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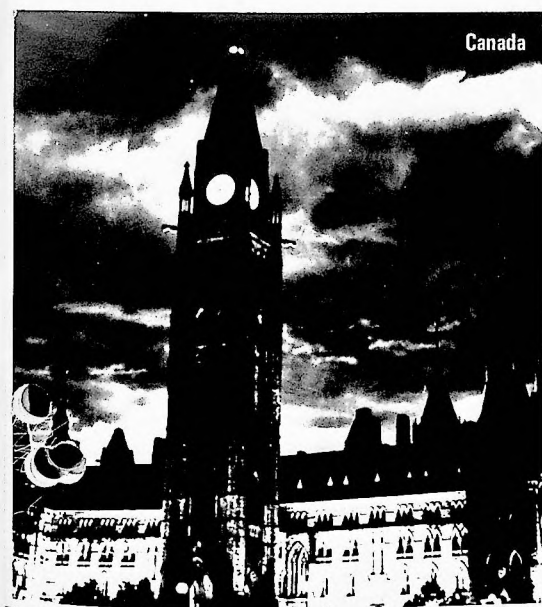
HD Challenge



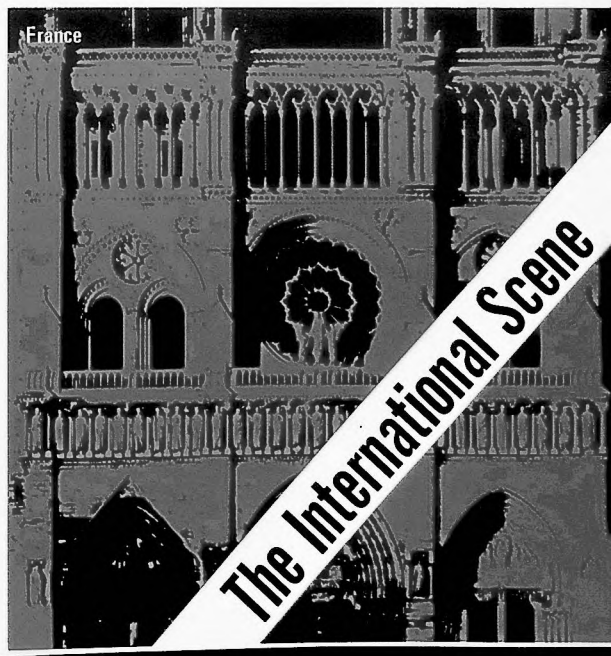
USSR



Japan



Canada



France

The International Scene

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HUD Challenge

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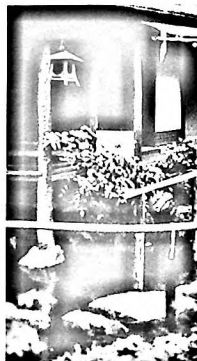
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PAGE 4: Unigov, which stands for unified government, is the brainchild of Indianapolis Mayor Richard G. Lugar. Modeled after the Federal Government's structure, it has made the Indiana capital the proving ground of local government.

PAGE 12: The traditional life style of Japan, known as *Shibui*, is challenged by housing shortages that can only be met by mass production of housing and the creation of new towns. Their problems are not unique; solutions are being sought in France, the USSR, Canada, and through HUD's Office of International Affairs.

PAGE 19: W. Darcy McKeough, Ontario, Canada's former Minister of Municipal Affairs, explains their unique approach to municipal government which divides decision-making according to who will be most affected, but centralizes the planning when necessary for the common good.

PAGE 25: Like Indianapolis and Ontario, the Twin Cities in Minnesota have an innovative form of regional cooperation. In response to the problems that tend to split cities apart—pollution, sprawl, decay, and finances—the residents and the Metropolitan Council have worked together.

NEXT MONTH:

A finance issue looks at the different ways housing and community development can be supported through both standard and innovative methods by Government and industry.

COVER: Countries represented in this international issue are reminders that housing shortages, urbanization, and center city deterioration are common problems.

looking ahead

Romney on Revenue Sharing

"As far as my Department is concerned, we will be responsible for the Urban Community Development Program. And we expect Congress to define Urban Community Development—the range of activities for which Urban Community Development Funds can be used. While community development funds will be distributed largely automatically to local governments, that distribution will be on the basis of a definite formula. And as long as the recipients use the funds within that formula they will have freedom of use. That's what makes it a revenue sharing approach as distinct from the current categorical system approach. . . . Beginning with 1972, \$2 billion would be available for Special Revenue Sharing in the Urban Community Development area. . . . In any event, no community would receive less annually than it has been getting. . . on the average in past years under the programs being consolidated. . . . Under our formula, most cities will receive more. And as a bonus they will be rid of the complicated paperwork and Federal dictation. . . . I think it is important to stress the fact that the Special Revenue Sharing program will not terminate any present program. Model Cities, Urban Renewal or any other program can be continued, depending upon local decisions based upon local priorities."

Adapting Space Research to Housing

In a preliminary effort to apply the technology developed in space programs to housing, HUD has funded a \$45,000 interagency agreement with the NASA Ames Research Center. Under the agreement, Ames will attempt to apply the fire retardation features developed for use in aircraft and ships to effective, practical, and low-cost protection of dwellings from fire and smoke.

Call For Reforms in Property Insurance

HUD Federal Insurance Administrator George K. Bernstein, speaking to the New York City Bar Association, proposed that property insurance companies be prohibited from refusing, cancelling, or not renewing any insurable risk. Instead, the companies would be required to provide all lines of property insurance at the prevailing rate established by broad-based experience to all applicants. The companies in turn would be authorized to reinsure a portion of the risk written with a syndicate made up of all property insurers licensed in the State. The profits or losses of the reinsured business would be shared not solely on the basis of relative premium volume of the companies but would utilize other relevant standards.

Innovative Approaches to Renewal:

- In Oklahoma City a computer was used in the successful relocation of businesses from three urban renewal areas. To date more than 700 firms have received computer guided assistance produced by the Oklahoma City University Research Center. The Center maintains a continuous inventory of commercial sites and consumer patterns in the area and, through its computer, finds suitable sites to match the socio-economic and consumer requirements of firms to be relocated. In most cases the firms report a dramatic increase in business in the new locations.
- To accelerate the construction of renewal housing in Kansas City, the local Urban Renewal Agency decided on a shortcut to reduce the time normally consumed by nonprofit sponsors in completing residential developments. The agency hired an architectural firm to prepare preliminary construction plans, rather than mere outline sketches for the Jersey Creek residential housing project. The plans will be turned over to the nonprofit sponsor chosen to construct the project. According to the Kansas City Urban Renewal Authority, it usually takes a nonprofit sponsor several months after being selected to complete the preliminary design stage. They estimate that the early availability of preliminary construction plans will cut in half the time required to build the project.

Houses Poured on Site

A three-bedroom house that is poured on site by a "factory on wheels" has been developed by the Gray Manufacturing Co., in New York. The process uses a construction technique based on two mobile casting units with built-in hydraulically operated metal forms. According to the company, the low-cost home can be structurally complete in 100 days and families can move in within a week.

Tenants Help Select Director

Public housing tenants in Washington, D.C., took part in the selection of a new Executive Director for the National Capital Housing Authority. The innovation signals a further role for tenant participation in public housing. The 33-member Citizens Advisory Board—composed of 22 tenants selected by the residents and 11 people appointed by the Mayor—narrowed the list of 138 applicants for the post down to four finalists. The final selection will be made by the Deputy Mayor, the housing authority's chief officer.



Indianapolis Mayor Richard G. Lugar (left) maps the future for Unigov with five of the seven-members City Cabinet—(left to right) William I. Spencer, Director of the Department of Parks and Recreation; John W. Walls, Deputy Mayor; Owen H. Meharg, Director of the Department of Administration; David O. Meeker, Jr., Director of the Department of Metropolitan Development; John W. Sweezy, Director of the Department of Public Works.
Indianapolis Star photo by William A. Oates

Some time ago an urban magazine story on innovation in Indianapolis asked the question, "Why Indianapolis, of all places?" The implication was clear: why would urbanologists and others concerned with the plight of cities turn to Indianapolis, allegedly surrounded by a Cornstalk Curtain and commonly believed to offer little besides the "Indianapolis 500"?

An analysis of local government prepared in the summer of 1970 by five college interns, provides a partial answer. It stated, "At a time when urban crises are causing city service disintegration, the City of Indianapolis'... governmental reform,... 'Unigov', is tackling urban problems smoothly and efficiently. Many new services and organizations have been developed, and existing services have been modernized.... Citizen involvement in community affairs has reached an all-time high."

Like most cities, the Hoosier capital city historically has been given little leeway by State government to innovate. Basic county government was established in the Indiana Constitution of 1851; cities are not mentioned. The Statute providing for the structure of cities and towns in Indiana was passed in 1905. A movement to implement a city manager form of government to counteract corruption and political bossism was thwarted in 1929 by the Indiana Supreme Court. As Indianapolis nearly tripled its population between 1900 and 1950, a whole series of governmental boards, commissions, and agencies were set up. These independent, nonelected, and non-coordinated local agencies proliferated until there were 58 separate agencies of government in Marion County, and even the most seasoned observers found it hard to determine who should be held accountable for shaping governmental policies.

Into this governmental morass stepped the Greater Indianapolis Progress Committee, Inc., a nonprofit group of business, labor, and civic leaders, established in 1965 to recommend a series of governmental changes.

In 1967, Richard G. Lugar was elected Mayor of Indianapolis. Lugar, aged 35 and the first Republican elected in nearly two decades, had run on a platform of good government and reform, and moved quickly to implement that pledge.

In midsummer of 1968, he appointed a Task Force on Improved Government Organization. Numbering some 40 members representing the business, labor, and civic communities as well as several neighborhood groups, the Task Force was charged with developing a workable governmental structure.

Late in the fall, the Task Force turned over various conceptual decisions to a group of attorneys who drafted enabling legislation which—due to Indianapolis' lack of home rule—had to be submitted to the Indiana General Assembly for final approval. The legislation was passed and signed by Governor Edgar D. Whitcomb in 1969.

The basic structure of unified government (Unigov) for Marion county reflects the Federal Government on a smaller scale—a strong executive (the Mayor) heading a Cabinet of executive officials (six department directors) and balanced by a strong legislature (the council).

Ongoing operations of the government are the responsibility of the mayor, his staff, and the cabinet. For the first time, it is possible to establish priorities and deal with problems in a rational manner, using the techniques of modern decision-making and allowing for greater access on the part of citizens.

On the legislative side, the City and County Councils are consolidated into the City-Council of 29 members, all but four of whom will be elected from single-member districts. Under arrangements which existed for the old City and County Councils, all members were elected at large but were required to reside in districts.

In addition to offering the opportunity for emergence of strong leadership on the neighborhood level, the City-County Council offers the first modern situation in which the legislative body in Indiana exists as an equal and balancing force to the executive. Included in its powers are "watchdog" functions, subpoena powers, author-

ity to review policies as well as fiscal matters, and substantial budget review authority.

Departments Arranged Functionally

The Department of Parks and Recreation is responsible for 120 properties in Marion County on more than 8,000 acres, including numerous recreation facilities and Eagle Creek Park, which will serve an estimated two-and-one-half million metropolitan area visitors per year when its development is completed. This department is responsible for coordination of leisure time facilities for over 750,000 people.

The Department of Public Safety has jurisdiction over police and fire services, and coordinates work with other elements of the criminal justice system. It also handles civil defense, weights and measures functions, and a contemplated consumer affairs agency.

The Department of Transportation consolidates the previously fragmented administration of highway and street construction and maintenance, street lighting, street drainage, and traffic engineering and control. It would also be responsible for any mass transportation functions which might ultimately be assumed by municipal government.

The Department of Administration provides internal housekeeping functions for the consolidated city, including finance, purchasing, legal, personnel and citizens affairs (civil rights).

The Department of Public Works consolidates virtually all environmental protection responsibilities under one administrator.

Most far-reaching among the departments in terms of consolidation, is the Department of Metropolitan Development, which has been characterized by some writers as a "little HUD." It contains five parts:

The *Housing Division* incorporated the Housing Authority, which depends upon the Department for planning and site location while maintaining an element of independence in the area of construction and operation/management. One of its innovative projects provides training and opportunities for homeownership among lower-income individuals.

The *Urban Renewal Division*, responsible for administration of urban renewal projects, shares with the Code Enforcement Division responsibility for administration of the Concentrated Code Enforcement programs in the City. The Division's Relocation Section also assists persons who are displaced from their homes by fires, evictions,



condemnations, highway construction, and other similar factors.

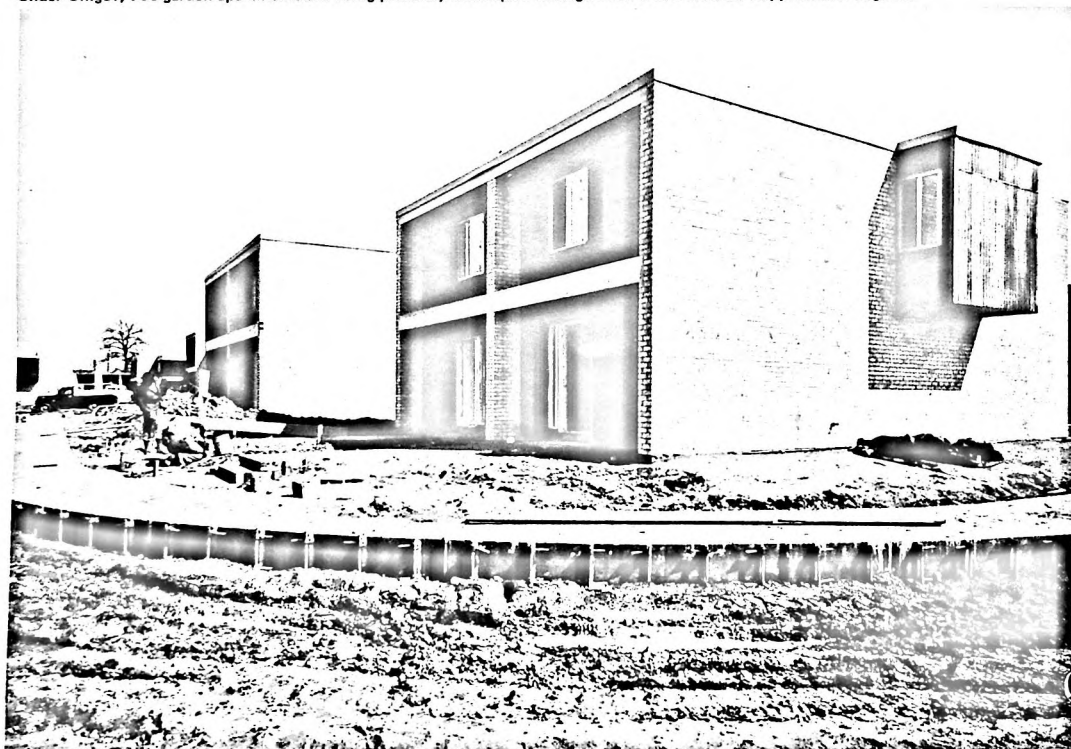
The *Code Enforcement Division* combines several functions formerly dispersed among various agencies, including two major areas of concern: securing compliance with zoning ordinances and demolition programs for blighted structures.

The *Buildings Division* has basic authority for maintaining construction standards in the county.

This division is also responsible for administration of one of the most modern building codes in the nation. Based upon a two-year effort by a large task force of professional builders, building material suppliers, architects, engineers, and others, Indianapolis has adopted a performance code which will enable builders to keep up with the latest techniques and utilize the most modern materials, frequently at a sizeable saving to the consumer.

Construction of a new hotel on Monument Circle in the heart of Indianapolis is viewed through the arch of Christ Church Episcopal Cathedral, a historic city landmark.

Under Unigov, 700 garden apartments are being privately developed through HUD's 235 Interest Supplement Program.



The *Division of Planning and Zoning* has responsibility for areawide and long-range planning and for administration of the zoning ordinance. This agency has also been working closely with community-level groups and neighborhood associations, a mutually beneficial relationship which has resulted in such innovations as incorporation into the City's master plan of subarea plans drawn up by neighborhood groups with the technical assistance of Planning and Zoning personnel.

Its forerunner, which dates back to 1955, was primarily concerned with land use and physical planning. The Planning and Zoning Division, however, will serve as a comprehensive agency, exploring seven areas of planning activity: management and programming; economic considerations; special needs, including improvements in the area of human resources; land use and environmental conditions; transportation; management of utilities and programming of support systems; and public facilities.

Through this basic structure, advocates of the unified government approach feel that coordinated planning and establishment of priorities will be within reach of local government for the first time. The consolidation also offers considerably greater efficiency through the elimination of overlap and duplication of effort.

As City-County Council Vice President Beurt R. SerVaas, Indianapolis businessman and publisher, says: "Our objective was to blend the core of the City into the suburbs, to make Marion County once again one community, as it was many years ago."

One of the most significant developments, which may well develop into a full-scale precursor of the "New Federalism" of the Nixon Administration, was the announcement last fall that Indianapolis would receive a significant integrated funding package for comprehensive planning. Through coordination of local, State, and nation-

HUD Assistant Secretary Harold B. Finger (left) and Mayor Richard G. Lugar discuss Indianapolis' broad based approach to housing needs, which includes one of the Operation BREAKTHROUGH sites.



al agencies, it is estimated that half a million dollars a year over a three-year period will be saved in planning costs.

As a result of policy decisions made early in the implementation of unified government, a unified planning program application was prepared for submission to the Departments of Housing and Urban Development; Health, Education and Welfare; Transportation; Justice; and the Office of Economic Opportunity. The work program for the application concerns itself with the provision of such services as health, safety, welfare, cultural amenities, education, service centers and other social needs. In addition, it includes efforts specifically oriented to small-area planning and work with neighborhood groups.

Before Univov and New Federalism, in order to accomplish the goals set out in the program, it would normally have been necessary to apply for at least 16 separate categorical grant programs. Coordination would have been a virtual Administration impossibility.

Although there was no precedent for putting together such an application, and guidelines for any such procedure were totally lacking, the application was prepared and submitted within a year, with the bulk of the work completed in about six months. The document was submitted in June, 1970, to a meeting of the Under Secretary's Group of President Nixon's Urban Affairs Council. Responsibility for working out the details were assigned to the Chicago Regional Council of Federal agencies.

Each participating local and Federal land State agency was asked to review the application and determine its adequacy in light of the program that agency was operating. The result was a unique phenomenon: cooperation among some two dozen local, State, and Federal agencies in solving a common planning process. The implications for all levels of government in the Federal system are apparent, and to a certain extent foreshadowed some of the points touched on in President Nixon's January, 1971, State of the Union message. ☞

CONFERENCE ON CITIES Indianapolis, Ind., May 25-28, 1971

Urban problems respect no boundaries. Their magnitude and complexity requires resources of all levels of government and skills of all segments of the community to develop effective programs for improving the quality of life in our cities. Despite differences in institutions and attitudes in Europe and North America, both the nature of urban problems and the requirements for developing effective solutions are much the same.

It was imagination and involvement in programs such as unified government and the Unified Planning Program which recognize the importance of unity and reconciliation, that led to Indianapolis' selection as host city for the Conference on Cities. The Conference is jointly sponsored by the Federal Government, the City of Indianapolis, the National League of Cities, the U.S. Conference of Mayors, the National Association of Counties, and the International City Management Association in collaboration with the Committee on the Challenges of Modern Society of the North Atlantic Treaty Organization.

At the Conference on Cities participants will have an opportunity to exchange ideas and experiences on approaches to urban problems. The overall theme for the conference, "Innovation in the Cities," will focus on finding ways to encourage the development of innovative approaches to urban problems through international cooperation.

Approaches for successful innovative programs will be identified. Resources that can be applied by government and the private sector will be discussed. Case studies of successful innovative programs will be analyzed to show how available resources have been combined to generate progress. Finally, opportunities for stimulating the development of effective new approaches to urban problems through international cooperation will be considered.

HUD's international role



"We in the United States have much to learn from the experiences of our... allies in their handling of internal matters... new towns policy... the development of depressed area programs... high density areas, the effectiveness of urban planning by local governments... experience in metropolitan planning.

Having forged a working partnership, we all have a unique opportunity to pool our skills, our intellects, and our inventiveness in finding new ways to use technology to enhance our environments and not to destroy them."

Richard M. Nixon



HUD Secretary George Romney addresses a group of Japanese visitors who wish to tour modular housing factories. The arrangements with industry were made by HUD's Office of International Affairs.

The United States has much to gain if some of the solutions to urbanization problems which have worked in other nations of the world can be adapted for use at home. Many of our problems are common, and many nations and organizations are searching for answers.

The Department's focal point for the international exchange of experience, research, and technology is the Office of International Affairs, within the Office of the Secretary. It is composed of four divisions: International Programs, Technology and Documentation, Education and Training, and Foreign Research and Analysis.

The Office of International Affairs obtains and reviews information from foreign sources responsive to U.S. program interests. The information is evaluated and used by the Department, U.S. industry, educational institutions, and others concerned with the problems of housing and community development. The Office works closely with the Department of State and United

States delegations to the United Nations, its regional bodies, and other international organizations both public and private.

Hosting Visitors

This office has a considerable effect in helping foreign visitors view housing and urban-related programs in the United States. Its Education and Training Division maps out training programs and individually tailors itineraries so international visitors can learn about HUD and other related Federal, State, and local agencies, private corporations, and professional societies.

Last year almost 1,200 participants took advantage of this service. Most came from Europe; then, in descending order, from Latin America, the Far East, Africa, the Near East, and Southeast Asia. While some paid their own way, many came to this country through various Government programs. The State Department, Agency for



Latin American educators touring West Coast urbanized areas view workers at the Watts Manufacturing Plant. Their week-long trip was coordinated by HUD's Office of International Affairs.



Squatter settlements on the edge of Panama City were used as part of a HUD Country Report on Panama, one of the information gathering functions of the Office of International Affairs.

International Development (AID), and the United Nations have helped finance intensive programs.

An architect from the Far East received a master's degree in planning from a large U.S. university, participated in HUD's Urban and Regional Planning Workshop, and received on-the-job training with a local planning agency.

Three Latin American economists studied the American system of insuring home mortgages at HUD's central and regional offices.

A two-week study and tour program was arranged for seven high-level urban and regional planners from Europe. They took part in intensive discussions with housing officials in Washington, Dallas, Pittsburgh, Philadelphia, and New York, and visited shopping malls, and public and private housing developments.

While the five-member Education and Training staff at HUD's central headquarters prepares the individual and group programs, most of the actual training is carried out by HUD regional offices. HUD employees who speak foreign languages volunteer their services, but most of the programs are conducted in English.

Exchanging Information

In addition to administering its education program, HUD's Office of International Affairs communicates with foreign officials to exchange information about urban and housing affairs. The

Office also sends out technical experts to conduct studies in foreign countries. A recent study requested by the Biafran Government analyzed that country's housing needs.

Staff members of the Office of International Affairs participate with program staff in international meetings studying a wide range of community development topics. Some recent topics under study have included general urban management, the review of research programs in urban renewal, and methods for the international exchange of information.

More specific exchanges of information—in such areas as industrialized building, technology, financing, legislation, land use policies, urban renewal, public housing, and planning—are provided through bilateral arrangements with various countries. Without involving diplomatic channels, experts in each country can communicate directly with each other. At present, HUD has formal arrangements with Japan, Sweden, and Germany and informal cooperative programs with France, Canada, and the United Kingdom. Other such bilaterals are planned.

HUD's Other Role

HUD's Office of International Affairs has long played a major role in assisting emerging nations in problems of urbanization, housing, and environment through the Agency for International Development.

HUD's programs for developing countries were, and are, supported by AID funds; no Department funds earmarked for domestic purposes are used. The Office of International Affairs devotes about one third of its efforts to these programs, and both staff and expenses are paid for by AID.

HUD supplies professional expertise for national programming, disaster response, information services to U.S. businessmen operating abroad, training, and a broad range of publications documentation specifically written for developing countries. Advisory services have provided land development programs in Latin America, emergency shelter programs in Africa, and flood relief in Southeast Asia and Northern Africa.

These "technical assistance" activities began in 1944, when the then National Housing Agency controlled scarce U.S. materials used in Europe's reconstruction. The Agency also channelled American help into Asia, Africa, and Latin America through the predecessor agencies of what is now the Department of State's Agency for International Development (AID).

Due to the critical shortage of trained professionals and limited institutional experience in emerging nations, all programs are in a real sense training programs. HUD trains some 1,200 professionals per year, and 1970 was a banner year with 1,900 persons from 43 countries taking part in special briefings, seminars, and formal course work. These trainees returned home to apply their new knowledge to local problems. In many cases, they become leaders in their own countries.

The training also involves the preparation of U.S. professionals for assignment in developing countries. Professionals from HUD's Office of International Affairs have, for example, trained Peace Corps volunteers assigned to West Africa. The success of this recent effort has led to a second request to train Peace Corpsmen.

The Office of International Affairs has assisted in the aftermath of earthquakes in El Salvador and Peru, war in the Dominican Republic and Nigeria, and in the devastation resulting from floods in Pakistan. Their work has involved assessment of the nature and magnitude of the disasters and finding the means to deal with them on a local, self-help basis.

Common Problems Shared

Two decades have seen the emergence of many new nations, and the independence of

many more whose patterns of urban growth were controlled for centuries by the colonial powers. Both advanced and developing countries have come to the realization that in spite of differing levels of development, they share common problems of urbanization.

The programs and activities of HUD's Office of International Affairs are flexible in their approach to advancing international cooperation in the common search for solutions to the problems that plague the cities of today's world. They are based on the belief that through cooperation and exchange of information, each can give the other a helping hand in approaching mutual problems.

There are many countries which are ahead of the United States in particular areas. If HUD can take their experience, organize and relate it to U.S. problems, and get it into the hands of the people who can use it, we can greatly extend our base of urban knowledge at the simple cost of sharing our own. □



Dale Barnes, principal foreign affairs adviser to Secretary Romney, joined HUD in October 1969 as Deputy Director of International Affairs. He was appointed Director in March of this year. A 1949 graduate of Moorhead (Minn.) State College, he resigned his Commission in the Navy in 1960 to join the Atomic Energy Commission as Chief of Current Intelligence. He moved to the State Department in 1966 as Special Assistant to the Director, Bureau of International Scientific and Technological Affairs. In his position as Director, Barnes feels, "Through a mutual exchange of ideas from abroad, we can greatly extend our knowledge of urban affairs at the simple cost of sharing our own."



Eugene A. Gullledge, HUD Assistant Secretary for Housing Production, and Tadao Kobayashi, Director General, Planning Bureau of the Japanese Ministry of Construction, signed a Memorandum of Understanding on building technology and urban affairs in Tokyo in July, 1970.

Shibui embraces man and nature.



SHIBUI-THE JAPANESE WAY

A team of HUD officials visited Japan from December 1 to December 12, 1970, as part of a cooperative exchange program with the Japanese Ministry of Construction. This story is based on their observations. The team was headed by Quinton R. Wells, Assistant Commissioner for Technical and Credit Standards, HUD-FHA. A Japanese team will return the visit this year. Photos were taken by Byron Hanke, a member of the HUD team.

Shibui—a Japanese word that almost defies translation—describes a stylized and simple beauty, expressed in both cultural and individual terms. It is the "life-style" of old Japan.

The islands of Japan have always been short on natural resources. Accustomed to austerity, the Japanese have developed an awareness for the com-

monplace. To the Western eye, their living environment appears at first glance to be dull—almost ugly. Unpainted houses are allowed to weather in the elements until the raw wood takes on a dark patina that aesthetically is more pleasing than any coat of paint. That is *shibui*. A Japanese house does not dominate its environmental setting but is in perfect harmony with nature. That, too, is *shibui*.

Changing Life Style

Today, however, Japan's rapid economic growth has altered that traditional pattern of life. Restrained simplicity is a diminishing factor. Clothing with less durability and food in greater abundance are available at a cheaper price. Single and multifamily housing is being mass produced. There are fewer traditional interiors and gardens.

But rapid production has not alleviated a continuing shortage of housing; 15 percent of the population is in dire need of shelter in urban areas.

Although nearly the size of California, four-fifths of Japan is not suitable for urban development—and the population is seven times that of California. The resulting density is equivalent to putting half the U.S. population into Maine.

As in other countries, rapid urbanization has concentrated population and industry in the cities. Residential areas are gradually spreading into suburban districts in the quest for cheaper land. Urban land costs have soared to 60 percent of the total cost of housing. The suburban areas around Tokyo reach as far as 30 miles. Still, the Japanese ideal remains a single family house on its own land.

Because of the large popula-



Japanese families—like their American counterparts—still dream of a single family home in the traditional style. Instead, mass production has become necessary because of overcrowded conditions in the cities.



tion and scarcity of land, government at all levels is involved in the production of large public housing projects. Public housing is built for both low- and moderate-income people; the shortage affects all levels. Even so, the competition ratio among applicants for public housing runs as high as 30 to 1 in the large cities.

The size of privately owned houses has enlarged markedly in recent years, reaching 950 square feet per house, or close to the international level of 972 square feet. In contrast, rental houses and apartments have less than half the floor space of privately owned houses.

Adapting to Industrialization

In spite of many social, cultural, and economic changes that have come to Japan, the basic style and structure of Japanese houses remained much the same over the last few centuries. Home construction in Japan has always used a standardized

method that resembles present-day component and systems design. The old method has proven to be highly adaptable to industrialization.

The outside walls have sliding panels of glass, paper screening, or wood which can be opened, closed or removed. The layout of the interior can be changed within the rigid framework by putting up and taking down panels called *fusuma*. Some houses have several different sets of *fusuma* so that the walls can change color as well as place in a few minutes.

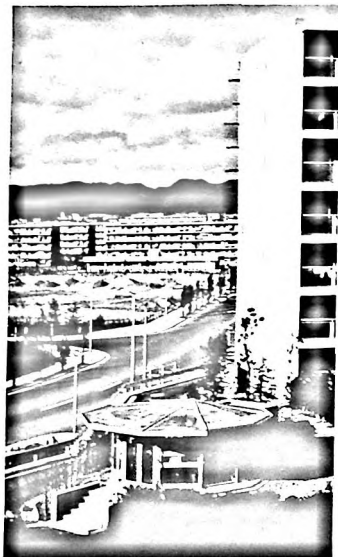
The floor is covered with cushioned straw mats called *tatami*. Daytime activity centers around a low table. At night, the table is up-ended and sleeping pads and covers are placed directly on the *tatami*. With this flexible approach, 650-700 square feet of living area houses a family of four or five people. Conversion is simple and fast, taking no more time than a western housewife uses in "making a bed."



Even with the strong influence of western standards, this special flexibility is retained in essence in both public housing and private homes. Dining areas and sleeping areas are now separated. Gas and water are now piped to a compact kitchen. The sale of *tatami* has decreased markedly while such home appliances as clotheswashers and dryers, vacuum cleaners, and electric frying pans have become the new way of life. On the other hand, comfortable bed rolls which store during the day, small scale furniture, and traditional living habits argue the retention of multiple-use space in Japanese housing.

Of the 6.7 million units of housing to be built in the five year period ending in April 1971, 2.7 million were to be built with public funds. In the period from 1960 to 1970, the housing investment has increased from 4.4 percent of GNP to 7 percent. (This compares with the 1968 European average of 5.8 percent and 3.1

Senri, a new town, will contain 60 to 80 percent public housing in several neighborhoods of 12,000 people each.



percent in the U.S. for 1970.) The "Five Year Housing Construction Program" beginning this year is aimed at a tentative goal of 9.5 million new units.

Equally as difficult as the housing shortage is the shortage of land which is complicated by rigid controls and zoning. For example, a land ownership reform law in 1946, stipulates that agricultural land cannot be used for building purposes of any type. The effect is particularly apparent in high density areas where small patches of land used for growing rice and vegetables are surrounded by high-rise apartment complexes.

New Towns

Future plans to meet housing demands revolve around new towns on the fringes of major metropolitan areas—Nagoya, Tokyo, Osaka, and Kobe. Japan builds its new towns in locations where a few homes already exist and the demon-

strated demand for housing guarantees a successful community.

Like many other new towns, Senri, north of Osaka, is being developed by the prefectural government in cooperation with the local housing authority, the Japan Housing Corporation, the Japan Housing Loan Corporation, and the Ministry of Construction. Unlike the U.S. concept of new towns, Senri will consist of 60 to 80 percent public housing, be built on little acreage, and consist of a "bed-room community." Because Senri is intended to be an economic satellite of Osaka, transportation links are elaborate.

In all new towns, the basic residential unit is a neighborhood. Most new towns are divided into three districts each with a town center. Each district consists of several neighborhoods with an average of 12,000 people each. Approximately 54 percent of the area is reserved for houses and apartments while 24 percent is covered with parks and greens. The total planning concept and the resulting environment are good, though the bland public housing structures tend to dominate the scene.

Newly constructed houses are required to meet new national building standards with new ideas in design and construction techniques. In 1960, 50 percent of all construction was fireproof, now almost 100 percent is fireproof.

Community Development

The government also attempts to expand the supply of public rental housing to ease the hardship on those most severely affected by present housing problems. Long range planning is required at the local level to provide for the best integration

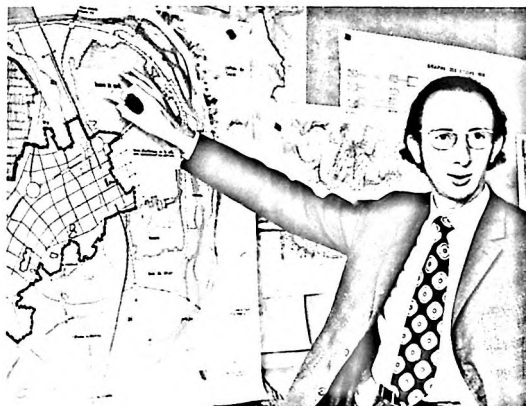
of community facilities and programs. Public housing programs, for example, are developed by each locality on a three-year basis and are submitted to the Ministry of Construction for approval and funding. This concept of community development is a major thrust of the New Comprehensive National Development Plan, which will serve as the policy basis for the government's action programs.

The rapid growth of Japan has changed the Japanese people on the social level, and especially the young. There is the breaking-up of the extended family way of life. The traditional family focus, with highest regard for elders, unity, and honor, has changed to concern for the immediate nuclear family. The formation of nuclear families is a major reason for the increased demand for housing now that the birth rate has stabilized.

The present day Japanese lives with the many paradoxes caused by the "westernization" of Japanese tradition. Although some houses are now built in a factory and transported to a site, the wood interior can be as beautiful as any traditionally built home. Because the traditional system has adapted to industrialized components, the single family home in a traditional style has become the goal of every Japanese family.

Low-income people must crowd into public housing units, but these units, and private homes inside and out, still retain much of the old ways. While *tatami* mats are losing popularity to Western furniture, shoes are still never worn in the home. These persistent features retain the beautiful serenity of the Japanese way—*shibui* still lives. □

LE VAUDREUIL A NEW FRENCH EXPERIMENTAL CITY



Jean-Paul Lacaze, director of the French study team, explains that Le Vaudreuil is not merely a "showpiece" or a "test tube" city—but should provide solutions applicable to other cities.

For centuries Paris has been the magnet for urban migration from all over France. This migration, accompanied by large private and governmental expenditures, has caused an imbalance in urban growth throughout the country.

For this reason the French government adopted a policy designed to create and promote other urban growth centers. Regional capitals are now being strengthened to serve as important local centers and as counter-attractions to Paris. This is an integral part of the French national five-year development plan.

The plan for the Lower Seine Region is focused on Rouen, the regional capital northeast of Paris in Normandy. There is little room for physical expansion in Rouen, and most of the existing towns in the area are not capable of enough expansion to attract industry and commerce from Paris. So the regional plan envisages a series of satellite towns near Rouen to alleviate the pressures. Because of the proximity to Paris, these towns will also help to relieve pressure on the capital.

Model Plan

As a part of this program, the French government is creating a new city 15 miles from Rouen at Le Vaudreuil along the banks of the Seine. The Le Vaudreuil site is one hour's drive from Paris. The existing railway line from Paris to Le Havre and the superhighway now under construction both cross the site. Eight existing villages on the site will be preserved and integrated into the new city, which is expected to have a population of about 140,000 by the year 2000.

Le Vaudreuil is expected to serve as a model for new

town planning in France. It will be the first experimental city in the world designed to limit and control noise and pollution from the earliest planning phases.

On May 26, 1970, the French Government Interministerial Council for Regional Planning and Development approved the Le Vaudreuil project. It appropriated about \$2 million for initial land acquisition (3,100 acres), and \$600,000 for planning during fiscal 1971. The Council also authorized the creation of a new town authority to develop the project. The sixth five-year plan for national development (1971-1975) projects government expenditures of \$60 million for land development and \$60 million for the building of 6,500 subsidized housing units at Le Vaudreuil. Private industries, recreation, offices, and commercial facilities are expected to develop concurrently on the site.

Phases of Development

The decision to build an experimental "pollution-free" city was made only after a long range urban research study had considered all the phases of such a city's development. This involved consultation on the environment and other sciences applicable to urban development. Studies are continuing on such subjects as regional objectives of the new town, economic problems, sociological data, meteorological, geological, chemical, and acoustical characteristics, industrial development, evolution of pollutants during the growth of a city.

Planning for Le Vaudreuil emphasizes flexibility so that changing technology and living patterns can form the basis of the plan itself and evolve with the growth of the city. This approach is in marked contrast to European practices of detailed preplanning of the ultimate form of a city.

French-U.S. Exchanges

Early in 1970, the French invited the U.S. Government to take part in a joint technical cooperative program on planning and anti-pollution studies for Le Vaudreuil. The project was in its early planning stage but definite enough to offer immediate prospects for specific studies, so the U.S. Government accepted the invitation. Besides making a real contribution to the French effort, the U.S. should itself derive substantial benefits.

HUD was designated as the lead agency in cooperating with the French effort. Other participating agencies are the Departments of the Interior; Commerce; Transportation; and Health, Education, and Welfare.

A U.S. team, headed by HUD Under Secretary Richard C. Van Dusen, visited the Le Vaudreuil site and held its first meeting with its French counterpart in July 1970. The French briefed the U.S. Team and presented copies of their research reports on Le Vaudreuil. The American Team promised to analyze the reports and provide useful recommendations.

There will be further exchanges between the French and American teams during 1971. The experience and information gained through this cooperative planning effort will be applied to American problems and programs.

HOUSING CONSTRUCTION IN THE USSR

Editor's Note:

The Third Seminar on the Building Industry of the Economic Commission for Europe's Committee on Housing, Building, and Planning was held in Moscow October 5-10, 1970 at the invitation of the Government of the Union of Soviet Socialist Republics. Over 250 participants from 23 countries and a number of other interested international organizations were in attendance. The U.S., as an ECE member nation, was represented by a five-man delegation, headed by Harold B. Finger, Assistant Secretary for Research and Technology, HUD. While abroad, the delegates visited plant and building sites in Moscow; Sochi, on the Black Sea; and Vilnius, Lithuania. This is part of an official report of the delegation's reactions to that trip.

The American conception of a "decent home" is different today than it was in 1949 or even in 1959. The luxuries of the past have become the necessities of the present. Heating, ventilating, garages, and carports are standard. Expected amenities include storage areas, air-conditioning, multiple bathrooms, kitchen appliances, and large capacity hot water tanks.

These higher standards were inevitably the yardstick of the U.S. delegation in their appraisal of the Russian housing program. The USSR shares a common problem with the U.S. in meeting pressing housing needs for the short term and higher standards for the future. It is doing this at the rate of 2.5 million family units a year—the U.S. rate is almost one million less. The Soviet Union has of necessity deferred quality improvements in favor of volume.

Meeting Immediate Needs

Destruction of housing was part of the series of staggering events

which raked Russia from the Revolution through the holocaust of World War II. Because of it, the average Soviet citizen lived in housing (and many still do) which would be classified in the U.S. as slums.

To meet the immediate need for dwelling units, the Russians have standardized designs and instituted an industrialized construction technology. Production remains the key to Soviet housing efforts, and quality is sacrificed to those production goals. This plan has worked well; multi-storied structures are meeting immediate mass housing needs. The highrise flat provided today to the average Soviet citizen is better and more private than he has ever had.

The Soviets have selected concrete as the preferred building material because it is the most readily available, and large-panel construction as the prime building method because it is easiest to handle. Industrialized production, with a repetitive product under controlled plant conditions, could turn out a better product than it does if the USSR sets quality above quantity as a goal. The sheer number of units produced is impressive in itself.

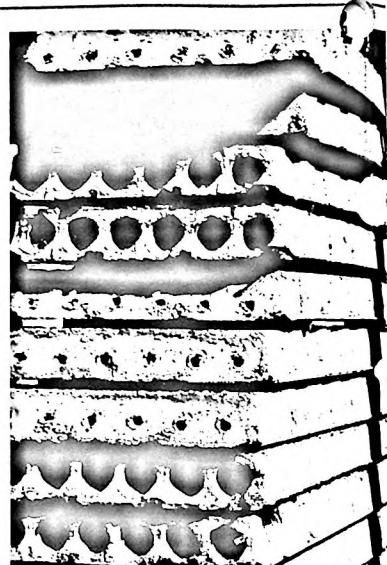
Lack of quality finish may well be an indication of a shortage of skilled labor. To help eliminate the shortage of manpower a large number of women are employed both in plants and at building sites.

Lack Quality Control

A general lack of skilled technical supervision or other quality controls exists at the building sites. Basic instruments such as levels are not present; control points, guides, bench marks, center lines, or other controls also are missing. Large painted charts, with drawings of numbered panel components, are used. Workers set one panel above the other. Irregular-

ities are visible in stairwells and elevator shafts. Worker safety in plant and on site is almost nonexistent. Hard hats, safety goggles, protective shoes or gloves are not worn. The scaffolding, even on the better construction projects, is dangerous at best.

Women were seen "eyeballing it" in cementing tile into the entrance

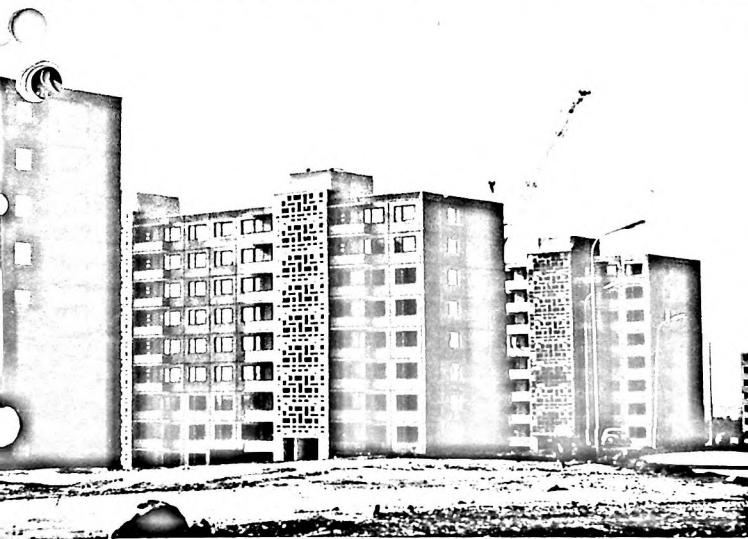




LEFT—Precast floor slabs are produced in vast quantities to meet construction demands.

BELOW—While much of the Soviet Union's highrise construction currently seems to be poured from the same mold, efforts are being made to provide varied designs.

RIGHT—Completed window units are stored in the open at this plant in Moscow. Rough handling in transit gives them that "lived in look" before they are ever installed.



area wall of one building. A woman worker finishing a metal bannister gave it a slight scrape for rust and applied paint. A highly mechanized window frame plant left completed units stored in the open and bounced them around in transportation so they had that "lived in look" long before installation.

One Russian building site engineer commented that "the most difficult thing was the outside jointing." Jointing, indeed, appeared to be a troublesome area with the result an uneven appearance and rough exterior. Wide seams indicated potential leakage.

Unfortunately, the Russians do

not plan for the addition of such amenities as storage cabinets, garbage and laundry facilities, and other labor saving household consumer durables. The Soviet leaders are not unaware that these shortcomings exist. Emphasis is now being placed on improved quality. Different standards of design are under discussion to provide more living space and additional amenities. Efforts are underway to break up high-rise monotony with the use of precast balcony elements and brick sections. Other housing concepts are under study, but the emphasis remains on building flats of 5-stories, 9-stories, 12-stories, or higher.

Quality as a Goal

There is no doubt but that the Russians can build to excellent standards of workmanship. Some recently built public buildings were outstanding examples of superior workmanship. Recognition of the need to extend these same quality standards to the mass housing market was evident, but production remains dominated by cost per square meter and need for volume.

In total numbers of units provided the Soviets lead the U.S. They have no problems of market aggregation or a multiplicity of builders—the Government is the builder and the market is a captive one; the U.S. is ahead in housing quality because private industry competes in a free market. The USSR established concrete as the basic material and industrialization as the method for housing by Government fiat. In the U.S., both materials and methods must prove themselves, in both economic and environmental terms, in open competition.

The approaches are very different, but the problems are common. It is the Department's hope that through this kind of international cross fertilization we can profit in a technical way from the experience of other national programs, assist each other in the identification of common problems, and gain a new perspective on our own programs. ☞

editor's notebook

HUD will be a major participant in the forthcoming Conference on Cities to be held in Indianapolis May 25-28. Secretary Romney and Assistant Secretaries Jackson, Hyde, and Finger will be featured participants. The theme of the conference is Innovation in Cities. The conference is being held in collaboration with the Committee on the Challenge of Modern Society of NATO and will feature HUD sponsored innovations of the Model Cities program.

Departments or agencies of urban affairs exist in almost every State. They assist local governmental units with planning, and provide technical assistance, research information, and education. In at least 28 States, official agencies have been established under a variety of titles—Department of Community Affairs, Department of Local Affairs, State Planning and Community Affairs. A few of the State departments, notably Pennsylvania, New Jersey, and Connecticut, also have operating grant programs. An increasing number of States presently have under consideration study commissions or legislation addressed to formal creation of urban and local affairs agencies.

Sales of mortgage-backed securities have topped \$2 billion in just over a year and are accelerating, according to President Woodward Kingman of HUD's Government National Mortgage Association.

According to a Harris poll early this year, Housing ranks twelfth in the list of problems about which people wish Congress would do something. Only 6% of those polled listed housing. Of greater concern were state of the economy, pollution, Viet Nam, and eight others.

Increases in apartment rents have not, in general, kept pace with the rising costs of maintaining and operating multifamily buildings, according to a report by the Institute of Real Estate Management. The major factor contributing to the situation was an increased turn-over rate in the apartments. Turn-over rates rose constantly in the 1966-69 period, according to the report—"1970 Apartment Building Income-Expense Analysis"—based on information covering 1,852 buildings, with 177,005 apartments and 693,749 rooms in 125 cities. Garden-type apartment buildings experienced the highest turn-over rate, rising from 40% in 1966 to 47% in 1969; low-rise structures with 12-24 units were up from 28% to 37%; low-rise structures of over 25 units, up from 26% to 30%; and elevator buildings, up from 20% to 25%.

The largest commitment by HUD-FHA was issued by the Jacksonville Insuring Office on the Baptist Memorial Hospital in the amount of \$29 million.

Homebuilding is the one bright spot in the private economy, according to the Center for Economic Projections. Housing starts should average nearly 2 million units in 1971, up significantly from last year's 1.5 million rate. This higher level would still be well below the annual rate needed for the national housing goal of 2.6 million units per year. The Federal Reserve Board's easier money policy and the consumer's refusal to spend at his usual rate have sent money flooding back into savings and loan associations and other financial intermediates. Mortgage money is again available and interest rates on home loans have begun to move downward.

Thirty-eight firms currently producing modular units will provide over half the 30,000 modular units to be produced in 1971, according to *Systems Building News* magazine, and sold as single family homes, townhouses, and apartments. This production will require \$150 million in building products and approximately \$50 million in plant equipment. By 1975 this industrialized housing market will exceed \$50 million for building products and as much as \$150 million in plant equipment.

Better police protection is the most frequent demand of ghetto residents seeking improved city services around the Nation. Complaints that black ghettos are shortchanged in the basic services amply supplied to white neighborhoods are long standing but they have reached a new level in 17 cities recently surveyed by Associated Press.

Buford A. Macklin has been appointed Deputy Director of the Office of International Affairs. He has held positions both in and out of Government and comes most recently from the Department of State, where he was Science Officer in the Bureau of International Scientific and Technological Affairs.

The George Romney Housing Production Award for 1970 has been given to the HUD Philadelphia Regional Office. The award, instituted this year, is given for "outstanding achievement in surpassing production goals." The award was presented in a Washington, D.C., ceremony to Warren P. Phelan, Regional Administrator, and George B. Hahn, Deputy Assistant Regional Administrator for HUD-FHA.

Samuel C. Jackson, HUD Assistant Secretary of Community Planning and Management, was selected by the Associated Home Builders of the Greater Eastbay, Inc., Berkeley, Calif., to receive its coveted Bronze Award. It is given only to those individuals who have made outstanding major contributions toward the betterment of construction and home building by assisting the home buying public to avail themselves of the best possible housing at prices they can afford to pay.

Two-Tier Municipal Government

By
The Honourable W. Darcy McKeough
Treasurer and Minister of Economics
(Former Minister of Municipal Affairs)
Province of Ontario, Canada



Editor's Note:

To meet the challenges of rapid urbanization, municipal government has been entirely reorganized within the Province of Ontario, Canada. Although the Provincial Government in Toronto has the power and legal responsibility for local government, it recognized both the impossible task centralized control involves and the need for local decision-making responsibility. The result has been a unique approach to municipal government that divides decision-making according to who will be most affected, but centralizes the planning when necessary for the common good. Because urbanization is an international phenomenon solutions to its problems can often be shared and one Nation can learn from the experiences of its neighbors.

The editor of a small town Ontario newspaper recently attacked the Ontario Government's program of municipal reform. The editor said he believed that "the asphalt jungle problem will be solved by a multitude of small municipalities—if everyone who wanted to live in a village, town, or small city was able to, and these municipalities were spread evenly across this vast Province, where would the asphalt jungle be?"

Part of that fond hope expressed by the editor is now true. There are more than 900 municipalities in Ontario. This multitude of municipalities cannot hope to achieve the kind of order and serenity which the second part of that dream for Ontario contained.

Urbanization of itself should not be such a bad thing. There are a great many people in Ontario who actually like living in cities and enjoy the positive aspects of city life. But if

Exciting City Hall in Toronto, Ontario, symbolizes the spirit that has made this Canadian city of over two million one of the most dynamic in the world. Toronto blends the skyscrapers and frantic night-life of North America with the quiet squares and great museums of Europe.



The Honourable W. Darcy McKeough
Photo by Gerald Campbell Studios

there is to be some order and rationale to how we handle urbanization and its impact on all of our municipalities large or small, we must ask, "What has gone wrong?" At first, the existence of a multitude of municipalities seemed to be a desirable situation.

Answering the Question

But as urbanization developed, many municipalities existing on a very restricted tax base and conditional grant support from the Province have seen growth as a kind of salvation—an opportunity to fatten local coffers with increased taxable assessment. When a municipality ran out of land for industrial, commercial, or residential development it would apply to the Ontario Municipal Board for more land. This, of course, meant annexation of land from a neighboring municipality, which often resulted in bitter inter-municipal controversy. The question of whether projected growth in the area was suitable was usually set aside.

The result was that cities began to grow without an overall growth strategy. Growth became unstructured sprawl, and valuable farm land became the base for urban and suburban monsters. In short, instead of getting the best from urbanization we were often getting the worst. The fragmented municipal system had too many "decision-makers."

What in fact were common problems over a wide area were being treated by separate bodies so that no concerted effort could be made

toward solving common issues: pollution, traffic, welfare, housing, and overall planning. This all meant a misallocation of precious resources and no orderly, rational approach to the selective and best use of our most precious resource—land.

In the face of this the Province of Ontario, and indeed many local leaders, called for important local government reforms to reverse this trend toward chaos.

Reorganizing Local Government

Our approach has been to embark on a total reorganization of local government for two reasons. First, the Province believes as a matter of principle, that there must be strong local government. The Province cannot do the job of governing by itself and do it well. Second, we have dismissed the suggestion that money, lots of money, is all that is required. The Province is reluctant to increase aid to a system of local government that cannot make effective, economical use of it.

For example, while the Province would agree that we must have pollution controls, it would hardly agree that 900 sewage treatment plants should be built just because that many municipalities now exist. Yet that is what the present system implies. There must be some way to get together on these matters. The Province insists that the consolidation of municipalities and the reshaping of local government must go hand in hand with reforms in financial relations with the municipalities. This must be the approach if communities, large or small, are to be worth living in.

Photo courtesy of National Film Board of Canada

The Parliament Buildings in Ottawa represent the National government which presides over the two-tier provincial and municipal system.



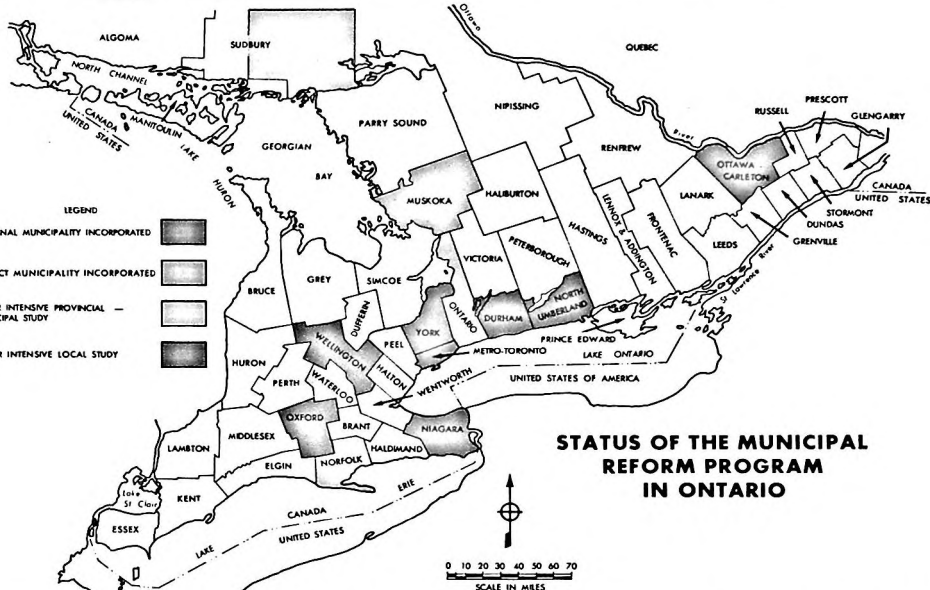
LEGEND

REGIONAL MUNICIPALITY INCORPORATED

DISTRICT MUNICIPALITY INCORPORATED

UNDER INTENSIVE PROVINCIAL MUNICIPAL STUDY

UNDER INTENSIVE LOCAL STUDY



STATUS OF THE MUNICIPAL REFORM PROGRAM IN ONTARIO

This brings up perhaps the most important element in reform: The ability on the part of the citizen to understand who it is that is deciding what is important—or not important—in his community. The present system offers all sorts of hazards to a clear understanding of “who decided,” because in addition to the 900 municipalities there are a large number (estimated between 3,000 to 4,000) boards and commissions with varying degrees of authority and resources.

Dealing With Rapid Growth

We have been fortunate in Ontario, because in 1953 the Provincial Government and the municipalities of the greater Toronto area had the foresight and resolve to establish our first regional government—the Municipality of Metropolitan Toronto. This came in response to a damaging imbalance in financial and service resources among the 13 municipalities, which were having an extremely difficult time dealing adequately with very rapid growth.

Metro Toronto, working as a federation of five boroughs and a city, has a Council composed of a Chairman and Councilman appointed by, and from each of, the member municipalities. It has done a remarkable job of providing the broad view and facilities for more orderly development of the Toronto area. In exercising its responsibility for essential water supply and trunk sewers, public transit, and arterial road facilities, among other functions, Metro Toronto has been the key

to the present health and vitality of the entire Metro area including the inner city, and to the real optimism about its future.

Since the creation of Metropolitan Toronto about a dozen regions of the Province have conducted intense study, discussion, and debate so that today there are now five operating regional governments. Others are well on the way. In addition to Metropolitan Toronto, there are now regional governments in Ottawa-Carleton, Niagara, York, and Muskoka.

It is particularly noteworthy that while there is usually complete agreement in a given region that changes are necessary, the question of what specific set of changes should be made is not as easily reached. The changes are not readily acceptable to every municipality. Changes in power structures do not come spontaneously. The period of proposals, counter proposals, and negotiations has been lengthy in all cases.

But the Provincial Government believes that there must be local general acceptance to get local commitment. It is going to be their government—they have to make it work. There is no mistaking, however, that the final responsibility and authority in the matter of reform is the Provincial Government. Under the British North America Act, the Province is responsible for local government, a power it recognizes it must use with sensitivity, otherwise the cooperation in reform matters might not be so willingly offered. Yet, when the time for a decision on reform

action must come, it is clear that the Province has the power to act and decide the course of reform.

Two-Tier Government

So far where new kinds of local government have been established, a pattern has emerged. In Toronto, Ottawa, Niagara, Muskoka, and York, a two-tier local government has been established. This is a compromise in which the area municipalities have been willing to recognize that there are common problems and functions that should be dealt with by a council operating for the entire region. These functions usually are regional planning and the related functions of arterial roads, water supply, pollution control (sewage and solid waste), social services (health and welfare), regional parks, and police.

Each area or local municipality contributes to the regional municipal council's budget in direct proportion to its share of the region's property assessment. This approach reduces the local municipalities' drive to have increased assessments, particularly industrial and commercial. Even though an industry may locate somewhere else in the region, the local municipality may still enjoy the benefits of taxes paid by that industry towards regional services. Hopefully this in turn leads to more flexible and rational land-use planning.

In this scheme of things the local municipalities retain functions in which the people through their local council express their own approach on local parks, roads, or garbage collection. Sometimes even in the local municipalities some consolidation may be achieved. In Niagara, for example, 26 local municipalities were redrawn into 12 municipalities, and in Muskoka, 25 local municipalities became six within the regional structure. These local municipalities strike and collect taxes for their own budgets and also tax for the levy made upon them by the regional municipality.

A Major Advantage

The region has overall borrowing control and issues debentures on behalf of the member municipalities. This, coupled with a more equitable sharing of necessary regional expenditure, is one of the major advantages of the new approach to local government.

The inadequacy of local government in meeting the pressures of growth has been dramatically demonstrated by the Provincial Government's new departures in the field of regional economic planning. Alarmed by unstructured sprawl and

destructive land-use practices, the Province has embarked on a program to set out guide lines for economic growth and population density. Municipalities will have to plan within these guide lines.

In my view, the reform program for local government is essential to the success of the Province's economic planning. A municipal system that must rely upon maximizing its taxable assessment to remain financially viable can only frustrate rational and selective economic and land-use policy. The two cannot go their separate ways. This is why the Province is giving so much emphasis to the need for an effective partnership between the Province and local government.

Appraising the Changes

Regional Government has been operating for a year now. Have all of the problems been eliminated? Of course they haven't. But I am confident that there is now a basis in local government from which effective action can be taken. Of course, reversing some of the damage to the environment is going to take money. Naturally, there are going to be conflicts and serious differences of opinion about how much money and for what—but I am also confident there now exists a local government in which reasonable men can sit down and work out the priorities for the Niagara region. I shudder to think what the cost would be and the lack of coordination that would exist if the essential tasks that must be done were approached by 26 municipalities acting separately.

If there are differences of opinion about priorities and costs—and I recognize that there are and will continue to be differences—there is now a forum in which local people can sit down and work through to a reasonable allocation and application of the resources of the area to the problems facing the people and the environment of the region. That was not the case before 1970. That ability to come together and work things out is the essential benefit of regional government.

The alternate course would be to turn all matters over to the Provincial Government. That thought is not only repugnant to me, but I do not think it would be an effective alternative. Breaking up the regional government for a return to the old fragmented ineffectual system of local decision-making is no answer either. We must continue to broaden and strengthen local government, and that for the Niagara area can only come through improving and refining and working within a form of regional government. □

CODE BARRIERS TOPPLE

STATE INDUSTRIALIZED HOUSING LAWS

-  INDUSTRIALIZED HOUSING LAW
-  MANDATORY STATE BUILDING CODE
-  LEGISLATION PROPOSED OR SCHEDULED TO BE PROPOSED
-  DEFINITE INTEREST REPORTED

March 19, 1971



Overcoming building code barriers, which impede improved techniques and materials and limit the builders' opportunity to bring improved techniques into the housing business, has become a recurrent item of business in State legislatures across the country.

One of the significant achievements of Operation BREAKTHROUGH has been the increased acceptance by States of legislation instituting uniform statewide building regulations for industrialized housing. Long a stumbling block even for conventional construction, the web of fragmented, overlapping codes is anathema to progress in industrialized production.

Since Operation BREAKTHROUGH was launched by Secretary Romney a little over a year-and-a-half ago, at least 33 states have either passed or are pressing for new laws that facilitate the growth of the industrialized housing industry.

State Action

California, Washington, Hawaii, Virginia, Ohio, South Carolina, Connecticut, Indiana, and North Carolina and, so far this year, Georgia and West Virginia, have enacted such legislation. Some of these laws institute a mandatory statewide building code for all housing, thereby eliminating all local code variants except when required on a showing of special need. Most of the laws, however, are limited to establishing a mechanism for approving industrialized housing systems for use within the State without regard to local building codes.

The California, Washington, and Hawaii laws include provisions that permit the State to accept industrialized housing if approved in the State of manufacture. When implemented, shipments of industrialized housing within regional areas become economically feasible. This creation of a large-scale market area is a major incentive for

volume production of industrialized housing.

The development of industrialized housing laws would be further facilitated if building codes were based on up-to-date performance standards. Builders would then be free to use products that meet such standards, instead of using particular materials specified by a local building code. Performance criteria based on factors of health, safety, durability, livability, and quality would mean an improvement in the entire housing system.

Fragmented Codes

Building codes in effect in the United States are estimated to number between 8,000 and 10,000. About one-half to two-thirds are based in some degree on one of the four model codes. In the absence of a statewide guideline, even communities tend to have fragmented code regulations.

In Kentucky, for example, 87 communities and 11 counties adopted one code, three cities and one county adopted another, two cities and two counties still another, and five communities developed their own code. This is not an unusual situation, and in every such State the resulting lack of uniformity and conflicting provisions restrict production and add to costs.

Replacement of the multiplicity of building codes with a rational system of uniform statewide codes and performance standards which all communities could follow would cut constraints on volume housing production and speed achievement of the Nation's goal of a decent home for all Americans. Statewide codes would help erase the local building codes loaded with restrictions introduced by preferred industries. They add untold dollars to costs and constitute a morass through which the designer, developer, and builder must wade.

urban forum

ABANDONED HOUSING

"The issue of abandonment is not one of buildings, but rather of neighborhoods. It is simply not sufficient to rehabilitate or replace deteriorated structures. We must address ourselves to the forces which cause the economic, social, and physical blighting, and even the death of neighborhoods. Blight will neither be halted nor removed until the many institutions involved in housing and neighborhood development refuse to let an area go, rather than red-lining it out of existence. Municipalities must maintain a full and equal measure of all public services for that neighborhood. Lending institutions must provide encouragement for maintenance and confidence for investment. Insurance firms must avoid abandoning their responsibility. Real estate and mortgage appraisal organizations must not so downgrade their value estimates that there is no hope for neighborhood stability and revitalization. Government must provide support where it is needed and avoid requirements that accelerate the abandonment process. There will probably always be some abandonment. But we can, indeed we must, stop the frenetic death march of large parts of our cities. We can succeed, only by admitting our errors and taking a new look at the most propitious means for our cities to meet the future."

Harold B. Finger
HUD Assistant Secretary for
Research and Technology

"In New York City alone, officials estimate that 100,000 dwelling units have been abandoned by their owners in the last four years. A few old tenants... stay on and brave the loneliness, vandalism, and health and fire hazards to live rent-free. They are joined by roaming squatters, including narcotic addicts and juvenile

gangs. Forgotten people in forgotten buildings."

Leonard Downie, Jr.
The Washington Post, Jan. 17, 1971

"We are going to have more and more substantial vacuums opening up in hard core areas. There is no stopping it. Minority group middle classes are growing in number and they are voting with their feet and they are doing just what all other middle classes have done, and that is get out of the central city. Good for them. There is no replacement group. Our problem in the broad is, how do we develop enough knowledge and know-how so that we can play this losing hand and minimize our losses? Because right now it is a stampede that is taking good and bad units right off the scene in the midst of a very tight housing market."

George Sternlieb, Director
Center for Urban Social
Science Research, Rutgers University

"At some point (the landlord) consciously elects to simply disinvest.... When he's elected to put five or 10 welfare families in there, for example, he's given up on that building.... When the area changes, rents do not necessarily go down. The cash flow many times goes up. The man is making more at this time out of his property than he ever did under a white tenancy... but for a very short period of time.... Typically in the neighborhoods that we've examined, there have been curious transitions in ownership, so that the smart operators saw it coming, bailed out, and the people that hold the property are the least able to support a residential property under trying conditions... a vacancy puts them under."

From testimony by the National Urban League, Inc., at a HUD conference

"The existence of the black middle-class that is tied to homeownership in the central city (48.3% of all black families in Detroit estimated homeowners in 1970) together with the continuing willingness of local financial institutions to grant conventional mortgages in black and transition areas are, we believe, the principal reasons for the lack of an abandonment problem of major proportions. To be sure there are abandoned housing units in the city, but not on the scale witnessed in the other cities surveyed with the exception of Atlanta."

National Survey of Housing
Abandonment, Conducted by the
Center for Community Change
and National Urban League, Inc.

"At present Philadelphia is seeking to introduce in the new legislative session in Harrisburg a bill which will permit the condemnation of vacant and abandoned properties by the Redevelopment Authority anywhere in the City, without first being required to designate the area as eligible for urban renewal treatment.... The City will (also) seek enactment of a State Law which will permit property tax relief to owners improving their residential properties and for persons who will rehabilitate housing for low-income use."

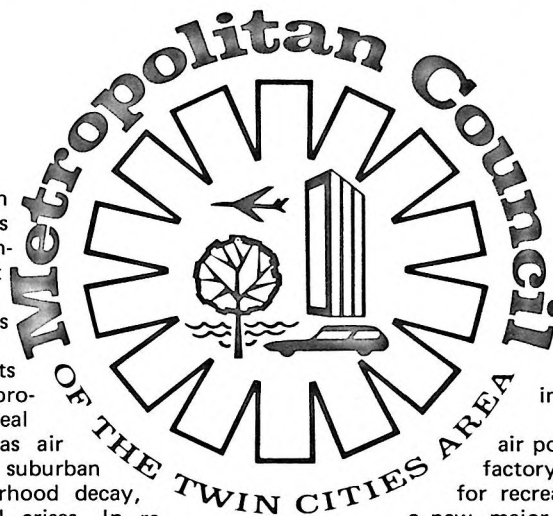
Gordon Cavanaugh, Chairman
Philadelphia Housing Authority

"At a time when the Nation's housing supply is falling far short of existing needs and we have not begun to honor the goal of 26 million new units by 1978, we cannot permit the abandonment of usable structures to take place."

Senator Edward W. Brooke (Mass.)
Hearings, Subcommittee on Housing
and Urban Affairs, July, 1970

New Regionalism THE MINNESOTA EXPERIMENT

By Dennis W. Dunne, Metropolitan Council Member



The urban crisis in America today stems primarily from the inability of government to cope with social and physical problems at the metropolitan level. Numerous efforts have been made to provide structures to deal with such problems as air and water pollution, suburban sprawl, older neighborhood decay, governmental financial crises. In response to these problems that tend to split cities apart, residents of Minneapolis and St. Paul have worked together to unite and conquer.

The "Minnesota Experiment" is the result of concerted citizen efforts that led the Minnesota State Legislature in 1967 to establish the Metropolitan Council, a regional coordinating agency of local government with broad responsibilities of organizing orderly growth in the Twin Cities area. Made up of 15 members appointed by the Governor, the Council has decision-making powers that are unique to similar bodies around the country.

In 1969 the Council received authority to review all local planning and development programs—with veto power over special purpose districts—and issue bonds for operations. Its authority to direct area-wide development encompasses Minneapolis, St. Paul, and suburbs, about 1.8 million people, seven counties, and numerous local agencies.

Need Overshadows Rivalry

The Council was created in response to immediate, pressing demands that overshadowed the additional rivalry between the greater St. Paul and Minneapolis areas. In 1959 more than 300,000 people on the outskirts of the two cities

found their chief source of water—backyard wells—contaminated. Rather than settling for piecemeal solutions, community leaders began to consider the possibility of a sanitary district covering the entire urban region.

Throughway routes, air pollution spreading from the factory districts, land planning for recreation, and development of a new, major airport were among other issues that needed to be handled on a metropolitan scale.

It took 10 years, but once the Council received its major authority during the 1969 State legislative session, it moved rapidly to improve these conditions. First, legislation was approved setting up a Metropolitan Sewer Board appointed by the Council to cover the seven counties. Under the legislation, all proposed plans and the Board's budget are subject to approval by the Council, which can thus determine the direction of comprehensive development for sewer systems, highways, and housing growth. Operating on its own budget raised through bond issues, the Sewer Board expects to raise \$50 to \$60 million in the next five years to help solve the area's pollution problems.

In park development, the Council obtained \$2 million from cigarette taxes for acquisition of regional parks.

To prevent work stoppage on highway construction while insuring the best possible design, the Council obtained legislation requiring local review of highway systems and required Council approval before plans are implemented. Previously, local opposition could stop construction at any phase.

To facilitate solid waste disposal in the area, the Council drew up plans requiring the seven

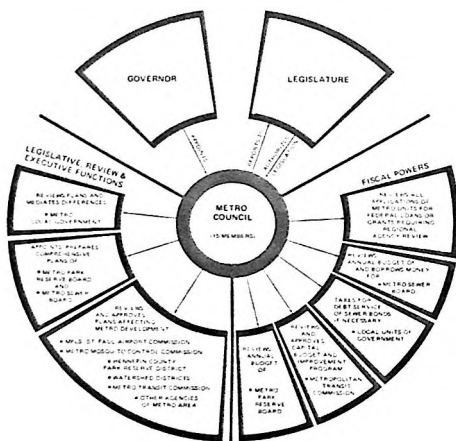
counties to acquire sites for landfill that conformed to basic standards of sanitation. The intercounty program requires all disposal locations to accept landfill from any other county at the same price.

In addition, the Council held public hearings to develop a Metropolitan Development Guide as a planning tool for local officials to help in determining locations for housing, shopping districts, and public facilities.

Model for the Nation

During the current legislative session, the Council is focusing its attention on an innovative financing plan to equalize tax and public service disparities in suburban and core city areas. The program, which could prove a model for the Nation, is presently awaiting State legislative approval. So far the proposed tax sharing legislation calls for a one percent additional sales tax that would be redistributed to municipalities on a formula basis.

INTRA - GOVERNMENT RELATIONSHIP



In all the Council is now concentrating on nine major issues; metropolitan finance, the Metropolitan Development Guide, airport work, sewer implementation, thoroughfare and transit systems, open space implementation, health, and housing.

The Council, created with the enthusiastic support of local citizens, was designed to reflect their interests and needs without interference from vested interest groups. Each of 14 members appointed by the Governor for staggered six-year terms represents two State senatorial districts. Serving about 125,000 residents in each district, the Council seats are divided equally between core city and suburban areas so that no special interest is served by any Council member. There is also one chairman appointed at-large by the Governor. No local officials serve on this all-citizen council, which probably will become an elected body. It has a budget of about \$3 million financed primarily by property taxes (sevenths mill levy), supplemented by grant and other contract monies.

History of Civic Concern

Why is this metropolitan experiment taking place in Minnesota, rather than larger metropolitan areas with more critical problems? The answer may lie in the area's historical orientation toward civic concern—and more important civic action—aided by a cooperative State legislature.

The area's 3,600 member Citizens League, devoting most of its time to problems and issues of metropolitan concern, has supported the Council since its inception. Prominent individuals in the business community, serving on service clubs, Chambers of Commerce, and Citizen League activities contributed their efforts to the Council's development. And the local press helped to keep metropolitan issues before the public.

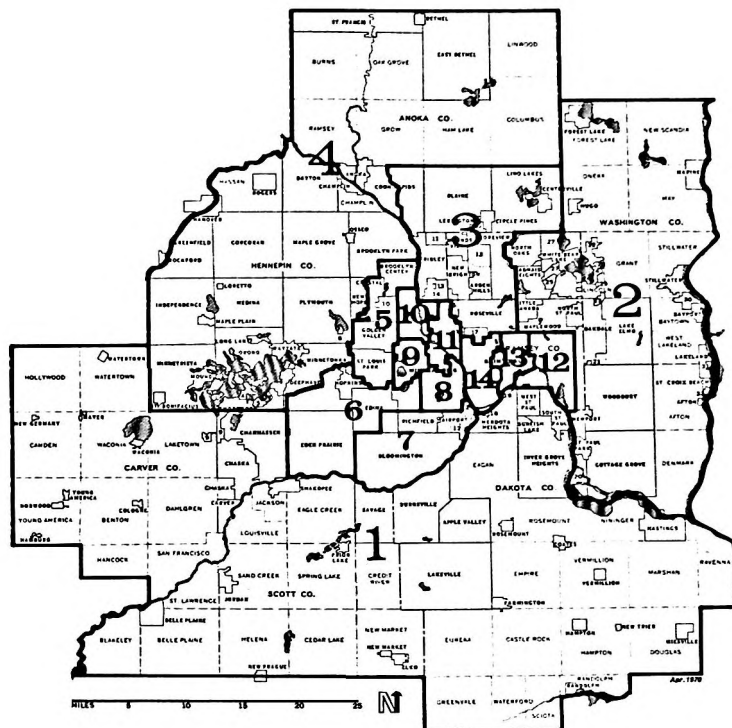
Leadership by local citizens toward improving the area's environment dates back to the 19th century when Horace W.S. Cleveland, the famous landscape architect, delivered an address to a local citizens' group on "Public Parks, Radial Avenues and Boulevards: An Outline Plan for the City of St. Paul." The following decade, Cleveland prepared a comprehensive report for the newly formed Minneapolis Board of Park Commissioners, calling for joint municipal action between Minneapolis and St. Paul.

In the 1930's the Minnesota Legislature, recognizing the need for effective legislation to aid metropolitan problems, passed legislation to provide sewage collection and treatment for the two cities. Metropolitan Airports Commission legislation was approved in the 40's. And in the 50's a Metropolitan Planning Commission and Minnesota Municipal Commission were established.

How the Council Represents the Area

The councilmen and their districts are as follows:
Chairman — James L. Hetland, Minneapolis.

1. Marvin F. Borgelt, West St. Paul.
2. Milton L. Knoll, Jr., White Bear Lake.
3. Joseph A. Craig, Coon Rapids.
4. Donald Dayton, Wayzata.
5. George T. Penneck, Golden Valley.
6. Dennis Dunne, Edina.
7. Clayton L. LeFevre, Richfield.
8. Glenn G. C. Olson, Minneapolis.
9. E. Peter Gillette, Jr., Minneapolis.
10. James L. Dorr, Minneapolis.
11. George W. Martens, Minneapolis.
12. The Rev. Norbert Johnson, St. Paul.
13. Mrs. James L. Taylor, St. Paul.
14. Joseph A. Maun, St. Paul.



While the Planning Commission laid the groundwork for the creation of the Metropolitan Council, its powers were limited to an advisory planning role. It was the first such agency in the country to be given the status of a political subdivision with a tax levy for operating purposes and was recognized nationally for developing new techniques in metropolitan planning.

The Municipal Commission was established to hear petitions concerning incorporations, annexation, consolidations, and detachments. It prevented undesirable and illogical incorporations, while helping to produce much needed consolidations and annexations.

Twin City Cooperation

In the 1950's Minneapolis and St. Paul also started ambitious, while separate, urban renewal programs. St. Paul's program, based on a design originating in 1910, includes rebuilding the area around the State capital for public purposes.

Before 1960 a few reservations about full cooperation between the greater St. Paul and Minneapolis areas still remained. There seemed to

be a feeling that more was to be accomplished by isolation than cooperation. For instance, newspapers and prominent mail order houses in each city refused to accept ads from the other city.

Ironically, the first metropolitan merger came about because of the interdependence of the two cities' baseball and football teams, the Twins and the Vikings. Separately the population of Minneapolis ranked the city 22nd in the minor league with St. Paul ranking 43rd. Together they ranked 15th nationally in population and were thus able to support a major league team. Everyone became "Twin Cities" conscious and began to think "metropolitan."

Serving the Metropolitan Area is an active Citizens League. Prior to 1966 the League was known as "The Citizens League of Minneapolis and Hennepin County," but in June of 1966 they officially broadened their scope of authority. Since 1960 the League has been devoting most of its time to problems and issues of metropolitan concern. Strong support of the League stems mainly from its careful selection of programs and thorough, objective manner in dealing with each issue.



Secretary Romney met with former Chairman of the Metropolitan Council James L. Hetland, Jr., at a conference in Minneapolis shortly after the Council was Established in 1968.

The League played a major role in the 1967 legislative session of assisting in the coordination of forces seeking legislation for a Metropolitan Council and in 1969 in obtaining additional authority and responsibility for the Council.

Prelude to Council Authorization

The events leading to the 1967 legislative session and the adoption of legislation creating the Metropolitan Council is an interesting study of the democratic political processes and the need in any movement for a community consensus on issues requiring legislation. An awareness that the promotion of any form of metropolitan organization would require more than a one man crusade arose from the smoldering ashes of a futile attempt in 1961 by the Executive Secretary of an interim commission on Municipal Law, who tried in vain to create some alternative to the continued patch-work of "special service districts."

By 1965, however, much was being done in an orderly, objective manner to force the issue of governmental reorganization in the Metropolitan Area. Policy papers on governmental structure were being produced by the Metropolitan Development Guide and the Citizens League was carry-

ing on extensive studies on how governmental reorganization should take place.

The upper Midwest Research and Development Council sponsored a Conference on Governmental Structure on Nov. 10, 1966, with outstanding national speakers and excellent local support and attendance.

There were many others during the 1965-67 period who made similar contributions and proposals. These included the proposals of several mayors, policy statements by political parties, research and business groups, County Leagues of Municipalities, and Leagues of Women Voters, editorial comments, positions by the press and other media, and evidence of potentially strong support from influential members of the Minnesota Legislature. A groundswell of support appeared everywhere. The fears and hostile opposition that stopped the 1961 effort seemed to have disappeared, or at least, did not appear to be organized.

Form of the Council

By the time of the 1967 State Legislative session the question was not "shall there be a Metropolitan Council," but rather "how will it be constituted?" The Citizens League, the Metropolitan Planning Commission and many others advocated an elected body with broad powers and a free standing governmental unit. Some influential legislators, however, felt the Council should be a State agency appointed by the Governor. The compromise was an appointed body with some ties to the State, but not a State agency.

In granting legislation for the Council in both 1967 and 1969 the Legislature was aware that those asking for authority were highly motivated and ready to accept and assume heavy responsibilities.

The "Minnesota Experiment," a unique innovation, has been used as the model in Atlanta, Ga., which recently adopted a similar council composed of a mix of local officials and citizens. Residents of Denver are also reportedly considering a similar structure based on the Minnesota model.

The Council has proved itself an efficient, representative body using its decision-making powers to serve the interests of the area at-large. Public hearings are held constantly to keep the lines of communication between citizens and local government open. The Council has been able to act on the areas of immediate concern while providing long-range vision for the future. □

Because It Is Right, by James L. Hecht.
Little, Brown & Co. 1970. 290 pp. \$7.50.

In recent years we as a Nation have been warned time and again by sensible, fair minded persons that we are courting disaster by failing to put the problem of "racism and housing" at or near the top of our domestic agenda. This is the subject of James Hecht's excellent and timely book. It is essential reading for anyone who wishes a concise examination of a controversial national issue, an issue which typically generates more heat than light.

The book's title, *Because It Is Right*, may be misleading. Rather than a pious plea for social justice, it is a readable, specific, practical guide to the laws, plans for action, myths, and problems involved in expanding the housing choice for minority families. Mr. Hecht, an E.I. DuPont research scientist, draws on his experience as a former president of HOME (Housing Opportunities Made Equal) in Buffalo, N.Y., and a board member and vice president of the Niagara Frontier Housing Development Corporation to explain the strategies and tactics for putting antidiscrimination statutes to work.

He describes how a vigorous law enforcement program, backed by the efforts of organized citizen groups (employers, clergy, black activists, and others) can dismantle the structure pervading the housing industry that the Kerner Commission calls "two societies, one black, one white—separate and unequal." There is careful documentation of what has been tried, succeeded, or failed in Buffalo, Chicago, Hartford, Denver, and Atlanta.

Of particular interest is an examination of what government can do through law enforcement to make a substantial contribution by increasing housing production, affirmative marketing, education, incentives, and employment practices. Here he chastises NASA for building suburban subdivisions without regard for open housing, while praising the Defense Department for its 1967 order banning new rentals by military personnel in off-base apartment developments where landlords do not observe open housing policies.

The book is not without flaws. Specialists will find portions wanting in analysis and profundity. For example, purging the housing industry of racial bigotry alone will not lift the white suburban noose confining millions of minority families to urban slums and ghettos. Tax reform, construction costs, discriminatory zoning, land prices, incentives to minority families to leave areas of racial concentration, subsidies to motivate voluntary action toward residential integration, and relocation programs all receive too brief treatment.

HUD Sponsored Publications

- *Minority Business Opportunities*, a 400-page manual to aid small and minority group businessmen and professionals with information about housing and related programs sponsored by HUD and other Federal agencies, is available for \$3 from the Government Printing Office, Washington, D.C. 20402. The manual, in four sections contains, among other things, sample forms and applications and a list of Federal Government regional and area offices.

- *State Housing Finance Authorities*, compiled by HUD's Office of Small Town Services and Intergovernmental Relations, is a 75-page reference directory designed to assist public officials and planners in establishing State housing finance agencies. The publication outlines common characteristics of existing State agencies, such as objectives, organization, kinds of financing authorized, legislation, and technical assistance. Copies are available free from the Office of Small Town Services, Room 7132, HUD, Washington, D.C. 20410.

- *New Housing Concepts*, a 120-page report on housing building systems in European cities, has been published by the NAACP under a HUD grant. Information included in the report was gathered during a tour organized by the NAACP and participated in by more than 100 minority entrepreneurs, architects, engineers, and community organization representatives who visited building system plants, construction sites, and new towns in Milan, Amsterdam, Paris, London, and Stockholm. Single copies are available free by written request to NAACP Housing Programs, 1790 Broadway, New York, N.Y. 10019.

- *People and Downtown*, a report on techniques for determining the needs, habits, and attitudes of people who use central business districts, has been published by the University of Washington under a HUD grant. The Portland Central Business District and Seattle shopping center were studied in the report, expected to be used as a basis for future urban renewal planning in Seattle and as a guide for other cities. Single copies of the report are available free from Dr. Arthur L. Grey, Jr., Department of Urban Planning, 202 Architecture Hall, University of Washington, Seattle, Wash. 98105.

Bringing Federal Programs and American Indians Together

Reaves Nahwooksy, a 39-year-old Comanche Indian, is trying to bring Federal programs and American Indians together in a way that will benefit both. As Special Assistant for Indian Affairs in HUD's Office of Equal Opportunity, he plans to develop a system to inform Indians about available HUD programs and also to develop new ingredients in the programs to make them more responsive to Indian needs.

"HUD programs have not yet begun to really affect this country's Indian population," he believes. "But Assistant Secretary for Equal Opportunity Samuel J. Simmons, who has a personal commitment, is spearheading the effort at HUD to improve coordination and delivery of the Department's programs to Indians."

Educated at the University of Oklahoma where he received a Master's degree, Nahwooksy came to HUD last year with 18 years of active service in economic, health, educational, and social conditions of the Indian. He helped establish an equal opportunity program in HEW's Bureau of Health Services and served on the National Council on Indian Opportunity, a Presidential commission to coordinate Government Indian programs. Earlier he worked for the Bureau of Indian Affairs as a teacher and administrative officer, and recreation officer in Oklahoma, Idaho, and Washington, D.C.

Nahwooksy thinks it's time Indians started getting a piece of the action of Federal programs.

"Though nearly half of the Nation's Indians live in cities, a large percentage still live on the reservations in


substandard dwellings. They need an estimated 50,000 new and improved homes. Of the 150 approved Model Cities areas, only one is located on an Indian reservation.

"Furthermore," he added "the health of the American Indian is far below the national norm. Infant mortality in the first month of life is three times the national average. And the Indian's life span is 44 years—compared with the national average of 64 years.

"The education picture is just as bleak. Between 50 and 60 percent of all Indian children drop out of school. In some areas the figure is as high as 75 percent—in sharp contrast to the national average of 23 percent."

Right now Nahwooksy is working on recruiting more Indians into Government and drawing up a list of key elements for a comprehensive Indian program. He gives top priority to leadership programs that offer opportunities for work-study orientation and intern training.

"I believe that the key to the revival of the Indian's hopes and ambitions is in Indian leadership in housing, planning, and urban redevelopment programs. These programs today are so pitifully lacking in Indian representation that there has hardly even been a first hand account of the problem given to program administrators."

He is happy, he says, with HUD's invitation to six States last June to participate in a program designed to improve Indian utilization of their resources. "We hope to achieve this by helping the States assess Indian needs and by strengthening the involvement of Indians in State planning and development programs." 



lines & numbers

PROGRAM LEVELS*

	Actual 1970	Estimate 1971 (Dollars in Thousands)	Estimate 1972
Rent Supplement Program			
Approval of contract authority	\$50,000	\$55,000	\$60,000
Homeownership Assistance Program (235)			
Approval of contract authority	125,000	130,000	175,000
Rental Housing Assistance Program (236)			
Approval of contract authority	120,000	135,000	175,000
Federal Housing Administration Fund			
Title I loans insured	360,529	403,000	455,000
Insurance in force (end of year)	68,532,000	79,798,000	94,511,000
Low Rent Public Housing			
Annual contributions appropriations	473,500	654,500	824,500
College Housing Loans (public & private)	294,265	300,000	300,000
Special Assistance Functions Fund			
Reservations and commitments	357,225	1,850,800	1,798,000
Management and Liquidating Functions			
Mortgage purchases	58,359	50,000	0
Mortgage sales	0	0	230,000
Guarantees of Mortgage-Backed Securities			
Guaranteed securities outstanding (end of year)	437,600	1,739,000	3,289,000
Comprehensive Planning Grants (701)	50,017	50,089	100,000
Community Development Training	3,497	3,500	3,000
New Community Assistance Programs			
Amount of guarantee commitments	75,000	160,000	250,000
Assistance grant approvals (net)	1,075	6,425	5,000
Urban Community Development—Special Revenue Sharing Grants (Proposed Legislation)			1,000,000
Urban Renewal Programs (Title I)	977,796	1,029,388	800,000**
Rehabilitation Loans (Section 312)	41,872	50,000	50,000
Model Cities Program	315,070	524,658	287,700**
Grants for Water and Sewer Facilities	150,363	150,043	100,000**
Grants for Neighborhood Facilities	39,999	40,002	40,000
Open Space Land Programs	75,147	75,130	200,000
Public Facility Loans	39,959	40,041	65,000
Research and Technology	25,007	45,000	45,000
Fair Housing and Equal Opportunity	6,266	8,406	8,850**

*As part of HUD's 1972 budget proposal, these program funding levels were submitted to Congress and are subject to change based on congressional action and the progress of the programs.

** Program will be phased out beginning January 1, 1972, assuming enactment of the special revenue sharing grants legislation.

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