esq.
Secretary to the Mayor
New York City

Dear Sir:

The Borough President has received and referred to the bureau of highways for attention the complaint of Mr. Kusulas about the stand next door to his store at 302 East 14th Street. The matter will be investigated by the bureau of highways. The photograph, which Mr. Kusulas encloses with his letter, would seem to indicate that he is encroaching upon the walk almost as much as his neighbor is, however.

Yours very truly,

Louis Graves
Secretary to the President

George M. Anany
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

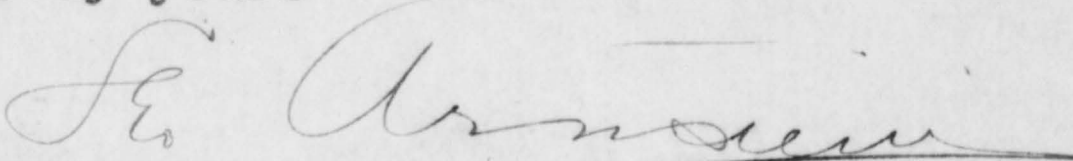
October 10, 1913

Julian B. Beaty, Esq.
Secretary to the Mayor
City Hall, New York City

Dear Sir:

I beg to acknowledge receipt of your favor of
October 9th enclosing copy of a letter received by the
Mayor from the Bridge Commissioner, in reference to the
new Unionport Bridge, and beg to thank you for your
prompt attention to this matter.

Very truly yours


Secretary, Borough of Manhattan

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 11, 1913 slm

Julian B. Beaty, Esq.
Secretary to the Mayor
City Hall, New York

Sir:

The Borough President has received and referred to the bureau of highways your letter of the 10th, enclosing the complaint of Fred Lustig about the sidewalk in front of 426-440 East 79th Street.

Yours very truly,

Louis Graves

Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

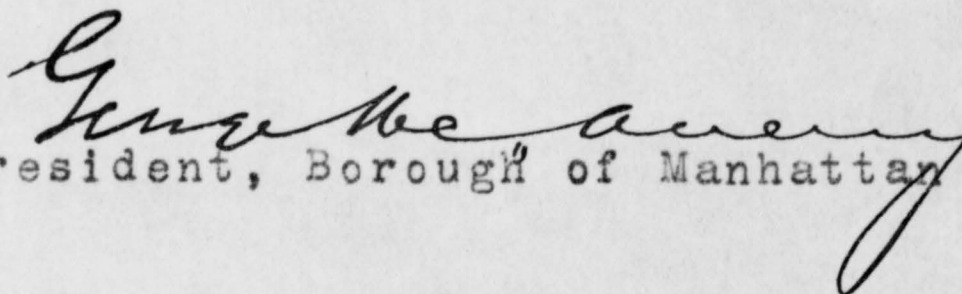
Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 21, 1913

Dear Mr. Mayor:

I have to report that, in pursuance of your very kind letter of the 17th instant, I represented the city and you at the unveiling of the monument to Thomas Willett, the first Mayor of New York, at Providence on Saturday, last. The occasion was a very impressive one, and I am sure that you would have been pleased to have heard the appreciative things said not only about our first Mayor, but about the city itself.

Always sincerely yours,


President, Borough of Manhattan

Honorable A. L. Kline
Mayor
New York City

George M. Anemy
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

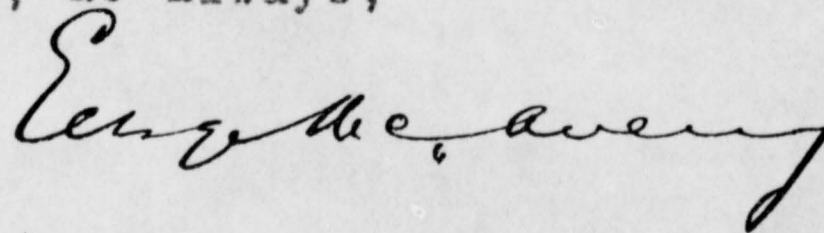
Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 21, 1913

Dear Mr. Mayor:

This is a postscript. In brushing up my history for Saturday, I learned that when Thomas Willett became Mayor the law provided that the Mayor should serve for a year only, and should then become an Alderman, and that unless he served a term as Alderman he could not be Mayor again. So, though, as the inscription on his tombstone proclaims he "did twice sustain ye place", he had to be an Alderman in between. Cheer up.

Yours, as always,



Honorable A. L. Kline
Mayor
New York City

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

October 29, 1913 slm

Denis Gould, Esq.
421 East 80th Street
New York City

Dear Sir:

The appointment of bricklayers is a matter that is entirely within the jurisdiction of the Commissioner of Public Works, to whom President McAneny has handed your letter of the 28th instant. If you will call on Mr. Todd, who is in the Commissioner's office in the Municipal Building, he will be able to tell you if there is any prospect of your appointment in the near future.

Yours very truly,

Louis Graves
Secretary to the President

1

July #1

*app July 2 + 4 J.G. May #2
no cor of Chas Morley #4
#1*

} opp'ts

BUREAU OF PUBLIC BUILDINGS AND OFFICES

BOROUGH OF MANHATTAN

OCT 31 1913

Mr. Denis Gould,

421 East 80th Street, city.

Will you please call at the City Hall, Office of the Mayor, and ask for Mr. Beaty, Secretary to the Mayor, on Monday, November 3rd, 1913. Mr. Beaty will hear your complaint regarding your non-certification for the position of bricklayer.

Call in the morning.

(X)

HC 2007



BUREAU OF PUBLIC BUILDINGS AND OFFICES

BOROUGH OF MANHATTAN

OCT 31 1913 —191

Memo for Mr. Beaty;-

CONFIDENTIAL.

According to this man's statement he was number 1 on the regular list for bricklayers last July at a time when our Sewer Bureau called for the certification of 2 bricklayers. Complying with the request of the Sewer Bureau, the Civil Service Commission certified two men to the bureau and they were #2 and #4. Gould says that he never received notification, was never certified, and consequently is the victim of some kind of discrimination.

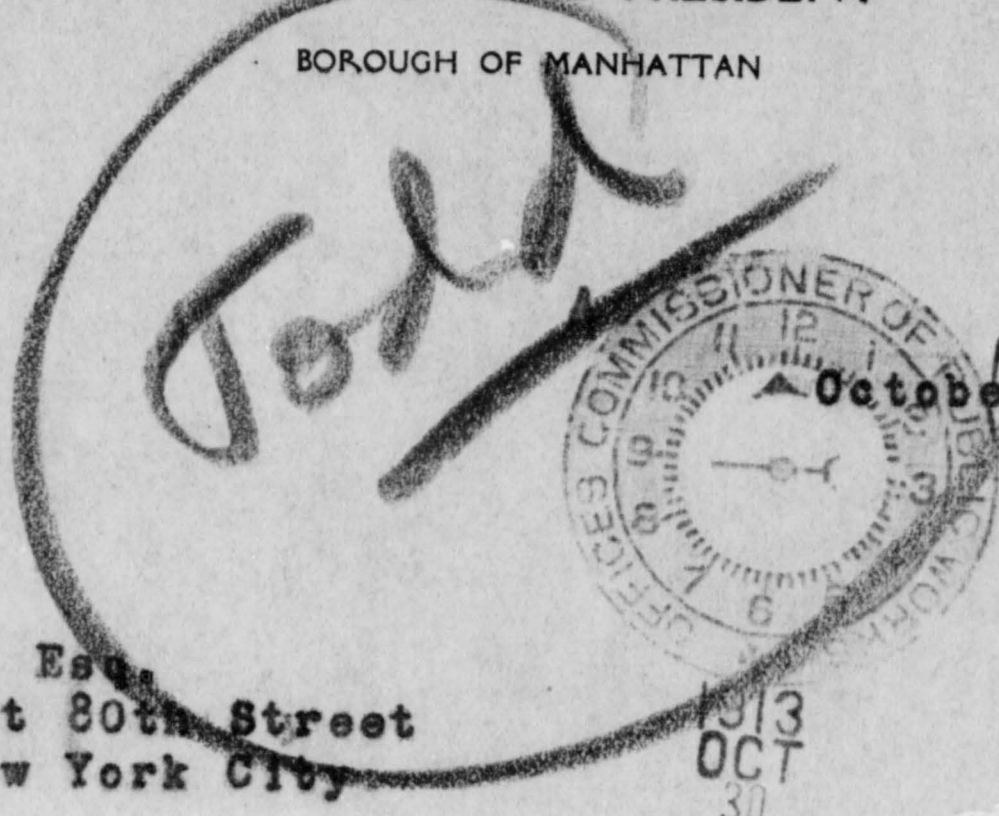
Were it not that there have been several similar complaints made to me during the past 3 years, I would attribute this matter to some error or peculiar rule of the Commission, but if the facts are as stated, I think that it would be a good thing to follow up this specific complaint in order to ascertain whether or not there has been any merit to the others.

I will ask Gould to call and see you on Monday, Nov. 3/13.

H.C.

OFFICE OF THE PRESIDENT

BOROUGH OF MANHATTAN



Denis Gould, Esq.
421 East 80th Street
New York City

1913
OCT
30

Dear Sir:

The appointment of bricklayers is a matter that is entirely within the jurisdiction of the Commissioner of Public Works, to whom President McAneny has handed your letter of the 28th instant. If you will call on Mr. Todd, who is in the Commissioner's office in the Municipal Building, he will be able to tell you if there is any prospect of your appointment in the near future.

Yours very truly,

Secretary to the President

1

RECEIVED

SUPERINTENDENT OF PUBLIC
BUILDINGS & OFFICES

OCT 30 12 49 PM '13

BORO. OF MANHATTAN
21 PARK ROW, N. Y. C.

RECORDED TO MR.

Mr. Lewis Gould.

1421 E. 80th St.

N. Y.

City.

Those who may have been
working without a title
& whose names are
Charles Dooly &
J. J. May.

Dear Sir,

I have
been down to the Labor
Bureau & I never could
get any satisfaction
so my friends advised
me to write to you stating
the circumstances.

Hoping to hear from
you as soon as possible
resp. yours.

OFFICE OF PRESIDENT
BORO. OF MANHATTAN

OCT 29 9 49 AM '13

CITY HALL
NEW YORK

FROM.....

Borough President

Mr. M. C. Anney
Dear Sir,

As I have
been first on the list for
Bricklayer this last 15 mos
I have not been called
on but as there has been
two put to work on the
sewer no. 2 & no. 4 and
they have been working
this past year or so I
think a injustice has
been done me as I always
thought any thing of the
kind could not be done

George M. Anemy
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graess
Secretary to the President

November 3, 1913 slm

Julian Beaty, Esq.,
Secretary to the Mayor
New York City

Sir:

The Borough President has received and referred to the bureau of highways for attention your letter of the 1st instant, enclosing the complaint of Mr. Dannenbaum about the flooding of his residence at 41 East 60th Street.

Yours very truly,

Louis Graess

Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 5, 1913 slm

James Matthews, Esq.
Executive Secretary
Office of the Mayor

Dear Sir:

The Borough President has received the complaint of Emile J. Philippe with regard to employes using the freight elevators at 140 Lafayette Street, and has asked the Superintendent of Buildings to give the matter his attention.

Yours very truly,

Louis Graves
Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 6, 1913

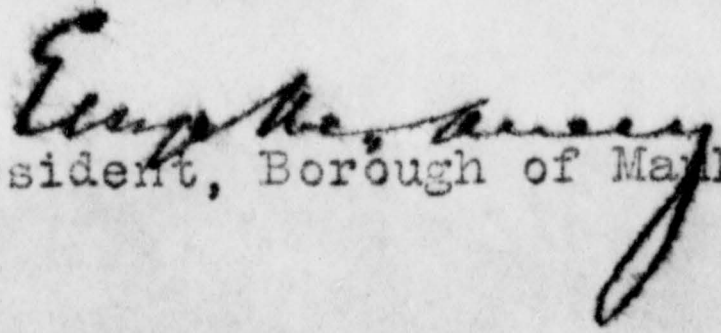
Honorable Ardolph L. Kline
Mayor of the City of New York
City Hall, New York

My dear Mr. Mayor:

Mr. Crowell has written me asking my opinion of the ordinance passed by the Board of Aldermen on October 28, 1913, changing the title of "Inspectors of Regulating, Grading and Paving" and "Inspectors of Sewer Construction" to "Inspectors of Public Works".

This ordinance, in my opinion, should be vetoed. I believe it to be entirely wrong in principle. The matter of titles of inspectors is one which is not properly within the province of the Board of Aldermen, but should be left in the hands of the Civil Service Commission. Furthermore, it is very doubtful whether the aldermen are legally qualified to pass such an ordinance; it seems to be a trespass upon the functions of the Civil Service Commission.

Very truly yours


President, Borough of Manhattan

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 8, 1913

William B. Crowell, Esq.
Assistant Corporation Counsel
Office of the Mayor

Dear Sir:

I have at hand your letter of the 5th instant, asking on behalf of the Mayor my opinion of the ordinance passed by the Board of Aldermen on October 28th authorizing peddlers and push carts to stand on all streets of the city during the Christmas holidays.

This consent is usually given each year. A year ago, however, at the direction of the Mayor, it was withheld from all those streets that had been cleared of encroachments under resolutions of the Board of Estimate and Apportionment. I am strongly of the opinion that there should be a similar limitation this year. These are the streets upon which there is the greatest congestion, and that congestion would be increased in some cases to an intolerable degree by the presence of these stands.

Very truly yours,

George M. Aneny
President, Borough of Manhattan

George M. Anenry
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 11, 1913 slm

James Matthews, Esq.
Executive Secretary
Office of the Mayor

Dear Sir:

The Borough President has received your letter of the 10th instant, enclosing the complaint of Mr. George H. Benjamin with reference to the pavement around the fire hydrant in front of 20 West 11th Street. The matter will have the prompt attention of the bureau of highways.

Yours very truly,

Louis Graves
Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 12, 1913

James Matthews, Esq.
Executive Secretary to the Mayor
City Hall, New York

Dear Sir:

In reply to your letter of November 11th asking that Mr. McAneny call at the Mayor's office today or tomorrow and affix his signature to the incorporation papers of the Mayor Gaynor Memorial Association, I regret to have to inform you that Mr. McAneny is out of the city and will not be back until about December 1st. I shall be glad to send the papers to him at White Sulphur, West Virginia, for signature, if you so desire.

Yours very truly

Louis Graves
Secretary to the President

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Geo. Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 17, 1913

Honorable Robert Adamson
Secretary to the Mayor
City Hall, New York

Dear Mr. Adamson:

Mr. Tagawa, a member of the Japanese Parliament and Associate Mayor of Tokio, is visiting New York City for the purpose of looking into our governmental methods. I have supplied him with introductions to several officials who will tell him how we do things here. He would like very much to call upon the Mayor, not for the purpose of a long discourse, but simply to have a word with him and present his compliments. Would Friday afternoon be a convenient time for this brief meeting? Mr. Tagawa's time before that is pretty well filled up.

Yours very sincerely,

Louis Graves

Secretary to the President

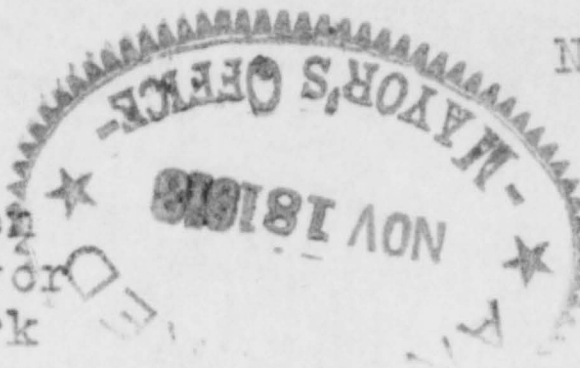
George M. Anney
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

November 18, 1913

Honorable Robert Adamson
Secretary to the Mayor
City Hall, New York



Dear Sir:

We have received several communications from a Mrs. Conley in Brooklyn, and I enclose the latest one. The woman has some grievance apparently, but I can't get from her a clear statement as to what she is complaining about. I have asked her to come and see me, or to state her case clearly in writing, but she only replies by inviting more maledictions upon our heads. In this latest letter she says: "Ask Mayor Kline to explain my case; the enclosed paper will prove I knew the Mayor would be well paid for his part in the moving of the police from State Street."

Of course this is all meaningless to me. Is there any possibility that you may know what the woman is talking about? If so, I should like you to let me know.

Very truly yours,

Louis Graves

Secretary to the President

Enclosure

Released for Friday Morning Papers, December 5, 1913

HEIGHTS OF BUILDINGS COMMISSION

RECOMMENDS LIMITATIONS.

Borough President McAneny yesterday gave out the conclusions of the Heights of Buildings Advisory Commission, which has been at work several months studying this problem. These conclusions, for the present, are recommendations to the Board of Estimate's Heights of Buildings Committee, which is composed of Borough President McAneny, Chairman; Borough President Pounds and Borough President Miller. This Committee will make a study of the recommendations of the Advisory Commission, which is headed by former public service commissioner E. W. Bassett, and will submit its own final report to the Board some time this month.

"The recommendations which have been submitted to our Committee today", said Mr. McAneny, when he made the document public, "show what painstaking and conscientious effort has been devoted by the Advisory Commission to this problem of limiting the heights of buildings. It has been a most serious problem for a long time, and we were fortunate in securing the services of such a body of men as make up this Commission.

"What strikes one particularly about the recommendation submitted is their intensely practical tone. The men who compose the Advisory Commission are not theorists. Its members include real estate men of wide experience, experts in taxation and in housing problems, architects who have given close attention to building problems in New York City, and lawyers who have studied the legal side. Their aim has been throughout to devise some scheme of regulation which would be in accord with the soundest economic principles. They have attempted to reconcile considerations of health and safety with the welfare of the business interests involved.

"In my work as Chairman of the Board of Estimate's

Transit Committee, I have had it impressed upon me with great force that a satisfactory solution of the transit problem was dependent upon some rational scheme of building regulation. It is futile to build new subways into the crowded centers of New York if we are to allow these tremendously high buildings to be multiplied without end. Just what a serious condition might be brought about is indicated by the calculations of the Public Service Commission that the tenants of a single building recently put up would alone fill all subway express trains leaving the Fulton street station, bound uptown, for a period of twenty minutes.

"When the regulation of building heights was first proposed, several years ago, there was considerable opposition voiced by persons satisfied with the real estate interests. It was argued that the possessor of a lot not yet improved was put at a disadvantage in comparison with the owner of an existing 'skyscraper'. However, experience has proven that the very high buildings are not, as a rule, profitable investments. The average return on them is low. Thus, the incentive for the erection of 'skyscrapers' is weakened and the sentiment in favor of regulation is correspondingly strengthened.

"But the kind of regulation which the Commission suggests would not do away with high buildings. They would still be permitted, but under certain restrictions providing for ample surrounding space. The document which I have before me today contains a number of so-called illustrations showing just how certain existing buildings would have been affected if the proposed regulations had been in effect when they were erected. In some instances, these buildings would be permitted to go even higher than they are, while, in others, their height would be decreased very little. It is evident to me, from my first reading of the report, that there is nothing radical or dangerous about it.

"There are still to come chapters from the Commission dealing in more detail with 'districting' and other phases of the problem.

Mr. McAnany will immediately call a meeting of the Heights of Buildings Committee to consider the recommendations.

The members of the Advisory Commission are as follows:

RECEIVED FOR THE BOARD OF ESTIMATE'S COMMITTEE

ADVISORY COMMISSION ON HEIGHTS OF BUILDINGS

Appointed by the Board of Estimate's Committee
on The Height, Size and Arrangement of
Buildings:

Manhattan

Allan Robinton, Real Estate, 165 Broadway
William H. Cheesbrough, Real Estate, 111 Broadway
George T. Mortimer, Real Estate, 111 Broadway
C. Grant La Farge, Architect, 23 East 26th Street
Burt L. Fenner, Architect, 160 Fifth Avenue
Otto C. Fidlitz, Builder, 489 Fifth Avenue
Abram I. Elkus, Lawyer, and Counsel for Factory Investigating
Committee, 170 Broadway
Lawrence Veiller, Charities Organizations, 105 East 22nd Street
Gaylord S. White, Social Worker, 237 East 104th Street

Brooklyn

Edward M. Bassett, Lawyer, 277 Broadway, Manhattan
Edward C. Blum, Merchant, 45 Plaza,
J. Monroe Hewlett, Architect, 345 Fifth Avenue
Franklin S. Tomlin, Labor man, 1320 Bergen avenue

The Bronx

William A. Cokley, Real Estate, 1325 Ft. Schuyler Road
August F. Schwarzler, Builder, 1662 Boston Road

Queens

Robert W. Higbie, Manufacturer, Jamaica

Richmond

Edward W. Brown, Manufacturer, Dongan Hills

General City Officers

Lawson Purdy, President of Department of Taxes and Assessments
Nelson P. Lewis, Chief Engineer, Board of Estimate & Apportionment

CONCLUSIONS OF THE HEIGHTS OF BUILDINGS COMMISSION.

REPORT TO HEIGHTS OF BUILDINGS COMMITTEE
OF THE
BOARD OF ESTIMATE AND APPORTIONMENT
DECEMBER 3, 1913.

The Commission finds conclusive evidence of the need of greater public control over building development. The present almost unrestricted power to build to any height, over any proportion of the lot, for any desired use and in any part of the city, has resulted in injury to real estate and business interests, and to the health, safety and general welfare of the city.

There are many cases where high buildings have destroyed rentable values of neighboring buildings and in turn, perhaps, have had their own rentable values destroyed by other buildings. There are limited areas that seem in process of being smothered by their own growth; light and air are being largely shut off and the streets are becoming entirely inadequate. There are high class business districts such as lower Fifth Avenue that have seen property values impaired by the encroachment of factories. There are high class residence districts in which great property losses have resulted through the coming of stores and apartment houses. There are areas in The Bronx and in Brooklyn where lower East Side conditions of excessive congestion of population are being repeated.

Profiting by past experience we can do much to safeguard the future. We can prevent the repetition all over the city of conditions and evils now confined to comparatively limited areas. Regulations, however, must be carefully devised so as not to interfere unduly with existing property values. We believe that well considered restrictions can be worked out which instead of proving

a menace to property values, will in general tend to conserve and in some cases to increase property values. Reasonable restrictions on the use of land will work to the mutual advantage of all owners.

The Commission heard the testimony and opinions of real estate experts, including the heads of several institutions which lend great sums of money secured by mortgages on real estate. This testimony of experienced men supported the opinion of the commission that real estate values will be conserved and rendered far more stable by regulations materially limiting the height of buildings, providing for appropriate yards and courts and restricting various districts against the intrusion of unsuitable industries.

We believe that the State has adequate power to adopt reasonable regulations of this kind. Under the police power the state may adopt any reasonable and appropriate regulation for the promotion of the public health, safety and general welfare. If it is true, as we believe, that the adoption of a reasonable control over building development is essential to the business interests and to the general welfare of the city, we are convinced that the exercise of such control is constitutional. Other American cities have been using the police power to regulate the height and use of buildings. These regulations have in the main been sustained by the courts. New York City has for many years restricted the height, size and arrangement of tenement and apartment houses. We merely propose, for the most part, a more general application and extension of methods of control already in use in the building regulations of this city.

General Restrictions for all Buildings

An urgent problem is the establishment of general regulations that will relieve the situation in lower Manhattan. An occasional building of extreme height, is not a matter of great public importance, but when as in parts of the office and financial district such buildings are crowded together, shutting off light and air and congesting the streets, the evil becomes one of grave public concern. The process has now gone far enough to make it plain to any observer that if permitted to continue until the district is uniformly built up with structures of the present extreme heights the situation will be intolerable and injury will be done both to public and private interests.

A building of excessive height is not necessary in order to realize the maximum net return from the land. The tallest buildings often do not pay the best. The entrance hall, elevators, stairs and services take too much valuable space. Even supposing the building can be advantageously rented at the start, its prosperity will probably continue only so long as it is not surrounded by buildings of similar height. When high buildings are crowded together the result is mutually disastrous to all owners. Artificial light must be used on the lower floors even on the brightest day in summer. The darker offices usually rent for much less than those with better light. When such conditions prevail it is clear that a reasonable restriction on height and court area if applied at the start would have been greatly to the advantage of all owners concerned.

Lack of sunlight and the continuous use of artificial

light undoubtedly have a direct relation to health, eyestrain, and general physical and mental efficiency. The health and comfort of the hundreds of thousands of office employees is a matter of great public importance. Equally injurious is the lack of adequate ventilation due to the opening of work rooms on deep and narrow courts within which any circulation or renewal of air is difficult.

The public also has great interest in the effect which tall buildings have on street conditions. The streets are being darkened and congested. Pedestrian and vehicular traffic is becoming slow and difficult. The street subsurface is becoming overcrowded with sewers, pipes, wires and rapid transit subways; all occasioned in considerable measure by the extreme heights of buildings.

In recommending restrictions we have necessarily been limited by existing conditions as to improvements and land values in the office and financial district. Were it not for the existence of many tall buildings, other and more nearly ideal restrictions could be imposed. The restrictions recommended are designed to secure as much light and air, relief from congestion and safety from fire as is practicable under existing conditions as to improvements and land values. In place of proving a menace to existing values they will tend to prevent future serious injury to such values.

The restrictions recommended are intended to apply until superceded in part by the districting plan hereinafter proposed, to all buildings throughout the city with the exception of tenement houses and with the exception in the case of hotels of the require-

ments in regard to courts. Existing requirements as to height and courts of tenement houses and as to courts of hotels are more stringent than the regulations we propose for general application. While the restrictions recommended are necessarily somewhat detailed and complicated their general purport may be briefly summarized. They limit height at the street line to twice the width of the street but such limit shall in no case be less than 100 feet, nor more than 300 feet. After reaching such limit the building may be carried higher by setting the street walls above such limit back one foot for each four feet of increased height. This will permit the building of mansards or of vertical walls if such walls are set back in the prescribed ratio of one to four. No cornice may project into the street more than five percent of the street width. In order that the proposed height regulations may be effective in securing a maximum of light in the streets, it is obvious that the cornice projection must be limited. Ten foot cornices on both sides of a 30 foot street cut off more light than many feet of increased building height.

Every building may cover the entire lot up to the top of the first story. Above such first story 10 per cent of every interior lot must be left vacant and except on a lot facing on two or more streets such 10 per cent shall be left at the rear of the lot. This will mean as a rule that each owner of an interior lot will leave a 10 foot court across the rear of his lot. This 10 foot court joined with the 10 foot court on the adjoining lot will make a minimum space of 20 feet back to back between buildings. An open court of this kind is of great importance to adequate ventilation.

No rear court is required in the case of a corner lot.

In addition to rear courts or the required 10 percent loss of area there must be a further loss of area covered by the building equal to one per cent of the lot area for each story except the first story. Loss of area occasioned by set-backs of the front walls is included in this one percent per floor required loss. As the required set-back of front walls on a lot 100 feet deep means a loss of about three per cent per floor it is only in the case of buildings of unusual shapes that the 1% requirement would have any practical effect after reaching the height where the required set-back of street walls begins. This requirement is supplemented by prescribing a minimum dimension proportionate to height for main courts other than the 10 percent rear court. The least dimension of such courts must be not less than six feet and not less than the number of feet equal to one and one quarter ($1\frac{1}{4}$) times the number of stories above the first story. At the twenty-first story, the court would have to be at least 25 feet in each dimension. Such courts are included as a part of the one per cent per floor required loss of area. These requirements apply to a corner lot as well as to an interior lot.

Buildings erected on lots of specified shapes and sizes and for which it has seemed that adequate light and air can be secured from the streets, are exempted from the requirement as to the loss in area of one percent per story and from all requirements as to courts.

As an exception to all the above height and court regulations a tower may be erected to any height provided it does not

cover more than 25 percent of the lot and provided every part of the tower is kept at least 20 feet from the lot and street lines. In the case of a building facing a public park or water front, however, such tower may be placed at the building line. Towers of this kind will not interfere with light and air and while not attractive investments, will probably continue to be built as in the past from motives other than for rental return.

For plots of normal size, it is estimated that buildings will reach their economic height when through the application of the court and set-back regulations the area of the building has been reduced to about 60 per cent of the area of the plot. This will mean that for buildings on an interior plot on a sixty foot street, the economic height limit will be about 14 to 17 stories. On a corner plot on a 100 foot street, the economic height limit will be probably 16 to 20 stories.

The proposed regulations are in full as follows:

STREET WALLS:

1. A. Except as hereinafter provided when the street walls of any building reach a height equal to twice the width of the street, they shall be set back from the street in the ratio of one foot horizontally for each four feet vertically, but the street walls of a building facing on any street, public place, park, or body of water, more than 150 feet wide, including an intervening street if any, must begin their set-backs not over 300 feet above the curb, except as hereinafter provided for towers.

1. B. Street walls if erected on the building line may reach the height of 100 feet on a street less than 50 feet wide before

the set-back as stated above must begin.

1. C. When the width of a street varies in a given block, the width of the street for the purpose of determining the height of the street walls in said block shall be taken to mean the average width of said street in said block.

2. When street walls are erected inside the building line so that a space intervenes between the street and the wall, the set-back shall begin where such wall intersects the set-back plane as determined by the set-backs in Paragraph 1 A and 1 B and above that point the wall shall set back in the same manner as if the wall were placed on the building line.

3. Where a single building is erected upon a corner lot facing upon streets of different widths, the street of greatest width may be used to determine the height at which the set-back shall begin. The mean level of the curb in such street of greatest width shall be the point from which such height shall be measured.

4. Where a single building not on a corner lot abuts upon streets of different widths the height and set-backs of each street wall shall be determined by the width of the street on which it abuts.

5. No cornice shall project more than five per cent of the width of the street beyond the building line or the plane determined by the required set backs in 1 A and 1 B.

COURTS:

6. Every building may cover the entire area of the lot up

to and including the tier of beams forming the ceiling of the first story which shall be that story the floor of which shall be not more than seven feet above the curb level at the highest point of any street on which the building abuts.

7. Except as hereinafter provided on all lots upon which buildings shall be erected, provision for light and air shall be made by leaving yards or uncovered courts above the second story floor level whose least dimension shall be not less than six feet.

8. At any story of a building the least dimension of any court, measured to an opposite wall of the same building or to a lot line, shall equal in feet at least one and one quarter times the number of stories from the second floor to and including said story. This provision need not apply to a rear yard as required under Paragraph 12.

9. In a court of irregular shape the least dimension shall be taken to mean the least distance between walls or between any wall and a lot line measured on a line erected perpendicular to the center of any side of said court.

10. The provisions of Paragraph 7, 8 and 9 need not apply to a court upon which no office or work room solely depends for access to outside light and air.

11. In every building there shall be a loss in area for each story above the second story floor level of at least one per cent of the lot area, in addition to other requirements hereinafter contained.

12. Except as provided in Paragraph 13 A and 13 B, there shall be an uncovered space above the second story floor level

between the rear line of every building and the rear line of the lot, which shall contain not less than 10 per cent of the area of the lot and the least dimension of which shall be not less than 10 per cent of the depth of the lot. When the front and rear lines of the lot are not parallel, the depth of the lot shall be taken to mean the average depth.

13. A. The requirements of Paragraph 12 shall not apply to a building erected on a lot at the corner of two or more streets.

13. B. When a building is erected upon a lot fronting upon two or more streets but not on a corner, there shall be an uncovered space above the second story floor level equal in area to 10 per cent of the area of the lot.

14. No courts shall be required in a building erected on a three sided lot in which three sides face upon public streets and in which the length of the shortest side does not exceed 100 feet.

15. No courts shall be required in a building erected upon a three sided lot in which only two sides face upon public streets and in which the length of the third side does not exceed 100 feet.

16. No courts shall be required in a building erected upon a rectangular or trapezoidal lot in which three or more sides face upon public streets, and in which the greatest width of the lot from street to street measured in a line at right angles to either street does not exceed ninety feet.

TOWERS:

17. It is further provided, that, in addition to a build-

ing erected as hereinbefore provided, a structure to be called a "TOWER" may extend without limit above such building and without loss of area, but such tower shall not occupy an area exceeding 25 per cent of the area of the lot, and no part of such tower shall approach nearer than 20 feet to any lot or street line, except, however, that such tower may be built on that building line of a building facing on a public square, a public park, or the waterfront, with or without an intervening street as hereinbefore defined in Paragraph 1 A.

18. The above regulations do not apply to tenement houses and do not apply to hotels in so far as sections 6 - 16 in relation to courts are concerned nor do they apply to church spires, belfries or chimneys for power and manufacturing plants. The existing laws and ordinances in relation to tenement houses and hotels will be continued in force.

Application to certain well known office buildings.

In the following illustrations the number of the story at which the set-back would begin refers to the building as actually constructed or to the approved plans of a building under construction.

FIFTH AVENUE BUILDING:

This structure is fourteen stories high with a two story parapet or 196 feet over all. Under the proposed regulation it could go up twenty five stories or 300 feet before it would have to set back from the street front, and might go up five stories or 60 feet more in a mansard. The required court under the proposed

regulation would be eighteen feet narrower all of the way up than the existing court and at the top where the existing court is 60 feet wide it would need to be only 42 feet wide.

THE WOOLWORTH BUILDING:

This building is 27 stories or 360 feet high before it begins to set back from the street. Under the proposed regulation if this building were opposite the City Hall Park it would have to begin to set back at the top of the 23d story level or 300 feet up and could have three roof stories. From the 23d story up it could have a tower, 100 feet by 77 feet. The existing tower is 84 feet by 84 feet. The existing court is 36 feet wide all the way up to the 28th story. Under the proposed regulation the main building would probably stop at the 23d story and the court for the same depth would have to be 68 feet wide at that level.

SINGER BUILDING:

This building without the tower is only 15 stories or 200 feet high, and 12 stories high before it begins to set back from the street. Under the proposed regulation the building would begin to set back at the 11th story or 140 feet up and continue to a height of 16 stories, above which level there might be a tower 90 feet by 70 feet. The existing tower is 66 feet by 55 feet. As to the courts, at the 8th story level only 1,692 square feet would be required and at the 15th story level 3,666 square feet would be required. 6,435 square feet is the area given up in the existing courts.

NEW EQUITABLE BUILDING:

On the street the proposed building will be 36 stories

or 496 feet high with exterior courts on Broadway and Nassau Street, 32 feet wide and 94 feet deep. Under the proposed regulation the building might go up nine stories of the unusual height of the proposed stories before it would begin to set back and it would be impracticable to carry it above a height of 18 stories. The courts would remain the same as the present courts up to the 14th story but at the 18th story they would be 12 feet wider. Above the 18th story there could be a tower 115 by 100 feet.

UNITED STATES REALTY BUILDING:

This building is 21 stories or 283 feet high. Under the proposed regulation it might go up 12 stories or 160 feet before it began to set back and the probable height under the proposed law would be 15 stories or 203 feet. There need be no courts in the building.

WHITEHALL BUILDING:

This building is 20 stories or 250 feet high in one part and 32 stories or 405 feet high in another part. Under the proposed regulation as this building faces on the water front and on a public park it could go up 24 stories or 300 feet before it would have to set back and might reach a height of 29 stories or 360 feet. A tower on the corner 100 by 130 feet would be quite feasible. At the 29th story if the building covered the whole lot a court of the same depth as the existing court would have to be 64 feet wide. At the 24th floor the building could occupy about 76 per cent of the present lot area.

MUNICIPAL BUILDING:

This building is 24 stories or 320 feet high. Under the proposed regulation the building as it faces a public square could be 22 stories or 300 feet high before it would have to set back and could be carried up to the 30th story or 408 feet high. There could be a tower on the building 138 by 110 feet. At the 24th floor level a court as required under the proposed regulation would be very nearly the same size as the existing court.

FLAT IRON BUILDING:

This building is 20 stories or 282 feet high. Under the proposed regulation it could be 18 stories or 250 feet high before it would have to set back from the street and would reach an ultimate height equal to one story more than the present building or 300 feet. There need be no courts.

Application to Certain Well Known Hotels.KNICKERBOCKER HOTEL:

This hotel is 15 stories or 185 feet high with only 12 stories or 150 feet in height on the street front. According to the proposed regulation it might be 16 stories or 200 feet high before set-backs would be required with a possible ultimate height of 25 stories or 300 feet.

PLAZA HOTEL:

The height of this building is 19 stories or 270 feet or 16 stories or 235 feet before it begins to set back from the street. Under the proposed regulation, as the building faces on a public square and park it might go to the height of 22 stories or 300 feet before set-backs would be required and a tower on the corner 98 by 98 feet could go to any height.

BILTMORE HOTEL:

The height of the Biltmore Hotel is 25 stories or 305 feet. Under the proposed regulation the set-backs would begin on the street fronts at the 14th floor level or 160 feet up. The hotel might go to the same height as the existing building but it would probably be unprofitable to carry it above 19 or 20 stories or 240 feet.

DISTRICTINGHeight Regulation Districts:

The Commission believes that any complete system of height and court restriction necessitates the application of different regulations to different parts of the city. The city should be divided into districts and the restrictions for each district worked out with reference to the peculiar needs and requirements of that particular district. The blanket restrictions which we have recommended for immediate adoption, have as a matter of fact been devised with reference to the needs of the downtown office and financial district - the area of maximum congestion. They have been worked out with a view to securing as much light, air, relief from congestion, and safety from fire as is consistent with a proper regard for the business requirements and existing land values in this area of maximum congestion. They are so liberal as to be of practically no force in controlling actual building development except in very limited areas throughout the entire city. We believe that the needs of each district should be studied in the same way that we have studied the central office and financial district and restrictions worked out that will best serve the peculiar needs of each district.

Every city becomes divided into more or less clearly defined districts of different occupation, use and type of building construction. We have the central office and financial district, loft districts, waterfront and industrial districts, retail business districts, apartment house and hotel districts, tenement house districts, private dwelling districts. The charac-

ter of building appropriate for each district is of course dependent on the character of occupation and use in that particular district. A comparatively high degree of concentration is believed to be important for the facilitation of business in the office and financial district. Certain trades and industries require structures of unusual size or shape. The demand for housing varies with the differing tastes and necessities of the inhabitants of the city. There is a demand for hotels and apartment houses as well as for single family dwellings. Moreover, advantage of location and the resulting enormous difference in land values tend strongly toward differentiation in the character and intensity of use and this and other social and economic factors tend toward a natural segregation of buildings according to type and use. The city is divided into building districts. We believe that these natural districts must be recognized in any complete and generally effective system of building restriction.

Height and court restrictions should be framed with a view to securing to each district as much light, air, relief from congestion and safety from fire as is consistent with a proper regard for the most beneficial use of the land and as is practicable under existing conditions as to improvements and land values. The restrictions should be based on the theory that assuming that the entire district should be built up uniformly with buildings of the maximum height and extent allowed, the provision for light and air would be adequate, and the district as a whole would be appropriately improved. The varying district restrictions should also have in view the safeguarding of existing and future invest-

ments and the encouragement of an appropriate and orderly building development, by conserving the existing type and character of the district and by preventing the taking from an existing structure of its minimum allotment of light and air.

While we know of no immediate practicable remedy for the existing congestion of population on the lower East Side, we believe that by appropriate restrictions varying with the district, we can prevent the repetition of these conditions in other parts of the city. A few comparatively small districts of the city are already spoiled but most of the area of the city is still in condition to be greatly helped by appropriate regulations.

The chief American examples of districting as applied to the height of buildings are furnished by Boston, Baltimore, Indianapolis and Washington. In Baltimore and Indianapolis special restrictions have been applied to a single very limited area. In Boston and Washington, on the other hand, the regulations are comprehensive and thoroughgoing. The Baltimore regulations have been sustained by the Supreme Court of Maryland and those of Boston have been sustained both by the Supreme Court of Massachusetts and by the Supreme Court of the United States.

We recommend that the Board of Estimate and Apportionment be empowered by the State Legislature to district the city for the purposes of building height and court area restrictions and to apply to buildings hereafter constructed different restrictions in different districts. We recommend that the Board of Estimate and Apportionment, upon receiving such legislative authorization, appoint a commission, which commission after hear-

ings shall recommend to the Board the precise boundaries of the several districts, and the regulations to be applied in each such district.

Such restrictions should secure safety from fire, promote public health and convenience and provide adequate light, air and access. The Board should pay reasonable regard to the character of the buildings existing in each district, the present use of the land and its value based on such present or presently expected use. Restrictions thus imposed would promote the most desirable use of the land of each district and would conserve the value of buildings and enhance the value of land throughout the city.

The Commission submits the draft of an amendment to the Charter, to be known as section 242-A, to carry out these recommendations.

While the Commission does not specify the exact number of districts to be created, or the precise restrictions as to height and open spaces to be imposed in each, this question has been considered particularly with reference to height regulations, and certain tentative conclusions are presented merely by way of suggestion and illustration. We suggest that the following eight classes of district should be provided for:

A Districts:

General restrictions recommended for immediate adoption, regulating heights of all buildings.

B Districts:

Twice the street width, and not over 150 feet. Set-back one foot horizontally for each two feet vertically.

C Districts:

Twice the street width, and not over 125 feet. Set-back same as B.

D Districts:

One and one-half times the street width, and not over 125 feet. Set-back one foot horizontally for each one and one-half feet vertically.

E Districts:

One and one-half times the street width, and not over 90 feet. Set-back same as D.

F Districts:

Once the street width and not over 80 feet. Set-back one foot horizontally for each one-foot vertically.

G Districts:

Not over 50 feet. Set-back same as F.

H Districts:

Not over 36 feet. Set-back same as F.

When the street front of any building shall have reached the height limitation, the building may still be erected to a further height at a point set back from the street to the distance provided by the set-back regulations. The set-back regulations are to be understood to permit vertical walls or pitched roofs or other structures provided only no part of such structure rising above the height limited at the front wall shall extend above the limit allowed by the particular set-back provision. Where the height limit is the street width or a multiple thereof the set-

back provision is designed to preserve a certain angle of light determined for the various classes of districts as herein set forth.

The above eight classes of districts were worked out after a careful study of land values and improvements throughout the city. It seemed that every portion of the city could be appropriately placed in some one of these eight classes without sacrificing existing values.

Class A restrictions are the blanket regulations recommended for immediate adoption and under the districting plan should be confined to the area or areas of maximum business congestion, namely, much of the lower end of Manhattan below Park Place, Broadway to 59th Street, and certain limited areas south of 42nd Street.

Class B restrictions limiting height at building line to twice the street width, and not over 150 feet; Class C limiting height to twice street width and not over 125 feet; class D limiting height to one and one-half times street width, and not over 125 feet, and class E limiting height to one and one-half times street width and not over 90 feet, are designed to cover most business and industrial districts and also high class hotel and apartment house districts. Most of Manhattan, small portions of Brooklyn, Queens and the Bronx and no part of Richmond should be included as B, C, D and E districts.

Class F restrictions limit height to the width of the street and not over 80 feet. This permits the erection of a five-story tenement or apartment house on a 60 foot street and a six-story tenement or apartment, on wider streets. Class G re-

strictions limit height at building line to 50 feet. This permits the erection of a four-story tenement or apartment house. It seems that a very small portion of Richmond and Manhattan and very large portions of Brooklyn, Queens and The Bronx should be included as F and G districts.

Class H. restrictions limit height at building line to 36 feet. This will mean for the most part the building of one and two family houses, and should be applied to districts where this type of construction is most appropriate. It seems that almost all of Richmond, most of Queens and large areas in Brooklyn and The Bronx can appropriately be included as H districts.

It is understood that a district may be of any required size or shape. Some districts may consist of a single street or portion of a street. When for example traffic streets run through areas for which the 36 foot limit is generally appropriate such traffic streets may be exempted by being included in class G or F, where the limit is 50 and 80 feet.

In the above illustrations and suggestions in regard to districting the Commission has made no reference to restrictions as to courts and yards, save those contained in the recommendations for district A which would prevail for the entire city unless superceded. This is a difficult subject and in working it out it is possible that it would be desirable to increase the number of classes of districts. It may for example be desirable to divide class H where the 36 foot height limit obtains into two or more classes with different limitations as to courts and yards. Provision for adequate courts and yards is of the utmost importance in

carrying out a well considered plan of building development.

Industrial Districts and Residential Districts:

It is clear however that any system of building control would be defective unless in addition to regulation of height, yards and courts, regulations be imposed on the location of industries and of buildings designed for certain uses. Height limitations alone will not prevent deterioration of sections owing to the invasion of inappropriate industries or structures. Real estate owners and business men of New York City have suffered enormous losses owing to a failure to protect certain districts from encroachment by factories. Witness the decline in business and property values in lower Fifth Avenue. This is an example of what is occurring on a smaller scale in many parts of the city. Again take the case of the man who builds a home in a district which at the time seems peculiarly suited for single family dwellings. In a few years the value of his property may be largely destroyed by the erection of apartment houses, shutting off light and air and completely changing the character of the neighborhood. When single family dwellings, apartment houses, stores and factories are thrown together indiscriminately, the health and comfort of home life are destroyed and property and rental values are reduced.

As a general rule a building is appropriately located when it is in a section surrounded by buildings of similar type and use. Anything that will tend to preserve the character of a particular section for a reasonable period of years, will tend

to bring about the uniform improvement of that section. Appropriate improvement is encouraged by the greater safety of investment and at the same time, there is a great reduction in the social loss due to the enormous cost of building reconstruction and the enormous decline in the rental value of the buildings that have ceased to be appropriately located.

We believe that factories should be excluded from the neighborhood of upper Fifth Avenue. The preservation of that thoroughfare as a high class shopping center is essential to the business prosperity of the entire city. We, believe, to the extent that existing conditions will permit, factories and other industries should not be permitted to enter certain residence sections. We believe that in certain districts a man should be able to build a home in a neighborhood of his choice without the hazard that in a few years through the building of apartments or other structures, the location will become undesirable for a home of the character he has built and his property will be seriously depreciated. Reasonable restrictions will tend to stabilize existing districts.

A number of American cities including Baltimore, Milwaukee, Minneapolis and Los Angeles have in recent years established residential and industrial districts. Los Angeles has enacted drastic ordinances of this character which have been sustained by the Supreme Court of California. A recent Massachusetts law permits cities and towns to regulate the location and use of buildings. The New York Legislature at its 1913 session

authorized the creation in all cities of the second class of residence districts within which no building other than a single family or a two-family dwelling may be erected.

We recommend that an act be passed by the State Legislature authorizing the Board of Estimate and Apportionment to regulate the location of industries and the location of buildings designed for specified uses, and to establish districts for this purpose. In establishing districts and framing regulations reasonable consideration should be given to the character of the district, its peculiar suitability for particular uses, the conservation of property values and the direction of building development in accord with a well considered plan.

The Commission submits the draft of an amendment to the Charter, to be known as section 242-B, to carry out the above recommendations.

With the districting of the city for purposes of height and court regulation the necessity of adopting regulations as to the location of industries and of buildings designed for specified uses will to a considerable extent disappear. The 36 foot height limit (districts H) will serve automatically to prevent the entrance of apartment houses and certain kinds of industry. The height limits suggested for other districts will also tend toward a segregation of buildings according to type and use. Nevertheless it will often be necessary to supplement the height and court restrictions by direct restrictions on the location of industries and of buildings designed for specified uses. For

this purpose industrial districts and residential districts should be created, with appropriate restrictions on the type and use of buildings that may be erected therein.

Fifth Avenue:

The Fifth Avenue problem will be largely solved through the application of the recommendations in regard to districting. We recommend that Fifth Avenue and adjacent territory be subjected to class C restrictions, i.e., one and a half times the street width but not over 125 feet. This will limit the height of buildings at the street line to 125 feet on Fifth Avenue and to 90 feet on the 60 foot cross streets. The Fifth Avenue section will thereby be subjected to the same restrictions as to height that the Commission has had in mind as appropriate for a very large portion of Manhattan. In addition, under the system recommended for the regulation of the location of industries, factories should be excluded from the upper Fifth Avenue section. This together with the restriction on height will serve, we believe, to preserve Fifth Avenue as a most valuable asset to the business prosperity of the city.

Factories:

We have recommended that the Board of Estimate and Apportionment be empowered to regulate the location of industries and to establish districts therefor. Under such regulations there will be a partial segregation of industries. Certain kinds of industry will not be permitted to enter certain business and residential districts. It is highly important that steps be taken to

prevent for the future the serious losses that have resulted to certain sections from the invasion of inappropriate industries.

We have had much testimony as to the depreciation of the value of land and buildings by the intrusion of factories into districts where they are inappropriate. We are deeply impressed also by the danger to life which may arise from the erection of very high factory buildings. This matter however, is being considered by the Factory Commission and we have therefore made no further recommendations on the subject.

Dwellings:

The many questions in relation to improvement of housing conditions that would naturally come within the scope of the work of this Commission will we believe be adequately provided for in the working out of the districting plan that we have recommended. Under this plan, four, five or six story tenements and apartment houses will be allowed according to the character of the particular district. The extreme height, at the street line, for apartment houses will be 125 to 150 feet. Large outlying areas will be made into exclusively residential districts and building constructions practically restricted to one or two-family houses. Regulations varying with the character of the district will require liberal provision for courts and yards. In short, the housing requirements of the city as a whole will be considered and a plan devised that will work to the mutual advantage of all concerned.

Conclusion:

The charter provides that the Board of Aldermen, with the approval of the Board of Estimate and Apportionment may pass ordinances limiting the height of buildings. We have not construed this as giving authority for districting the city for height limitation purposes. It is probably necessary to secure a charter amendment in order that a thorough plan of building control may be carried out. We have submitted such amendments, which we hope will be enacted by the State Legislature during the coming year. A general limitation applicable to all buildings throughout the city can however be enacted by the Board of Aldermen and the Board of Estimate under present powers. We earnestly recommend that such action be taken. This will afford immediate relief to an important section of the city and will fit in with any districting plan that is later carried out.

Respectfully submitted by

HEIGHTS OF BUILDINGS COMMISSION.

Edward M. Bassett, Chairman

Edward C. Blum

Edward W. Brown

William H. Chesebrough

William A. Cokeley

Otto M. Eidlitz

Abram I. Elkus

Burt L. Fenner

J. Monroe Hewlett

Robert W. Higbie

C. Grant La Farge

Nelson P. Lewis

George T. Mortimer

Lawson Purdy

Allan Robinson

August F. Schwarzler

Franklin S. Tomlin

Gaylord S. White

George B. Ford, Secretary.

APPENDIX.

As Approved December 2, 1913.

Proposed Section to be added to the
New York Charter after Section 242.

Sec. 242-a. The board of estimate and apportionment shall have power to regulate and limit the height and bulk of buildings hereafter erected and to regulate and determine the area of yards, courts and other open spaces. The board may divide the City into districts of such number, shape and area as it may deem best suited to carry out the purposes of this section. The regulations as to the height and bulk of buildings and the area of yards, courts and other open spaces shall be uniform for each class of buildings throughout each district. The regulations in one or more districts may differ from those in other districts.

Such regulations shall be designed to secure safety from fire and other dangers and to promote the public health and welfare including, so far as conditions may permit, provision for adequate light, air and convenience of access. The board shall pay reasonable regard to the character of buildings erected in each district, the value of the land and the use to which it may be put to the end that such regulations may promote public health, safety and welfare and the most desirable use for which the land of each district may be adapted and may tend to conserve the value of buildings and enhance the value of land throughout the City.

The board shall appoint a commission to recommend the

boundaries of districts and appropriate regulations to be enforced therein. Such commission shall make a tentative report and hold public hearings thereon before submitting its final report at such times and places as said board shall require. Said board shall not determine the boundaries of any district nor impose any regulation until after the final report of a commission so appointed. After such final report said board shall afford persons interested an opportunity to be heard at a time and place to be specified in a notice of hearing to be published for ten consecutive days in the city record.

As Approved December 2, 1913.

31.

Proposed Section to be added to the
New York Charter after Section 242-a.

Sec. 242-b. The board of estimate and apportionment may regulate and restrict the location of trades and industries and the location of buildings designed for specified uses, and may divide the City into districts of such number, shape and area as it may deem best suited to carry out the purposes of this section. For each such district regulations may be imposed designating the trades and industries that shall be excluded or subjected to special regulations, and designating the uses for which buildings may not be erected or altered. Such regulations shall be designed to promote the public health, safety and general welfare. The board shall give reasonable consideration, among other things, to the character of the district, its peculiar suitability for particular uses, the conservation of property values, and the direction of building development in accord with a well considered plan.

The board shall appoint a commission to recommend the boundaries of districts and appropriate regulations and restrictions to be imposed therein. Such commission shall make a tentative report and hold public hearings thereon before submitting its final report at such time as said board shall require. Said board shall not determine the boundaries of any district nor impose any regulations or restrictions until after the final report of a commission so appointed. After such final report said board shall afford persons interested an opportunity to be heard at a time and place to be specified in a notice of hearing to be published for ten consecutive days in the city record.

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

December 9, 1913 slm

Robert Adamson, Esq.

Secretary to the Mayor

Dear Sir:

The complaint about the son of one John Leddy, received by the Borough President with your letter of the 8th instant, has been turned over to the Commissioner of Public Works for his attention.

Yours very truly,

Louis Graves
Secretary to the President

George M. Aneney
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

December 11, 1913

Dear Sir:

I enclose a copy of a letter to the Board of Estimate and Apportionment, explaining the changes I am asking in the staff of the President of the Board of Aldermen. I feel strongly that these slight additions to the staff will be necessary to put the office on a proper working basis for the next four years. Except for the retention of Mr. O'Connor, the present Secretary, as Legislative Secretary, and the use of part of the time of the Process Server, in addition to the entire time of a Clerk and Messenger, there will be no net addition to the number of employes.

Very sincerely yours,

George M. Aneney
President, Borough of Manhattan

Honorable A. L. Kline
Mayor
New York City

City of New York
Office of
The President of the Borough of Manhattan
City Hall

George McAneny
President

December 11, 1913

To the Honorable

BOARD OF ESTIMATE AND APPORTIONMENT

Sirs:

I have the honor to submit to your Board certain changes in the schedule of offices and positions subject to the President of the Board of Aldermen, to meet what I believe will be the need of that office after January first, next.

The President at present is allowed a Secretary at \$3000; but no other secretarial staff. I wish, if your honorable Board and the Board of Aldermen approve, to establish the separate position of "Legislative Secretary" at \$3000, the incumbent to devote his time chiefly to that part of the work of the office that will be incidental to the Board of Aldermen. There will, I believe, be abundant need for both positions.

There is at present allowed one Clerk at \$480. This position has been practically that of office-boy, and a full Clerkship is really required. I would ask, therefore, that the grade of Clerk at \$1500 be established, and also that there be allowed \$1800 for one of the two stenographers now scheduled at \$1500, in order to permit a more acceptable choice for an prospective vacancy.

I would also ask that the position of Clerk and Messenger at \$1650 be established, the incumbent to be transferred from the present staff of the President of the Borough of Manhattan. The "Auctioneer's Process Server", now allowed the office of the President of the Board of Aldermen, will be employed in future not only by the President, but by the Vice Chairman and the Chairman of the Finance Committee of the Board, for purposes incidental to their offices.

A resolution embodying the proposed changes is attached hereto.

Respectfully,

President, Borough of Manhattan

Louis F. LaRoche,
~~XXXXXXXXXXXXXXXXXX~~
COMMISSIONER.

THE CITY OF NEW YORK
DEPARTMENT OF PARKS
BOROUGH OF MANHATTAN & RICHMOND
ARSENAL, CENTRAL PARK

LFL/Ab.

December 18, 1913.

Hon. Ardolph L. Kline,
MAYOR,
City of New York.

Dear Sir:

There has been referred to me during the past week, two anonymous communications from the same woman, residing in the neighborhood of Morningside Park, complaining about the flag pole having been removed from Fort Horn at 123rd Street. It is impossible for me to reply to the complainant's letter, for the reason that no name or address is given.

I however wish to advise you that the flag pole has been taken down to make necessary repairs, as it was in a dangerous condition, and apt to break off and injure people walking along 123rd Street. The pole will be replaced as soon as repairs are properly made.

Very respectfully yours,



Commissioner of Parks,
Boroughs of Manhattan and Richmond.

George M. Aneny
President

City of New York
Office of
The President of the Borough of Manhattan
City Hall

Leo Arnstein
Secretary of the Borough
Louis Graves
Secretary to the President

December 30, 1913 slm

James Matthews, Esq.
Executive Secretary
Office of the Mayor.

Dear Sir:

President McAneny has received your letter of the 29th instant, enclosing the complaint of Mr. Benjamin F. Marx with relation to the roadway of 160th Street between Fort Washington Avenue and Broadway. He has asked the Commissioner of Public Works to give the matter attention, and to communicate directly with the complainant.

Yours very truly,

Louis Graves

Secretary to the President