



Challenge

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Challenge

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RECOVERING FROM A KILLER

CAMILLE

By Anthony Lang



Cost of Camille: More than 69,000 families suffered losses; 18,000 dwellings were destroyed or severely damaged.

"That high-pitched scream went on hour after hour all Sunday night and kept howling and moving north until Monday afternoon. It sounded like a drill that was never going to stop."

This was the terrifying sound of Hurricane *Camille*, according to one Gulf Coast resident who last August found himself directly in the path of *Camille's* raging 200 mph winds. A native of Pass Christian, Miss., he had reason to remember that sound well, for when the killer storm had passed, his home and possessions were gone and five members of his family were dead. Most of the town was demolished.

President Nixon stated that *Camille* was "the worst storm that has been recorded in 100 years of recording storms in the United States, and that means that it probably (was) the worst in terms of damage, physically, that any State or any area has ever suffered."

Neither the San Francisco earthquake 60 years ago, nor the 1966 Anchorage earthquake, nor previous hurricanes could match this "natural" disaster that struck August 17, 1969, and spread over six states. Mississippi's Gulf Coast counties—Hancock, Harrison, and Jackson—caught the full violence of the storm, but high winds and flooding also wracked the rest of Mississippi,

Louisiana, and Virginia. West Virginia, Alabama, and Florida suffered lesser damage.

More than 20 Federal agencies under the direction of the Office of Emergency Preparedness (OEP), together with countless volunteer organizations and individuals, have been helping State and local governments take massive emergency action. As part of the Federal effort, the Department of Housing and Urban Development went into action to bring its resources to bear on emergency needs.

Golden Gulf Coast

Weeks after the disaster, a voice from a loud speaker at the Gulfport-Biloxi Airport continued to greet new arrivals with undiminished pride: "Welcome to Mississippi's Golden Gulf Coast!" Those who knew the Gulf Coast in its heyday winced, for where glittering resorts, nightclubs, restaurants, and motels had covered almost every inch of beachfront property for miles, now hardly a record of their "golden" existence remained.

Along the beach side of coast highway U.S. 90, hurricane winds and 20-foot tides left mainly barren sand, except for occasional, grounded boats and barges. Highway 90 became what some called "randomly stacked concrete." Bridges were seriously impaired when huge waves lifted sur-

face levels out of place and set them down in zigzag and stairstep configurations.

Across the highway on higher ground, at least some evidence remained after the devastation of the fine southern homes and buildings that stood there. In one case, a foundation might remain; in another, only a mass of crumpled debris, while a home immediately adjacent might be miraculously spared. All down the coast, strands of clothing blew from twisted limbs of trees, and people scratched in piles of foul-smelling rubble, looking for lost treasures.

HUD's Recovery Mission

The Department of Housing and Urban Development began its emergency surveys and preparations even before the President declared a major disaster. HUD regional engineers together with the State Water Pollution Control moved at once to help restore water and sewer facilities in the critical Mississippi communities of Ocean Springs, Biloxi, Gulfport, Long Beach, Pass Christian, Bay St. Louis and Waveland. Restoration proceeded on a priority basis; for example, HUD teams worked quickly to get both safe water and adequate sewage services to hospitals and shelters with large concentrations of people. The areawide threat of dis-



August 20, 1969: Secretary Romney and General Counsel Sherman Unger arrive in Gulfport to inspect the disaster area and direct HUD's emergency activities.

ease and contamination was soon eliminated.

On August 20, Secretary Romney and General Counsel Sherman Unger accompanied Vice President Agnew on a helicopter inspection of the Gulf Coast disaster area. They were briefed on emergency needs and activities thus far. According to Red Cross figures, more than 69,000 families suffered losses in the disaster. An estimated 18,000 dwellings were destroyed or sustained major damage and 25,000 received lesser damage.

Friday morning, August 22, HUD received full authorization from OEP to use mobile homes for housing disaster victims and at 4:00 o'clock that afternoon received the regional go-ahead from George Hastings, OEP Director at the Gulfport Operations Center. Twenty-four hours later, mobile homes started rolling into Biloxi, Miss.

Jack Ingram, HUD co-ordinator at the Gulfport Emergency Operations Center, summed up the Department's mission: "In the immediate aftermath of the hurricane, our men worked day and night with local officials to help provide emergency shelter and restore public water and sewer facilities in the stricken communities. Now our concern is getting good temporary housing as fast as possible for those who need it and helping these people rebuild."

Clearing the Way for Recovery

HUD's first rush order of mobile homes was slated for group sites on publicly owned land that was readily available and would permit quick installation of water, sewer, gas and electricity. Other mobile home sites took longer to prepare. The Department soon authorized the placing of mobile homes on privately owned individual lots subject to the approval of state and local authorities. Providing, installing, and managing these mobile homes would be a massive undertaking in normal times, but under emergency conditions the challenge became even more complex.

A way had to be cleared for emergency recovery. Roads had to be made passable and land cleared of debris and rotting matter. The painful work of locating and identifying bodies had to be carried out. Thousands of pines snapped off by the winds had to be trucked away, fields and swamps sprayed to prevent disease, and food and clothing provided for the needy.

In the immediate recovery effort, state and local governments were able to draw upon the expertise of the Army Corps of Engineers, National Guard, Navy Seabees, Air Force personnel based at Keesler, private contractors, and many other agencies and individuals. Supplemen-

ting regional efforts, power and telephone company trucks from Pennsylvania, Ohio, Indiana, Illinois, and other states crisscrossed the disaster region, helping to restore service in remarkable time.

Getting the Job Done

Application offices for temporary housing were set up throughout the disaster region, from Plaquemines Parish, La., to Ocean Springs, Miss., and on into Virginia. Local officials established the validity of applications. Those applying signed a form which stated that their home was destroyed or rendered uninhabitable in the disaster and that they had no other means of housing themselves. The total need for emergency mobile homes was estimated at well over 4,000.

OEP funds all federal emergency programs under the Federal Disaster Act (Public Law 81-875). This authorization is for one-year emergency operations; consequently, mobile homes for *Camille* victims are leased from the manufacturer on a one-year basis. After a 90-day grace period, HUD put into effect moderate rental rates which could be further modified according to financial capacity and need.

HUD procurement officer Michael Esposito conducted emergency



August 23, 1969: HUD emergency mobile homes started rolling into the crisis communities.



Along Gulf Coast Highway 90, devastation of buildings and homes was almost complete—"hardly a record remained."



Few disaster victims wasted any time asking "Why me?" Both locally and nationally, a tremendous recovery surge began—to rescue, to clear away tons of debris, to restore and to rebuild far better than before.



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leasing operations from the central office in Washington. With bridges severely damaged in the disaster area and with limited access routes, Esposito and his colleagues drew upon the resources of the mobile home industry located primarily in the southeastern states to get emergency housing as quickly and directly as possible to the crisis spots.

Once mobile homes were delivered, HUD field staff stepped in and took the initiative wherever needed. With sites already located and surveyed, HUD teams now helped local officials receive and inspect newly arrived mobile homes, supervise installation, perform final inspection, and organize the management of both group and individual sites.

After *Camille* hit, Local Housing Authorities were able to provide emergency shelter for a good number of hurricane victims. With HUD support, many LHA's are now engaged in extensive repairs to their own projects and, in addition, some are managing mobile home sites under agreements with the cities and counties. The rest of the temporary sites are managed directly by the respective city and county governments.

HUD and local officials stress that emergency mobile home residents must begin planning and preparing at once for their permanent rehousing within a year. The Department can offer assistance with both normal and emergency programs,

such as FHA's 100 per cent mortgage insurance for replacing homes lost through disaster

Moving In

If getting the job done brings satisfaction, it also has its share of frustration. Emergency staff working long hours could not always make the rest of the country deliver on an emergency schedule. Efficient procedures and delivery of equipment and services cannot be achieved overnight, but eventually most of the conflicts were removed. By November 7, more than 3500 HUD emergency mobile homes were occupied, giving shelter to 12,500 people.

With so many human variables, recovery efforts can never be a perfectly smooth process, but people who have been through a catastrophe generally tend to overlook rough edges.

One Mississippi family that lost its home and possessions, but came through without loss of life, was eager to move into a newly delivered mobile home at night, even though the lights in the area were temporarily out and there had not yet been time to hook up the utilities.

With the help of a flashlight and some agility, the mother was giving her children a quick bath by dunking them in a washed-out garbage can filled with water; the nearly 300-pound father, who lost all his

clothes, sat filling the trailer doorway, priding himself on his recent accomplishment of finding a pair of pants that fit. His pregnant sister, due any minute, was grateful that a hospital was now close-by. The kids, howling and happy, were thoroughly going over their new home. The family was "thankful" they were safe and together, and already talking over plans to move back to the very spot by the water where they had been wiped out.

Such emergency housing is a welcome sight to people who have been living for days in general shelters, crowded in with relatives, or sleeping in the backs of cars, under bridges, or in open fields.

Voluntary Action

The list of volunteer organizations and individuals helping in this unprecedented disaster is as impressive as the number of Federal, State and local agencies involved in recovery work. The Red Cross and Civil Defense carried out rescue operations with the help of a national response to the needs of *Camille's* victims. Bob Hope lost no time in coming to Jackson, Miss., to conduct a telethon which reportedly raised more than \$1 million the first night. Many along the Gulf Coast told stories of people driving up from New Orleans in the wake of *Camille* and going from



HUD's concern "is getting good temporary housing as fast as possible to those who need it and helping these people rebuild." Within two and a half months, more than 3,500 HUD emergency mobile homes were occupied, giving shelter to 12,500 people.

house to house to offer food and safe drinking water. They had not forgotten their own misery after Hurricane Betsy.

A large hangar at the Gulfport-Biloxi Airport was converted to a food distribution center. One side was piled high with the neatly boxed supplies of the Department of Agriculture; the other was stacked with a variegated assortment of food contributed from all parts of the country.

Camille Takes Virginia by Surprise

In Mississippi and Louisiana, the local communities had sufficient warning, yet the death toll was nearly 200. In Virginia and West Virginia, however, death came at night totally without warning. One hundred died when *Camille*, presumedly spent, hit the Blue Ridge mountains and dumped torrents of water down sheer cliffs, flooded mountain creeks and hollows, and swept away cabins with their sleeping inhabitants still inside. Twenty-one members of a single family group perished along Davis Creek. The downpour and flooding precipitated tremendous rockslides and washed out many of the roads.

In these isolated villages and mountain communities, group sites for emergency mobile homes have generally been the best arrangement. At first, shock and sorrow were wide-

spread, and few attempts to start rebuilding were evident, but here also signs began appearing that life was returning to "normal."

As in Mississippi and Louisiana, mobile homes delivered to Virginia sites usually come equipped with a "living package" which includes linens, bedding, furniture, and eating and cooking utensils. One housewife who lost her home and belongings and just moved into a mobile home provided by HUD, discovered that her attractive new furniture did not match. To the acute embarrassment of her husband, she complained indignantly to Joe Roscoe, HUD's emergency field director in Virginia and West Virginia. The next day furniture was provided to suit her taste.

Coming Back

Camille scattered people far from their homes and work, and thrust some towns dangerously close to becoming ghost towns. But people continue to return as state and local governments proceed to breathe life into the battered business and population centers. President Nixon has assigned Fred Larue, of the Presidential staff, to direct the Federal-State cooperative effort in order to help provide for "an orderly and systematic rehabilitation and redevelopment of the disaster area." The Small Business Administration is helping merchants and manufacturers get back on

their feet. Education is back in operation, even if students must go to school in tents, as at St. Clare's Elementary School in Waveland. A makeshift sign on a nearly unrecognizable Gulf Coast street asserts defiantly that "This was and is Marcie Place."

The disaster communities are moving ahead with immediate and long term planning. In addition to its emergency programs, HUD will give priority consideration under its normal programs to long-range rehabilitation of these communities. Just a few weeks after the disaster, HUD advisors in the field helped Biloxi officials submit an application for an Early Land Acquisition Loan that was rapidly processed and approved. The loan will allow the city to lay out a large portion of beachfront property more wisely than before. Building to hurricane specifications is now the goal of most crisis communities.

Some who see in *Camille* disaster areas strong resemblances to the bombed-out European cities of World War II say that they will be a long time recovering. More optimistic observers maintain that full recovery will come about quickly, because in this case there are the advantages of mild weather for construction, national support and local determination to "come back" in record time.

editor's notebook

Vocational students at Manual High School in Denver will participate in an unusual training experiment—building an entire house in a renewal project area. Twenty-six unions in the Northern Colorado Building and Construction Trades Council have offered technical assistance to the students. The unions have also agreed to consider the work as pre-apprenticeship training. Upon graduation, the students will be eligible for immediate entry into regular trade union apprenticeships. Guided by the Real Estate Officer of the Denver Urban Renewal Authority, the trainees formed four corporations to handle the project from land purchase to selling the house. When completed, the \$24,000 tri-level, three-bedroom home will be sold for about \$17,500 to a low-income family under HUD's interest supplement program. Profits will be invested in additional homes.

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The booming U.S. mobile home market is spreading fastest in the South and slowest in the Northeast, according to a survey by the National Association of Home Builders. It estimates that nearly half of all mobile home units are being shipped to the South, 24 percent to the North Central area, 16 percent to the West and 11 percent to the Northeast.

The man who has been the voice of the country's homebuilders has now been chosen by President Nixon and Secretary Romney to serve as Federal Housing Commissioner. Eugene A. Gullidge, 40-year-old builder from Greensboro, N.C., and former President of the National Association of Homebuilders, is now Assistant Secretary for Housing Production and Mortgage Credit as well as the Federal Housing Commissioner. With his appointment, all Assistant Secretary positions with HUD were filled.

Improved nutrition, increased attention to classwork and good table manners are advantages of school breakfast clubs for elementary age children at Housing Authority projects in Saginaw, Mich., and Omaha, Neb. In addition, mothers learn menu planning. When church women in Saginaw started a Breakfast Club for neighborhood children, they hired a staff of Housing Project mothers and paid for their services. Department of Agriculture food programs help offset costs. Saginaw's successful plan has been copied in Omaha.

About 7,500 families have already moved into their own homes under HUD's interest supplement program, designed to help lower-income citizens become homeowners. The year-old program helps homebuyers by covering all but the first one percent of interest on their FHA-insured mortgage loans.

A recent report of the first National Rural Housing Conference sponsored by the Rural Housing Alliance indicates that adequate housing for the rural poor will not be immediately forthcoming. The report states that "private enterprise cannot provide decent housing for low-income families without public subsidies," and recommends a national housing goal for the 1970's of at least 27 million additional units, with 13½ million of these in rural areas. (*The Washington Post*, Sept. 18, 1969)

A national registry of minority group builders and contractors is presently being compiled by the National Association for the Advancement of Colored People. Sponsored by a \$173,000 HUD contract, the project is designed to help improve minority participation in the building industry.

Forty million American families have been helped to obtain improved housing with FHA insurance on mortgages and loans. Nearly six million of these families have been aided in the last five years.

Special community courts to handle landlord-tenant disputes and set rents have been proposed by the Rabbinical Court of Justice of the Associated Synagogues of Massachusetts. The group plans to sponsor a bill in the Legislature to establish tribunals selected from major denominational groups, real estate and tenant councils. The Rabbinical Court previously helped arbitrate disagreements between a group of tenants in Boston's South End and the management of 20 deteriorated buildings.

One in every four families moving into a new single-family unit this year will move into a mobile home. (*The Washington Post*, Sept. 21, 1969)

HUD Challenge Editor Tacy Cook (center), staff members Anthony Lang (left) and Tina Hope Laver (right) present Secretary George Romney with the first issue of the magazine.



Reports from local public agencies show rehabilitation and conservation increasing in urban renewal projects. Thirty percent of 1968 projects underway at the end of 1968 involved rehabilitation. About 58 percent of 17 projects in planning involved rehabilitation. The total of all the projects now in planning and execution at the close of the year showed that about 36 percent involved some rehabilitation.

Editors of *HUD Challenge* interview internationally known architect Richard Neutra on his reaction to HUD's Operation BREAKTHROUGH. Neutra told editors Tacy Cook and Anthony Lang that a "terrific tooling-up" of America's technology and industrial capacity could produce the "mass prefabrication" of housing that is needed. "I have always hoped for this BREAKTHROUGH," he said, placing particular emphasis on prototype design. Design and construction of prototype housing units are important BREAKTHROUGH stages on the way to large-scale housing production for a mass market.



Experience in the use of factory-built housing to provide homes faster, at lower cost, and in greater volume for the country's lower-income and mass housing needs has become a key part of both the public housing and HUD-FHA programs.

In widely separated parts of the country—Massachusetts, Ohio, Mississippi and near Seattle, Wash.—projects have been undertaken to test and develop the potentials of factory-built housing for the lower-cost housing market.

Successes are being achieved, and lessons are also being learned. Primary appeal of factory-built housing is its promise of applying mass production and low-cost techniques to housing production. It also involves providing a competitive product that is acceptable in terms of design and livability to the homeseeker and the community. It requires breaking through traditional patterns and concepts of homebuilding and development.

THE BOX MODULE SYSTEM

The principal factory-built housing system used in the HUD projects is the system of prefabricated box modular units.

Rapid assembly is the most important advantage of the prefabricated box process. Site work takes place simultaneously with factory work. The usual delays occasioned by

FACTORY HOUSING



inclement weather are eliminated by factory work which offers protection for both structure and workmen.

The box process allows quick assembly of a prototype permitting inspection of a finished product even before production begins. Costs are reduced considerably when production is increased. Another advantage to box-module construction is the improved soundproofing between units because the placing of boxes side by side creates double walls. Close quality control is another important advantage. Parts are pre-inspected for conformity to specifications and workmanship improves by repetition. This necessitates a higher degree of precision at the design stage, since once mass production is underway, changes are much more costly than similar changes in a field operation.

Factors other than production techniques are also important. One of these is how to produce appealing design for homes and developments within the constraints of mass production. A danger inherent in factory-built production is monotony, and architects who design such housing must be resourceful in adapting the product to varied types, sizes and layouts. HUD has consistently emphasized development of good designs and use of new materials in addition to improved, lower-cost techniques.

Practical factors tend to inhibit standardization of production. Because of the lack of consistent building codes in different states and localities, specifications acceptable in many places may not be approved in others.

The architect must also keep in mind that highway transportation limits maximum dimensions of each module, and that the distance between factory and site must be within economic feasibility limits to remain competitive. When shipments go through several different States, laws regulating trailers in each State often differ and require modifications or round-about routes.

PRODUCTION AND SPEED

The experience in the HUD projects to date indicates that there is great potential in the factory-built approach to lower-cost housing requirements, but also many complex problems to be resolved.

One of the first such experiments was Fredella Village, undertaken at Vicksburg, Miss., under FHA's Experimental Housing Program. In this cooperative effort between Magnolia Mobile Homes and HUD, modular units trucked to the site were stacked "piggy-back" fashion to produce a group of low-cost apartments replacing a slum. Although successful from a production standpoint in terms of installation speed and initial cost, the total project lacked design diversity and attractiveness.

A dramatic demonstration of rapid installation through prebuilt techniques occurred in the Westway Project, near Seattle, a project carried out as part of HUD's CHOICE program



Union workers join basic floor and wall units in the factory. After rapid on-site assembly, families move into their new homes in record time.

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under which FHA underwrites private pilot projects to develop modern and more efficient techniques in producing homes at lower cost.

At Westway, in a matter of hours, five finished modern homes were delivered to the site and made ready for families to move in. The homes had been manufactured in the plant of Northwest Homes, Inc., 60 miles from Westway. Trucked to the site, they were installed complete with wiring, plumbing and carpeting, and readied for occupancy within one day. Half-sections, carried in two self-contained units, were lifted from the trailers, set in place and fitted together. When finished they resembled conventional housing in every construction detail. The homes were priced at \$15,000 to \$17,000, substantially below the cost level of typical conventional housing in the area.

The following accounts of the factory-built projects developed or underway in Puffton Village in Amherst, Mass. under HUD's Experimental Housing Program and in a public housing development in Akron, Ohio, afford examples of progress achieved in factory-built housing projects and of problems that have been encountered in this type of development.

PUFFTON TESTS PROCEDURES

Before the assembly-line production for Puffton started, a prototype was built by Magnolia Mobile Homes to test construction procedures and to determine necessary code

requirements. An inspection of the prototype was held at the factory in Richmond, Va., with the architects, the manufacturer's personnel, FHA officials of Amherst and the State plumbing code representative. They made final decisions concerning design and construction of the buildings to insure compliance with local codes and ordinances.

Access panels were left open in key locations to allow inspection of the plumbing, wiring and heating systems. Every item of construction was examined and discussed, compromises were made when necessary, and decisions recorded so that the manufacturer could make appropriate changes.

The Massachusetts codes require conventional plumbing and structural framing rather than the usual plastic pipe and light framing used in the mobile home industry. The Massachusetts plumbing code also requires that plumbing be done only by a licensed plumber. Agreement was reached to employ licensed plumbers to oversee work in the plant.

TOP: Trucks carry box units from factory to site. Dimensions of the module are limited by State regulations.

LEFT: One of many dilapidated shacks replaced by factory-built Fredella Village in Vicksburg, Miss.

The prefabrication system included the complete assembly and interior finishing. The first stage is the construction of the floor followed by the erection of the walls and roof, and finally the installation of the partitions and interior finishing. It took approximately 60 working days to complete the 156 boxes in the complex, an average of 2.7 boxes per day.

REGULATIONS ADD TO COST

Mounted on mobile home frames, the box modules were transported like conventional trailers 600 miles to the erection site. During transportation many problems were encountered. In each of the six States through which the trailers were trucked, there were different regulations covering height, weight and width of a load. Some of the States were willing to license the entire shipment; others would license only one load at a time.

RIGHT: Stacked modular units fit together with corresponding notches to form low-cost apartments.

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Some States required flagmen both front and rear; others, front only. All this contributed to the transportation cost of \$537 per unit, including mileage, gas, oil, tolls, licenses, driver, management, etc. After the boxes were erected at the site, the trailer frames were returned to the factory for reuse.

For each building, the boxes were placed on concrete perimeter foundations with concrete piers supporting the interior loads. Five-eighths inch plywood was used for the subfloor and the finished floor was continuous vinyl tile. Partitions were framed with 2 x 4-inch studs and finished with half-inch gypsum board, coated with a new spray-on vinyl plaster. Batten insulation two inches thick was used in the exterior walls. Vertically grooved and stained plywood was applied to the exterior and some of the interior walls. The roof section in the one-bedroom apartment was a standard roof-joist system.

In the two and three-bedroom units, the problem of spanning from the living-dining area to the upstairs bed-

room was ingeniously solved by using a hinged bifold roof section. The roof covered the unit during its transit from the factory to the erection site and then unfolded into place, spanning diagonally to the upstairs bedroom. This created a pleasant two-story living and dining room area. Supported by 4 x 8-inch beams, the roof was covered with 30-pound roofing felt and painted seamed-metal roofing, all applied at the site.

TWO CRANES ADD SPEED

Assembly work on the site, from beginning of the foundation to completion of all units, took seven months—about half the time of conventional construction. A crew of 17 men erected 10 to 15 boxes a day.

Two cranes were used on the 56-foot boxes to achieve greater maneuverability and quicker placement, but only one crane was used for the smaller boxes. The boxes have

Giant crane lowers a box unit into place at Puffton Village in Amherst, Mass. On-site installation of 156 modules was completed in 60 working days.



notches for pickup by the cranes, which correspond to notches on the foundations.

High-strength nylon webbing was placed around the boxes to lift them; the webbing was easily slipped out through the notch holes after placement of boxes. The vertical joints between the boxes were secured with lag screws. The horizontal joints were bolted together from the underside crawl space.

A stockpile of 120 boxes was maintained at the site to insure against interruption of work if transportation of the boxes was delayed. The on-site assembly work included utility hookups, application of roofing, landscaping, touch-up of interiors and installation of gable filler panels.

TIME SAVED, COSTS LOWERED

Although the first section of Puffton Village showed no dramatic cost savings over conventional construction, there are indications that meaningful cost reduction can be accomplished in later projects as some of the problems in the experimental stages are solved.

Time-saving is an important factor, both in cutting costs and in providing housing in a minimum amount of time. The most significant cost items that are reduced in shortening the time of housing production are labor outlays and interim financing.

There was no delay in attaining full occupancy which was an additional bonus to the developer. All of the units were rented ten days after the project was put on the market.

Reasons for this quick acceptance are good location, attractive design and competitive rental rates, which include utilities, air conditioning, parking, swimming pool, tennis courts and playground areas.

PUFFTON'S VITAL STATISTICS

Section I of the Puffton project consists of 104 apartments. There are 50 one-bedroom units with 672 square feet each, 27 two-bedroom apartments with 864 square feet each, and 27 three-bedroom apartments with 1,008 square feet. Laundry rooms occupy 2,688 square feet.

The most important lesson learned from the Amherst project is that the prefabricated box module bears itself to good design. The box was used in such an imaginative way that once the project was completed it showed no relationship to the fact that it was produced on an assembly line. The conclusion is that boxes don't have to look like boxes.

LOW-INCOME TOWNHOUSES

In Akron, Ohio, plastic-wrapped townhouses are delivered as housing for low-income families in a new 1500-unit public housing project. The project represents another large-scale low-cost development utilizing box-type modules of factory-produced housing.

The supplier, Stirling Homex Corporation of Avon, N.Y., has produced more than 1,000 modular homes in the past year and plans to double its production in the year ahead. More than 400 homes have been erected for the Akron Metropolitan Housing Authority in the low-income project at Lakeshore and Ira Avenues in Akron.

The module units, when assembled and finished on the Akron site, are custom-designed in an attractive, English Tudor townhouse style, and can be stacked up to three



TOP: Units placed side by side provide double-walled sound-proofing and open space for recreation.

BOTTOM: Sunbathers take advantage of multi-levelled roofs at Puffton Village.

levels to provide two to five-bedroom houses. They are produced in the factory on an assembly-line system to precise specifications and transported to the site on flat bed haulers with protective plastic bag coverings. Three or four modules are stacked together, and exterior finishing such as brickwork and firewalls is added. Installation takes only a matter of hours.

LABOR AGREEMENT

More than 400 of the project's 1500 homes have already been erected. Interiors feature vinyl covered floors, central heating systems, insulated glass windows, complete bathroom and kitchen facilities, including disposal, refrigerator and range. The typical three-bedroom unit has 1,032 square feet of floor space, with bath, living and dining rooms, and kitchen.

The Akron Housing Authority buys the units, then either leases them or sells them outright under HUD-aided programs to low-income families. Cost, including land, averages about \$17,000 a unit—estimated at 20 percent less than conventional construction—and subsidized rents are in the range of \$50 to \$60 a month.

INTERIOR FEATURES

The Akron development is significant not only as a large-scale experiment in the use of factory-built houses for low-income public housing needs, but also for important labor and training agreements that have been worked out by Stirling Homes and the United Brotherhood of Carpenters and Joiners. The agreement provides for use of building trades labor in the factories and union supplied labor on the sites. Centers for training of unskilled and unemployed workers were also planned under a three-way agreement by the firm, the union and the National Urban League. The first center has been opened in Rochester, N.Y.

These agreements were followed in November by an even more extensive modular housing labor contract between another large producer of factory-built housing, Prestige Structures, Inc. of Charlotte, Mich., and three unions—the carpenters, the plumbers and pipefitters, and the International Brotherhood of Electrical Workers. In addition to provisions for the use of union labor in factory housing production and assembly, the agreement authorized union members to cross traditional craft lines when necessary.

HUD Secretary Romney has called these new producer-union agreements in the mass production of low-cost housing "a significant step forward to help us meet the increasingly desperate housing needs of this country." ☞



Spacious two-story living and dining area is covered with a hinged bifold roof section, which ingeniously solves the problem of spanning from the downstairs to the upstairs bedrooms.



FACES IN HOUSING

Photographs by:
Robert Moeser,
Joseph Barcia and Richard Mowrey



LOOKING AHEAD

Computers can be used to reduce building design time and cut construction costs. An architect, working under a HUD research grant, tested the computer in a low-income housing demonstration project in North Carolina. After programming his design for the computer, he obtained a cost estimate, then experimented to extract the best design at the lowest possible cost. A builder-architect in Westchester, N.Y., uses a computer for cost-accounting individually designed homes.



Minnesota may contain the first community with total climate control. The Minnesota Experimental City, proposed as a domed community with a maximum population of 250,000, has a target date for construction roughly set for 1976. Coordinated through the University of Minnesota, the laboratory city has passed its first planning phase and is ready for simulation study aided by funds from the Federal government and private industry.



A plumbing system, invented in Switzerland and used in several European countries, has proved cheaper and more effective than the American technique. Tested by FHA researchers in Richmond, Calif., the system builds into one stack the separate units for waste and venting recommended in this country under the National Plumbing Code. The single-stack method, which saves labor and materials, is approved for prospective builders by FHA.

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Urban parks should soon be sprinkled throughout low-income neighborhoods under HUD's expanded "parks-in-cities" program. The Department is setting aside up to \$15 million in matching grants for purchase of small and moderate size plots in blighted city neighborhoods. To qualify for funds, applicants must plan to complete park development within one year.



An urban planning professor at Columbia University believes that the world's water supply and water pollution control problems can be solved by recirculating and repurifying water between each use. In a new book *Urban Planning Aspects of Water Pollution Control*, Dr. Sigurd Grava points out that nature recycles water for reuse. He recommends an education program to overcome psychological resistance to using water again and again.



A dismal outlook for deteriorating buildings was recently forecast by James C. Downs, Jr., Chairman of Real Estate Research Corporation in Chicago in the *Wall Street Journal*. He said that 10,000 to 15,000 buildings are expected to be abandoned in the U.S. this year. If the present pace continues, he predicted that entire segments of major Northern cities could become ghost towns in the next five years.

COMPUTERS FOR BUILDING

CLIMATE-CONTROLLED CITY

PLUMBING INNOVATION

PARKS FOR THE FUTURE

RECYCLING WATER

DOOMSDAY FORECAST

FIVE HUD FELLOWS PARTICIPATING IN INTERGOVERNMENTAL AFFAIRS PROGRAM

Five HUD employees, chosen from among 30 candidates by a special selection committee of Deputy Assistant Secretaries, are participating in a new Intergovernmental Affairs Fellowship Program. Two of five Fellows have been selected from the entire Government.

Designed to improve understanding and communication between Federal, State, and local officials dealing with grants-in-aid, the Fellowship Program will be conducted by The Brookings Institution under a contract with the U.S. Civil Service Commission. It will consist of four phases.

Phase I, which began in October, was devoted to the task of determining an appropriate State or local work assignment for each Fellow. This phase, involving the Fellow, his agency and The Brookings Institution, included orientation and discussion of purposes of the program, distribution of readings, interviews and visits of Fellows to State and local governments followed by placement of Fellows in appropriate assignment areas. Work assignments for this first program were confined to the east coast.

Phase II, held in December, was a two-week orientation program featuring seminars on Federalism, State and local government, grant-in-aid programs, and related matters, in a carefully planned

Robert I. Dodge III—Mr. Dodge, Assistant Desk Officer on the Region I Desk in the Model Cities Program, came to HUD in January 1969. He entered the Agency for International Development, Department of State, as a Management Intern in 1963. After completion of his training program, he became Assistant Desk Officer on the Ceylon-Nepal Desk in AID. This assignment was followed in early 1966 with a two-year tour in India. He returned to the United States in September 1968 and remained with AID until his transfer to HUD in January of this year. Mr. Dodge received his B.A. in economics from Cornell University.

Bert Anderson—Mr. Anderson, architect in the Program Development Division of the Housing Assistance Administration, has more than 20 years of varied private experience in urban planning, architecture and development. Prior to his Government service, he served as an architect with Robert Fan Architects in Hong Kong, the Union of Burma National Housing Board in Rangoon, and Skidmore, Owings and Merrill in New York City. Mr. Anderson attended Northwestern University and the Illinois Institute of Technology.

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Robert I. Dodge III



Bert Anderson



Peter Field



Robert Matuschek



Raymond G. Hay

Peter Field—Mr. Field is Chief, Engineering Branch, Metropolitan Development Office in the Atlanta Regional Office. He joined the housing agency in 1962 as a review engineer. He later served as Supervisory Civil Engineer, Chief, Academic Facilities Operations Branch and as Assistant to the Regional Director for Community Facilities. He has been in his present position since 1967. Mr. Field has a B.S. in Civil Engineering from Washington University and an M.B.A. from Georgia State College.

Robert Matuschek—Mr. Matuschek, Assistant to the Assistant Regional Administrator, Program Coordination and Services, in the Philadelphia Regional Office, began his HUD career in 1960 as an Urban Renewal Housing Intern. He held progressively more responsible positions as an Urban Renewal Field Representative from 1961 to 1965 when he became an Area Coordinator. He has been in his present position since 1968. Mr. Matuschek has a B.S. in Political Science from Duquesne University.

Raymond G. Hay—Mr. Hay, Assistant to the Director, Planning Assistance Division in Metropolitan Development, came to the housing agency as a Program Analyst in 1962. He resigned in July 1963 to take a position with Marcou, O'Leary and Associates where he was involved in planning, renewal studies, public housing and transportation planning. He returned to HUD in 1967 and was later detailed to the National Commission on Urban Problems for several months before assuming his present duties. Mr. Hay holds an A.B. from the University of Michigan and an M.A. from American University Graduate School of Government and Public Administration.

curriculum of readings, speakers and guided discussions. The first week was conducted at Williamsburg, Va., and guided discussions. The first week was conducted at Williamsburg, Virginia, and the second week at The Brookings Institution in Washington, D.C.

Phase III of the program is the work assignment arranged for each Fellow at the local or State level. This nine-week assignment will deal with some aspect of the grant-in-aid program and will be planned to represent a contribution to the host government rather than an artificial exercise. During the work period, the Fellows will spend one or two days every two weeks meeting with each other to share experiences, explore alternatives to present practices, and develop ideas to make the Federal system more effective.

Phase IV will be a review and exchange of experiences by the Fellows, along with an evaluation of the program and suggestions for changes in Federal agency policies growing out of the Fellowship experience.

The Intergovernmental Affairs Fellowship Program had its beginning in April 1968, when the principals of the Joint Financial Management Improvement Program, with the concurrence of the Departments of Health, Education and Welfare, Housing and Urban Development, Transportation, Labor and the Office of Economic Opportunity, agreed to establish a task force to study and develop recommendations for simplifying the financial administration of the Federal grant-in-aid programs. Lester P. Condon, Assistant Secretary for Administration, served as HUD's representative. One point generally agreed upon was the need for Federal employees to have greater understanding and familiarity with problems faced at State and local levels in administering Federal grants-in-aid. The new program was formulated to accomplish this objective. □



readers' challenge

Readers' Challenge is a participation column; your questions and suggestions are invited. The Editor will acknowledge all letters and print those of general interest. Write to:

The Editor, *HUD Challenge*
Room 6239
HUD
Washington, D. C. 20410

Q. What is HUD doing to hire members of minority groups to meaningful positions?

A. As an agency responsible for furthering equal employment opportunities both internally and outside, HUD is concerned about recruiting more minority personnel for upper-level positions from within the Department and from outside. Forty-one officials from minority groups hold executive positions at Grade Level 15 or above. HUD's Office of Equal Opportunity is working to increase this number considerably. As Secretary Romney recently observed, we have made "progress in meeting our equal employment responsibilities at HUD, but there is ample room for improvement. We must do better. Offices that have made progress must continue. Those that have not, must start."

Q. When will Operation BREAKTHROUGH housing become available on the market?

A. Contracts were awarded late last year and prototype construction is scheduled to begin in the spring. Volume production should get underway within 12 months thereafter—but the speed of building and marketing the new houses must be determined by private enterprise.

Q. What is the Urban Studies Fellowship Program? How will it help solve the problems in our cities?

A. The Urban Studies Fellowship Program is designed to attract outstanding candidates to public service careers in urban development by providing full-time grants for graduate study. Support is available for city planning, public administration, community organization, law, transportation and other urban-oriented fields.

Approximately 100 fellowships, for \$3000 each, are awarded every year. Also available are additional stipends for tuition and fees and dependency allowances up to \$1000 for those eligible. Fellowships may be renewed for one additional year. Application forms can be obtained from Urban Management Assistance Administration, Metropolitan Development, HUD, Washington, D.C. 20410.

Q. Can you explain the nature and extent of HUD involvement in helping the nation's small towns and communities?

A. HUD's involvement with smaller communities is extensive. In many of its programs—water and sewer grants, public facilities loans and advances for public works planning—most of the participating communities have populations under 50,000. More than half of the localities with urban renewal projects and 85% of those with low rent public housing have less than 25,000 population. An Office of Small Town Services in HUD informs small towns of these programs, assists them with growth and development problems, and analyzes their needs to find out the most useful HUD programs.

Q. What is the National Flood Insurance Program and what is it designed to do?

The program was established under the Housing and Urban Development Act of 1968 to make flood insurance available through a cooperative effort between the Federal Government and the private insurance industry. State and local governments are also required to adopt and enforce land use provisions to restrict undesirable development in flood-prone areas.

A. The program provides coverage never previously offered. Flood insurance at subsidized rates can be made available to owners of homes in flood-prone communities which have agreed to meet the program's land use requirements. In those eligible communities, insurance at full risk premiums is also available for structures which do not qualify for lower premiums. Communities wishing to qualify for insurance coverage should apply to the Federal Insurance Administration, Room 8230, HUD, Washington, D.C. 20410.

AMERICAN INDUSTRY EXPANDS IT'S URBAN COMMITMENT

By N. Tina Schweitzer

Twenty-eight years ago leaders in finance, housing, real estate and government saw that preserving America's cities required continual rehabilitation and urban improvement. They issued this challenge: "Why not let private enterprise make a fair profit out of the improvement, utilizing its capital and its productive and managerial skills to produce it?"

In a report from the Conference on Urban Redevelopment sponsored by the Urban Land Institute, these concerned leaders of 1942 stated that "most cities... are already financially embarrassed..." and that slums "are a threat to the health and morals of the community." They concluded that the profit motive must be used to attract private industry's managerial and productive skills to the work of clearing away urban blight and renewing our cities.

H.I. Romnes, Board Chairman, A.T.&T. . . "private enterprise depends on the soundness and health of developing urban life."

Most urban observers would agree that not too much came of this national challenge. Today, however, there is growing evidence that the private enterprise approach to urban improvement is finally catching on.

PROFITS CREATE NEW VALUES

According to Robert V. Hansberger, President of Boise Cascade Corp., "Free enterprise must serve the needs and wants of individuals, or it cannot grow. It must also find a reasonable return for its owners. Profit made while satisfying a human need is especially worthwhile, because it is creating new values for people as well as for the enterprise."

Frederick J. Close, Board Chairman of the Aluminum Company of America, believes that "industry government

LEFT: S. Mark Taper, President, American Savings and Loan Assoc. of Beverly Hills. . . "unprecedented need for housing lower-income groups."

RIGHT: Henry Ford II, Board Chairman, Ford Motor Co. . . "need for changes in both the quantity and quality of business enterprises."



and labor, working together, can solve America's growing shortage of adequate housing. . . .

"When one realizes that merely replacing present substandard housing in cities would involve more new construction than the total volume of housing starts in the past five years, the dimensions of the housing problem stagger the imagination."

Alcoa, already involved in several ambitious housing projects, has started research under its Product Development Division to discover "new technology and products applicable to low-cost housing."

INTEREST FREE LOAN FROM GMC

General Motors has agreed to lend as much as \$1.1 million interest free to the Harambee organization of Oakland County, Mich. The loan will be used for the purchase of land from several GM divisions to develop "more than 500 new housing units" mainly for blacks in what has been a slum area.

The Reynolds Metals Co., a major aluminum producer, has pioneered in residential redevelopment of renewal areas in major cities.

United States Steel has financed construction of a 550-unit housing project in Gary, Ind., and is working on feasibility studies for a low-income complex in Pittsburgh.

Dr. Harold A. . . . Manager, Public Sector Program, GE Center for Advanced Studies. . . . "the housing problem is terribly complex."

James A. O'Neill, President of Niagara Mohawk Power Corp., maintains that "no organization has a greater incentive to assist in improving a community than the franchised utility serving it. It is clear. . . our social responsibilities as good corporate citizens and our economic well-being are interwoven." Niagara Mohawk is working with county and regional planning bodies to promote a series of programs designed to help solve urban problems in its service territory. It has formed a nonprofit community housing development corporation for this purpose.

SEC RULING AIDS HOUSING

A 1969 ruling by the Securities and Exchange Commission, in a case submitted by Michigan Consolidated Gas Co., permits utility holding company subsidiaries, such as Michigan Consolidated Homes, to enter the low-cost housing field.

The 1968 Housing and Urban Development Act enables a family with an annual income of \$3600 to buy a home with a \$12,000 mortgage under the new interest supplement program. This makes a housing development of \$12,000 homes or a low-income apartment complex an attractive investment for private industry. This profit appeal applies not only to companies already in the building field, but especially to companies in related fields, such as utilities and manufacturing.

Westinghouse is one example of a "non-housing" com-

Robert V. Hansberger, President, Boise-Cascade Corp. . . . "profit made while satisfying a human need."



pany moving into the housing field. Already engaged in a research and development program devoted to new materials and building systems, Westinghouse recently launched a year-long study of housing. Traveling throughout the U.S., Europe and Canada, their research team investigated slum conditions, housing demand, and new building products and concepts.

Urban Systems Development Corp., a Westinghouse subsidiary, is now expanding into a broad range of building and rehabilitation efforts as well as into the field of land acquisition and management assistance. They have completed the Scotland project, a 75-unit, \$1 million townhouse complex near Washington, D.C., and have other projects underway.

REHABILITATION TARGET FOR RCA

Companies such as Thiokol Chemical Corp. and Boise Cascade are contributing their expertise to urban improvement and sharing in the profits. RCA and U.S. Gypsum have bought and rehabilitated rotting tenements in Harlem and Los Angeles and have created company divisions to deal specifically with urban problems. RCA is also involved with the Campbell Soup Co. and several other firms in a \$32 million urban renewal project in Camden, N.J.

HUD's Operation BREAKTHROUGH is providing additional incentives to private enterprise to enter the housing field. Past solutions to the nation's housing problems have never succeeded in getting industry to attack those problems on a national scale. BREAKTHROUGH is designed to attract industry's management, research and production skills to the work of delivering quality homes to all Americans who need them.

In addition, HUD's Office of Business Participation works with established corporations and provides aid to new companies interested in the housing field. With such help from Government, the housing market has room for new companies and subsidiaries as that market continues to expand.

The leaders of industry have expressed their readiness to participate in the work of urban improvement. Eli Goldston, President of Eastern Gas and Fuel Associates, stated that "the entrepreneurial thrust of our American business system, if encouraged, guided and controlled by the public agencies of our society, may represent the only early solution to the urban problems that have clearly overtaxed the capacity of our public agencies."

According to Henry Ford II, "The urgency of the problems facing the nation points clearly to the need for

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LEFT: Eli Goldston, President, Eastern Gas and Fuel Assoc. . . . "entrepreneurial thrust. . . may represent the only early solution to urban problems."

RIGHT: Frederick J. Close, Board Chairman, ALCOA. . . "Industry, government and labor working together."

CENTER: James H. Binns, President, Armstrong Cork Co. . . . "businessmen must take a more active interest in our country's business."



changes in both the quantity and quality of the efforts by business enterprises to discharge their social responsibilities."

BUSINESSMEN MUST BE INVOLVED

James H. Binns, President of Armstrong Cork Co., stressed that "we businessmen must take a more active interest in our country's business. We must become truly aware of the problems that exist, and we must involve ourselves as individual citizens and as businessmen in working toward their solution."

Government-industry cooperation is essential, according to S. Mark Taper, President of American Savings and Loan Association of Beverly Hills. He stated that "simple recognition of the fact that Government-sponsored programs cannot alone deal effectively with the nation's unprecedented need for housing for lower-income groups is a step in the right direction toward the solution of some of our major problems in urban affairs.

"Beyond that, of course, we must also recognize that the fulfillment of that goal in housing requires the cooperation of private industry and its ability to muster its historically unused resources in performing this task." No one insists that such a cooperative Government-

industry effort will be a simple solution to our housing problems. Dr. Harold Asher, Manager of Public Sector Program for TEMPO, General Electric's Center for Advanced Studies, admits that "dealing with all of the elements of the housing problem is terribly complex, but there is little hope of satisfying the nation's need for housing unless this is done."

J. Wilson Newman, Chairman of Dun & Bradstreet's Finance Committee, sums up an increasingly common attitude in business and industry today: "I think it is time for business, Government and educational institutions in our country to stop passing responsibility for social progress like a hot potato from one to the other.

"Instead they all must work together each sharing heavily in the final responsibility. In working together there must be local and individual participation, a coordination of authority for decisions, and clarity of judgment and planning for short term remedies and long term cures. Any patchwork approach only leads to the confusion that creates new problems."

J. Wilson Newman, Chairman, Finance Committee, Dun & Bradstreet, "...stop passing responsibility for social progress like a hot potato from one to the other."

James A. O'Neill, President, Niagara Mohawk Power Corp. "...our social responsibilities...and our economic well-being are interwoven."



URBAN FORUM

QUOTES COLUMN

"The concept of voluntary action, community action, of people banding together in a spirit of neighborliness to do those things which they see must be done, is deeply rooted in America's character and tradition. As we have swept power and responsibility to Washington, we have undercut this tradition. Yet, when it comes to helping one another, Washington can never bring the sensitivity to local conditions, or the new sense of self-importance that a person feels when he finds that some one person cares enough to help him individually."

*President Richard M. Nixon
National Governors' Conference
September 1, 1969*

"In many countries the housing situation has deteriorated, and in some it verges on disaster. . . Throughout the developing world, the city is failing badly."

*U Thant, Secretary General of
the United Nations
Economic and Social Council's
Committee on Housing, Building,
and Planning
September 2, 1969*

"Of the essence in coming to grips with the problems of our cities is the restoration of the historic role of the people themselves as the prime movers of our nation's progress.

"If we are to find solutions to the full spectrum of our nation's problems, we must employ the full range of our resources, of which the greatest is our resources of individual energy and goodwill. Our greatest challenge is to find new ways to liberate these resources so that we may overcome our human and social problems; to rekindle the sense of community and fellow

feeling which animated our ancestors who built this continent and unleashed the power of men free to seek their destiny."

*George Romney
Secretary for Housing and
Urban Development
State Government Administration
November-December 1969*

"It is interesting that though we fancy that we are ahead of everyone else in the world in almost everything we try, we are not ahead in the production of housing for our people. It is, of course, true that only the USSR builds more actual housing units per year than the United States. West Germany, the most productive country in Europe, is building 40% as many houses as we are and Sweden is building 7% as many. However, in terms of the number of dwellings completed per thousand inhabitants, which is a more significant figure, the countries of Western Europe, as well as the USSR, are outbuilding the United States."

*Harold B. Finger
Assistant Secretary for Research
and Technology, HUD
August 6, 1969*

"The concrete box and the pipe-frame module may never entirely replace the old stick-built house, but the shelter revolution is under way. Techniques are being developed and increasingly applied—to provide mass housing quickly for millions of low-income and moderate-income families. Ultimately, these methods may dominate the entire housing industry."

*Business Week
September 1969*

"Renewal implies a rejuvenation of the spirit as well as the physical replacement of old with new. Simply rebuilding without renewal actually can kill our center cities."

*Engineering News-Record
October 2, 1969*

"The contractors and unions must understand and believe that the Federal Government now means to implement the powers which Judge Campbell pointed out some six years ago were available to it to assure equality of opportunity. At this late date the credibility of the Federal effort can be established only by the application of sanctions. Those sanctions, once applied, should facilitate effective and meaningful action to provide for a rapid increase in minority employment opportunities in the construction trades."

*Samuel J. Simmons
Assistant Secretary for Equal
Opportunity, HUD
September 24, 1969*

"There are at least three key roles the university can play in the field of urban affairs: (1) by providing service to the community; (2) by developing meaningful courses and programs to train and educate students for future leadership in urban problem-solving; and (3) by developing relevant research programs of value to the city as well as to the academic community. . . . We need the universities to help us with both the short and the long range, the applied as well as the basic, the practical as well as the theoretical."

*Lawrence M. Cox
Assistant Secretary for Renewal
and Housing Management, HUD
September 5, 1969*

"It is hard to imagine anyone who, after studying urban problems, has not entertained the intriguing thought, 'Wouldn't it be great if we could just start again from scratch?' . . . we can start again from scratch—with new communities. Not as an alternative to relieving the pressing, present problems of existing cities, but as a complementary, longer range strategy of a national urban growth policy."

*Samuel Jackson
Assistant Secretary for Metropolitan
Development, HUD
September 11, 1969*

Andrew J. Bell III understands both the Ghetto and the Establishment. As HUD Assistant Regional Administrator based in San Francisco, he uses his knowledge to help both.

Bell is responsible for "everything that goes on" in HUD's largest geographic region, which includes 11 western states and 23 Model Cities.

Raised in a Providence, R.I., ghetto, Bell brings to the job what he calls "a deeper visceral understanding of the problems." Life experience, plus two Master's degrees in Economics and Education, have helped him help others to help themselves.

For his work over the last ten years, Bell's undergraduate alma mater, Providence College, has just awarded him an Honorary Doctorate of Humanitarian Service.

Bell began working with minorities in Providence, where his father owned a small funeral parlor on the West Side. During four years with the Urban League, he tried to develop jobs for black high school students while counseling them individually.

In 1962, feeling a "compulsion" to go to Africa, he led an integrated group of twelve college students on a summer tour to Southern Rhodesia. For the first time, he felt what it was like "to live as a colonized people," and he saw "real poverty."

Later, as Director of Peace Corps projects in Ethiopia and Nigeria, Bell realized the "subtle similarity" between problems in ghettos and underdeveloped nations.

"Both cases involve a similar type of analysis and technology," he explained. "You have to understand the roots of the problem, the relationship between problems, and then determine the things people can do themselves to help solve these problems."

Bell returned to this country as HUD's Lead Man for the Seattle Model Cities program. For two years he helped city representatives shape policies and technical programs.

On January 1, he obtained his present position with its 12-hour-a-day schedule. Commuting to San Francisco from Castro Valley, Calif., where he lives with his wife and five children, Bell finds little time for anything else.

But he seems to enjoy the pace and his part in Model Cities' development. Encouraged by growing citizen interest and agency participation in the programs, Bell is optimistic about Model Cities' eventual success in the struggle to improve ghetto conditions.

"I am convinced that Model Cities is the approach for resolving urban problems," he emphasized. "Through the concentration of a number of resources and coordination of many efforts, both large and small communities can benefit from this sensible strategy for resolving urban difficulties." □

MODEL CITIES: ONE MAN'S ROLE



Andrew J. Bell III, a Model Cities Assistant Regional Administrator, receives Honorary Doctorate degree from Providence College officials on Sept. 27, 1969, in recognition of humanitarian service in America and Africa.

Rickety green wooden steps that lead up to the porch of 97 Love Street give little clue that this 60-year-old frame house is headquarters for Project Cornerstone. There is no sign on the door. The house is like hundreds of others that line the mostly unpaved streets in the Summerhill ghetto of Atlanta.

Once inside however, the similarity ends. It matters little to Kelley Kidd, dungaree-clad Project Director, whether you are a mayor, GS-18, or a drunk who has stumbled into the dark living room. Pretenses and credentials carry no importance here.

If you're hungry, you'll probably be directed toward the kitchen. If you can find something to eat, you'll have to move the pile of dirty pots and pans filling the sink to find a glass or dish, if you require such niceties. If you're tired, you may be able to talk your way into flopping for a while on one of the bunk beds covered by mattresses which resemble WWI Red Cross litters.

Randy Reynolds, a likable nineteen-year-old drop-out, flopped down six months ago, and is still around. Now a Cornerstone staff member, he receives room and board for varied chores such as carrying out garbage, painting the house, or acting as guide for participants who come to the Project from various Federal agencies.

HUNDREDS OF VOLUNTEERS

Hundreds of volunteers have come to Project Cornerstone in Atlanta since it was founded in 1966, for two-week seminars. Hopefully, they will learn what it's like to be a poor black American struggling to stay alive in a ghetto. Agencies such as HUD, HEW, Commerce and Labor send employees to introduce policy-making bureaucrats to what it's like looking up from the bottom.

Everyday, 97 Love Street is crowded with 10 or 12 volunteers and three or four Cornerstone staff. Neighborhood children and adults seem to be drawn to the house and the friendly inhabitants. It takes a few days for a middle-class white newcomer to adjust to the cultural shock and lack of conveniences. Privacy, which most of us enjoy and take for granted in our own homes, doesn't exist in a house with one bathroom, two overcrowded bedrooms, a kitchen, a living room and front porch. But once settled, your attention is drawn away from yourself as you participate in the group activities.

'DO IT YOURSELF' BREAKFAST

A typical day at Project Cornerstone starts with a "do it yourself" breakfast. Afterward the group, dressed in casual attire, trudges up Love Street for a visit that may take it to the Mayor's office or a neighborhood bar. Brief trips to the emergency ward at Grady Memorial Hospital, the Model Cities Agency, the Southside Compre-

By E.H. Rothschild

hensive Health Center and Juvenile Court permitted our group to observe first-hand how various Governmental programs and services were being dispensed.

Questions begin to get pointed after a day or two and pat answers are not left unchallenged very long. After lunch, discussions may last into the afternoon when participants once again go off to have a look at some other aspect of ghetto life.

None of the activity is tightly structured and this leaves great opportunity for initiative and personal search for both problems and answers. The intended course of a day's activity can change drastically from sunup to sundown.

Evenings, the project house comes alive as various speakers from organizations like the Southern Christian Leadership Conference (SCLC), Student Non-Violent Coordinating Committee (SNCC), Tenants Union For Fairness (TUFF), or a representative from the Mayor's office speak and exchange views in what frequently turns out to be a rough and tumble verbal confrontation.

Those who take issue with a topic can expect plenty of give and take. Conversations get intense as the guts of emotional issues such as racism are cut open and spill out for all to examine.

TIME TO 'BUG OUT'

After a few days it's impossible not to begin examining your own hates and prejudices. This is the time to pack up and "bug out" unless you are willing and prepared to come face to face with the fact that your own beliefs are being questioned by none other than you.

I was privileged to be among the earliest HUD participants at Cornerstone, a group that numbered 50 by the end of 1969. During my two weeks it was hot and humid in Atlanta; the temperature did not drop very much at night and sleep became elusive.

I remember our group visiting the Georgia Surplus Food Distribution Center on a day when it was 97 degrees. This center serves the 200,000 poor people of Fulton County with surplus food such as flour, beans, soup and other staples. Prison labor cuts open the brown cardboard boxes and dispenses pre-determined amounts as people walk along pushing their food on a roller conveyor gathering their month's supply. A family of ten is entitled to 327 pounds of food. No one seemed to know or care how a poor woman, having waited in line for three hours, can carry 327 pounds of can goods in 97 degree heat across the city or county to her home.

DISCUSSING JAIL OVER LUNCH

On another day, we visited Magistrate Court and listened while Atlanta's lower court judiciary conducted

CORNERSTONE

FACE TO FACE WITH POVERTY

PROMISES CLOAKED IN RHETORIC

hearings. Most of the cases involved drunkenness, beatings or relatively minor crimes. After the hearings, our group discussed the sentences over lunch and almost unanimously agreed that the white southern Magistrate was enormously fair in measuring the penalty to the crime of predominantly black defendants.

Another day was spent at the new OEO-funded Southside Comprehensive Health Center. This recently opened \$6 million out-patient clinic services 48,000 people who live in Summerhill and the adjoining communities of Peopletown, Mechanicsville and Pittsburgh.

The Reverend O.B. Davis, the full-time public relations director, patiently attempted to answer our questions and gave us a tour of an impressive clinic within what was once a mattress factory. Seventy-two percent of the clinic's employees live in the neighborhood and more than 1,000 patients are treated weekly. Unfortunately, the center's open hours are 8:30 a.m. to 5:00 p.m. and this limits treatment mostly to unemployed females, housewives and children. It seemed to us that a simple change in hours once or twice a week would permit working males to receive proper treatment without having to lose time or salary from their jobs.

By the second week, many of us began to display frayed nerves and irritability as a result of the heat, the long days of asking, seeking, arguing and just existing. This feeling combined with the little visible improvement that had taken place in the community made us begin to see and feel some of the frustration and hopelessness.

We began to see how many of the promises have been cloaked in rhetoric, and that the paternalistic idea of doing for the poor is not the total answer. You begin to realize that the poor must rise out of the ghetto, not by being badgered or bulldozed, but by having the equal opportunity in deeds, that middle-class whites believe exists, but which in fact does not.

We never learned, for instance, why fifty percent of the streets were not paved in that community and yet a pot hole in the better neighborhoods would receive repaving in a matter of days, if not hours. Or why our own Model Cities approach was massive relocation and demolition, when to our eyes it appeared vacant lots constituted more than half the land in Summerhill which

Photographs by Clarence Gilkes



Project Cornerstone participants candidly discuss their new experiences and reactions to living among the disadvantaged.



Home of Project Cornerstone, 97 Love Street, Summerhill "ghetto," Atlanta. Hundreds of Federal employee volunteers have lived here during two-week crash courses in sensitivity training.

with some imaginative planning and forethought could easily have held new homes. Or why no employee at the Model Cities Agency was responsible for seeking out job-creating industries to locate in an underemployed and undertrained community

OUR CLIENTS ARE POOR PEOPLE

The lack of answers to questions like these and dozens more shocked and surprised us all. We began to realize that our clients are not seven HUD Regional Offices or several hundred Congressmen. Our clients are not the 1,000 Redevelopment Authorities or Housing Authorities across this land. Our clients, to a large extent, are those millions of poor people, black and white, out there in hot, depressing, dirty ghettos like Summerhill—trying, or at least wailing, to get a slice of the pie against odds that are overwhelming, in a game where the rules have been one-sidedly made through hundreds of years of prejudice and ignorance.

To say that Project Cornerstone was enlightening, emotion filled, educational and shocking is an understatement. It is all of these things and much more.

The hope is that participants come back a little more understanding and a lot more knowledgeable of the real problems at the roots of society. It is not designed to convert you into a raving liberal. The hope is that you are better prepared to help those people who you now know really exist, but who before Project Cornerstone were merely imaginary, or at best statistics.

And perhaps, if you are lucky, you will return to HUD, as many Cornerstone participants did, more resolved to be critical and outspoken when policy is discussed and passed around for review, determined to remember these black people in Summerhill, who don't know about advocacy planning or can't spell citizen participation, who are waiting for us to deliver better homes, a better community, and a better life, as we have been promising and promising and promising. . . .

As American cities continue to develop, they show increasing signs of decay—polluted air, traffic clogged streets, bulging ghettos. Burdened with an estimated 140 of the nation's 200 million people, urban centers have massive problems which grow more unwieldy with the growing population. To meet the crisis, many city institutions critically need restructuring.

This is the overall view of authors included in *Urban Politics and Problems*, an anthology of essays by well-known analysts and authorities on urban issues. Divided into six sections, the book covers topics ranging from urban politics, inter-governmental relations and Federal grants, to racial segregation, suburbia and new towns. Editors H.R. Mahood and Edward I. Angus have attempted to collect a sampling of subjects which "reflect recent events and trends, and representative scholarship."

The result is a mixed stew of general and highly technical articles gathered from social and political science journals, research reports and consumer magazines. While the subjects treated are pertinent, most ring familiar chords.

On the basic topic of urbanization, however, Daniel J. Elazar explores an interesting variation on the old theme of the agrarian-loving, anti-city Americans, dating back to Thomas Jefferson's cry that cities are "pestilential to the morals, health and liberties of man." In his article "Are We a Nation of Cities?" Elazar crushes the myth that American cities are based on the formal, classical models of Greek and Rome as centers of a national cultural growth. Rather, he maintains, they follow the ancient, agrarian-oriented Israelite pattern of small communities based on economic needs.

Edmund K. Faltermayer blames the traditional agrarian myth for the low priority given to beautifying American cities. However, he is optimistic about the future of the downtown, believing that Americans are becoming "more and more removed from the memory of the farm" and adjusting to high-density living.

On the other hand, both Herbert J. Gans, tracing the white exodus to suburbia, and Nathan Glazer, writing on housing problems and school integration in the North, believe that suburbia is America's latest answer to the farm. Glazer insists that it is still the dream of every American to own a single-family home surrounded by a small plot of land.

Most of these authors assume that cities will survive. But they emphasize that many institutions—such as schools, police departments and

in print in public

H.R. Mahood and Edward I. Angus,
editors. *Urban Politics and Problems*. New York, Scribner, 1969.
587pp. \$5.95.

local government—badly need repair. One challenge to tradition is presented by Robert H. Salisbury in "Schools and Politics in the City." Contrary to popular belief, he suggests that political control of schools might promote social change and development. If the mayor and a coalition of community representatives ran the schools, he says, they could compete more directly for city

funds, receive a more receptive hearing on the State and national level, and create programs responsive to all elements of the community.

The book includes a lengthy section on urban politics discussed in polysyllabic terminology. Three articles consider who controls decision-making power in the city—county, mayor, power elites or voluntary organizations.

Harvey E. Brazer's "The Federal Government and State-Local Finances" defines the pros and cons of items such as tax sharing and block grants and also provides a glossary of government grants.

As a help toward bridging the communications gap between local government and Federal urban-aided programs, Robert A. Aleshire praises the proposal for a Metropolitan Desk which was written into the Model Cities legislation of 1966. However, this coordinating agent for localities confused in the maze of U.S. programs was never funded by Congress. In fact, a specific prohibition forbade the use of Model Cities funds for this purpose. Aleshire's article, written in 1966, looks toward a great future for this program; the editors do not update his comments.

In a valuable research article, which has attracted wide attention, HUD's urban expert Jerome P. Pickard predicts the "Future Growth of Major U.S. Urban Regions." His studies show that populations in the Eastern Metropolitan Belt, California region and Florida region will almost double between 1970 and 2000. The land area will expand by 55 percent.

With an estimated 187.3 million people crowding these urban regions, several authors here urge planning and construction of new towns. Donald N. Michael believes computers will lend a rational hand to resolve the complex urban problems of over-population, diminishing resources, and the maze of social differences, educational systems and political convolutions.

Michael's essay on computer aids for urban problem solving reflects the concern of many of these authors: our outmoded cities urgently need twentieth century technology.

By Tina Hope Laver

NEW YEAR'S MESSAGE

By Secretary Romney

As the new year begins, we renew our determination to rebuild America's cities; to cleanse and improve our environment; to eliminate racial prejudice and social tensions; to assure for all Americans equal justice, equal opportunity and equal human dignity.

We need to carry to completion in the seventies our 20-year-old goal of a decent home and a suitable living environment for all Americans.

Let us build homes and cities worthy of a new America.

Let us use our talents for technology and our gift of abundance to improve the lives of all people and to ennoble our human environment, not to degrade or despoil it.

Let us make America what it can be—the model of domestic progress, tranquility and opportunity.

In the past year we began to marshal the forces that can achieve the regeneration of our cities and can fulfill the hopes of the many ill-housed in this nation.

We are carrying out the Model Cities program as a concerted attack on the social as well as the physical decay of our blighted urban areas.

We have launched Operation BREAKTHROUGH, as a new and massive undertaking to apply modern scientific methods to the solution of housing production in quantity to meet all needs and at costs that match people's incomes.

We are bringing the States into a leading role in the solution of our urban problems, completing the linkage of Federal, State and local action to meet our urban needs.

We are bringing the people themselves, through citizen participation and voluntary citizen action, into the vanguard of our war on slums and deprivation.

My New Year's message is a call to all those involved in the future of our urban society, from the highest levels of Government to the lowest areas of our slums, to join in building for all our people a full life of opportunity, hope and decent living.

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