Office of the Administrator
LIBRARY

COHEN:it 8-11-45

728.1
.96.42
N17a

HISTORY OF THE ADMINISTRATION OF WAR HOUSING DURING WORLD WAR II

NATIONAL HOUSING AGENCY - OFFICE OF THE ADMINISTRATOR

PART A

I Preliminary Developments - Defense Housing Before 1942

1. Beginnings in 1940 p.1
2. Division of Defense Housing Coordination p.12 (p.13-21 NONEXISTANT)
3. DDHC Congressional Relations p.22
4. Beginnings of the National Housing Agency p.48

II Organization of the Office of the Administrator

1. Transition and Consolidation p.60
2. The Administrator's Office p.74
3. The Assistant Administrator (Administration) p.76
4. Assistant Administrator (Program) p.78
5. Assistant Administrator (Homes Use Service) p.81
6. Assistant Administrator (Operations) p.83
7. Assistant to the Administrator (Information Director) p.84
8. Office of the General Counsel p.89
9. Office of Racial Relations Consultant p.91
10. Administrative Relations Division p.94
11. Administrative Services Division p.99
12. Budget Division p.104
13. Urban Studies - Urban Development Division p.110
14. Technical Division p.122
15. Material Requirements Division p.133
16. Research and Statistics Division p.144
17. Housing Market Service p.151
18. Housing Finance Division p.160
19. Program Review and Clearance Division p.165
20. Regional Offices p.170
21. War Housing Centers p.181

III. Administration and Operations

1. Personnel Administration p.188
2. Budgeting Operations ? p.237
3. Administrative ~~Operations~~ SERVICES. p.212 ?? p.221
4. Reporting System
5. Programming ~~Housing Needs~~ OPERATIONS p.270
6. ~~Homes~~ Utilization and Conversion p.1
PART B. HOMES USE SERVICE
PART C 7. Legal Operations p.1
8. Information Services and Public Relations ?

PART D IV. Framework Within Which The Office Of The Administrator Operated

1. Relations with Congress and Congressional Committees p.1
2. Relations with Other Federal Agencies p179

V. Findings and Conclusions

1. Lessons of the Program - A Critique and an Evaluation ?

COHEN:it 8-14-45

PREFACE

This History of the Administration of the Office of the Administrator during the period of war housing is an attmpt to record the beginnings of the Office of the Administrator of the National Housing Agency, its organization, its administrative and operating procedures and some of the administrative and operating achievements. It is not a story of the SUBSTANTIVE ACHIEVEMENTS OF THE PROGRAM. It does not tell how may houses were built and where. Nor does it tell how much these houses cost and how many people were housed. It is a story of administration.

For as an administrative history, one problem is why and how was the National Housing Agency set up? What factors made it advisable to change from the Division of Defense Housing Coordination. How were these determined and how was the change accomplished? What functions were retained, which eliminated, which transferred, which added?

Then the primary questions of organizational structure will be faced. How was the Office of the Administrator organized? How did that initial structure fare during the three years of the war housing program? How were the functions and responsibilities allocated.

What policies were formulated to govern administration and operations? What procedures were evolved? What policy, for example, governed the administration of personnel, of budgeting, of reporting, of administrative services? What policy or policies governed the major operations

peculiar to the Agency, such as programming housing needs in critical localities, encouraging and guiding the use of homes for essential workers? This Administrative History reviews the policy and procedural statements of the Office of the Administrator as they were formally issued.

From the remote distance of the Central Office, utilizing such records as were readily available and limited by the physical, intellectual and time limitations, under which the lone Historian labored, the attempt was made to investigate the effect, administrative, on line and staff officials. The History records his findings. For a more complete story, indeed for an accurate story, perhaps, it would be necessary to visit the regional offices and the war housing centers, the other groups and agencies who participated in the war housing efforts and whose activities are viewed only through the keyhole of the Central Office records.

For evaluation and conclusions, the History drew somewhat upon the opinions sometimes freely, sometimes cautiously offered by Central Office operating officials who had had personal experience with the program.

The History makes no claim to completeness. It has not explored both sides of many questions. It has not covered completely inter-constituent relations nor the relations between the Office of the Administrator and the constituents. It has not gone into the details of the drive to make the National Housing Agency a permanent agency. It has not investigated indeed, all the areas which might have been of interest to a public administrator. For example it has not

covered the accounting procedures and policy, the budgeting of funds, the manner of handling congressional relations, etc. But then, this was only an assignment to be done in ninety days.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

THE HISTORY OF THE ADMINISTRATION OF WAR HOUSING DURING THE WORLD WAR, BEGUN 1941

1. Beginnings in 1940

The necessity of providing housing facilities in centers of defense activities was recognized shortly after the President of the United States declared a state of national emergency in September, 1939. At the request of President Franklin Delano Roosevelt, the Central Housing Committee, Mr. Lowell Mellett, Chairman, prepared a report on defense housing. The report was in the form of a Memorandum from the Chairman of the Central Housing Committee to the President. It pointed out that:

"The National Defense Program will of necessity result in large shifts in population and involve the provision of large increases in the personnel of Army and Navy establishments.

Workers and their families will be brought to the new industrial centers set up in the central part of the country, and there will be a great increase in the number of workers in established manufacturing centers.

The provision of housing for such workers and their families is immediately necessary and must be undertaken before popplation shifts are effected, in order to avoid the enormous labor turnover and the hampering of production which was experienced in the last war."

The Central Housing Committee underscored the fact that:

"Housing must be recognized as the prime factor in the location of new or established industries. It is no less important a consideration than plant capacity, shipping facilities and the supply of raw materials."

There was need for homes for men with families and for barracks, commissaries, and dormitories for single men and women. Not only housing itself, but community facilities as well as commercial facilities in the case of new towns,

The Central Housing Committee favored housing of a permanent nature for families. At the conclusion of the emergency such housing could be utilized as a national asset, either as public or as private housing. It recommended that temporary housing, when necessary, be restricted to barracks and dormitories and, in certain cases, to portable housing. It recommended, further, that rents and occupancy of all newly developed housing be carefully controlled.

A complete and effective defense housing program could be carried out, it believed, by already existing housing agencies at the disposal of the Federal Government, assisted by such permanent agencies as the Bureau of Standards, Far Products Laboratories, Bureau of the Census, Bureau of Labor, of Labor Statistics, Nation Resources Planning Board and the Public Health Service.

The Central Housing Committee outlined the services which existing housing agencies were equipped to do by organization and experience and it saw no need for the creation of new and duplicating agencies. 1/

It suggested that in cases where funds were not immediately available from other sources, some part of the President's emergency funds be made available for use in order to proceed with the construction of projects while financing through established channels was being sought. The Emergency Funds could later be reimbursed for the amount of the rent.

The Committee further recommended that a Defense Housing Coordinator be named for the duration of the emergency. Directly connected with the Advisory Commission for the Council of National Defense, he should be responsible for the general planning and prosecution of the defense housing program.

1/ Existing Federal Housing Agencies were:
1. Public Buildings Administration
2. The United States Housing Authority
3. The Farm Security Administration
4. Works Progress Administration
5. Federal Housing Administration
6. Federal Home Loan Bank Board
7. Home Owners' Loan Corporation
8. The Reconstruction Finance Corporation, and its subsidiaries, the Federal National Mortgage Association, and RFC Mortgage Company

The program should be carried out, however, through the appropriate federal agencies concerned with housing construction and finance, each of which should appoint a representative to work with the Coordinator.

On June 25, 1940 the Board of Governors of the National Association of Housing Officials issued a statement, a copy of which they sent to the newly revised Council of National Defense. 1/ The Statement declared that "housing is an intregal part of this program, both to meet the emergencies of armed forces and workers in defense industries and to maintain public morale." 2/

It recommended the use of existing housing agencies and methods, both private and public. It suggested, among other things, a housing Coordinator,

"empowered to set up his own committee of consultants from among federal, state and

---

1/ The Council of National Defense was created by Act of Congress, approved August 29, 1916. On May 29, 1940, President Roosevelt approved a regulation of the Council establishing the membership of the Advisory Commission provided in Section 2 of that Act. (See U.S. Government Manual, April, 1942, p. 59).

2/ See "Housing in the National Defense Program A Statement by the Board of Governors of the National Association of Housing Officials, June 25, 1940

local officials, and local representatives of private housing agencies and citizen groups, if he should wish to do so.

"It is essential that the housing coordinator have a direct line to the Advisory Commission to the Council of National Defense, and fully as important that he have clear powers in respect to all official housing agencies with which he will have to deal."

It counselled against temporary housing and advised "a thorough study of the theory, methods, and results of experience during and immediately after the last war in rent control.

The President of the United States had re-established the Council of National Defense in 1940. On May 29, 1940, he approved rules and regulations for the conduct of its work. He designated as the Secretary to its Advisory Commission his Administrative Assistant in Charge of the Office of Emergency Management. 1/

The National Defense Advisory Commission on July 10, 1940 considered the report submitted by the Central Housing Committee to the President. After some discussion, it recommended to the President that Mr. Charles Palmer, Chairman of the Board of Governors

---

1/ See The United States Government Manual, July 1940 - pp.51 f

of the National Association of Housing Officals, be appointed as Housing Coordinator. 1/ His position as Coordinator, was not, however, given an independant status. He was to be considered merely as a regular staff member of the Commission and would receive instructions from it regarding the needs for projects and the choice of agencies to construct and finance them. 2/

The Commission drew up a tentative statement regarding the Coordinator's responsibilities. 3/

1. To anticipate housing needs.
2. To determine whether these needs should be met by private enterprise or by public agency.
3. To determine, in the second case, which public agency should supervise the program.
4. To assist that public agency in developing plans, terms and arrangements, and
5. To recommend and draft new housing legislation when necessary, and to coordinate federal defense housing programs to insure a well integrated program.

1/ See his biographical sketch. Who's Who in America, Volume 23, 1944-45.

2/ NDAC Minutes, July 17, 1940. Taken from Mr. Radway's Study.

3/ NDAC Minutes, July 26, 1940

As to the relationships between the Coordinator and the seven Advisors, comprising the Advisory Commission, the statement provided that "the Defense Housing Coordinator will enlist the aid of the several Commissioners in the matter of planning and prosecuting a successful defense housing program.

He was to be furnished with information necessary to forecast needs. In working out construction housing programs, he was to enlist the assistance of the Commissioner for Employment to ensure adequate labor supply and satisfactory conditions of employment.

The statement of the Coordinator's general fuctions and of his relationships with the Commissioners soon changed. A new draft statement of the housing Coordinator's functions stated that he would exercise his authority under the general direction of the Commission, and that the need for housing and the standards of construction would be certified by the Commissioners of Employment and/or Consumer Protection in all cases where the costs of construction were to be borne by a Federal Agency. 1/

1/ NDAC Minutes, August 15, 1940

The close supervision which the Commissioners attempted to exercise made it difficult for the Coordinator to act decisively in his operating relationships with outside agencies. He was frequently reduced to the position of a middleman between the Commissioners and the housing agencies -- a mediator instead of a Coordinator.

Officials in the Bureau of the Budget in September, 1940 considered the situation serious enough to warrant the establishment of an independent defense housing office. They worked on an Order of the Council of National Defense which would have given the Housing Coordinator an independent status similar to that of the Coordinator of Purchasing. He would not have been required to await the approval of the Advisory Committee before certifying housing needs, but would merely have acted in cooperation with the Advisory Commission. 1/ This order was cleared with the Housing Coordinator himself, with the Administrative Assistant to the President, with Bureau of the Budget officials, and other interested parties, but not with any of the Advisors of the Advisory Commission.

In Octobe the Bureau of the Budget decided to use an Executive Order to establish Palmer in the Office of Emergency Management instead of relying upon the Council of National defense

---

1/ See Memorandum of September 24, 1940, Gladiux to the Staff of the Bureau of the Budget

machinery. 1/ This Order was held up by the objection of the Administrative Assistnat to the President and by the bitter opposition of the Federal Works Administration. It was delayed also by the absence of the President from Washington after the general election and by the rush of Budget business concerning the development of the Office of Production Management.

The Advisory Commission and its Housing Sub-committee insisted on procedures whereby the Coordinator might keep them informed of his progress on individual housing projects. The Housing Coordinator on the other hand, strongly urged the Commission to substitute a statement of general policies and standards instead of an individual certification procedure by members of the Commission. 2/

The Administrative Assistant to the President pointed out that the Housing Coordinator could not deal satisfactorily with other agencies unless he was given operating authority.

1/ A Draft of the Executive Order dated November 17, 1941

2/ NDAC Minutes - December 18, 1940. See also Memorandum of December 19, 1940, Palmer to NDAC (NDAC Document No. 7-D)

The Bureau of the Budget officials again approached the Administrative Assistant to the President about the difficulties of the housing field. They presented a draft of an Executive Order that had been cleared by the Coordinator. The draft was amended somewhat and on January 11, 1941 it was issued. It set up an Office of Defense Housing Coordination in the Office for Emergency Management which was completely independent of the Advisory Commission of the National Council of Defense. 1/

The Advisory Commission was not pleased with the development. It, however, was itself decentralized into a number of other establishments during the next few months. Housing, meanwhile, was launched on an independent career.

1/ See Executive Order 8632 - "Coordination of National Defense". See also "Regulations Governing the Defense Housing Coordination," January 11, 1941, signed by the President

2. The Division of Defense Housing Coordination

The achievements of the Division of Defense Housing Coordination may, for the purposes of this History, best be recorded in the Statement submitted by the Coordinator, Mr. C.F. Palmer to the President of the United States on June 11, 1942 after his organization had been replaced by the National Housing Agency. His Letter of Transmittal and the Report constitutes the rest of this Section relating to the accomplishments of the Division of Defense Housing Coordination. In the next Section, the History resumes its independent analysis of the relations between the Division and Congress and explores the factors which finally led up to the emergence of the National Housing Agency.

3. DDHC Congressional Relations

The Coordinator through Executive Order No. 8632, issued January 11, 1941, had been made responsible for coordination, economy and efficiency in the provision of housing facilities. He was made responsible for anticipating the need for housing. He was to formulate and recommend coordinated defense housing programs. He was to facilitate the execution of approved housing programs through appropriate Governmental agencies. He was to advise with private and Federal agencies on the formulation of plans, terms, rental and management policies. He was to keep continuously informed of the progress of the defense housing program and report regularly thereon to the President and to the interested Federal Departments and agencies. He was, also to review proposed or existing legislation affecting defense housing activities.

For the fulfillment of these obligations, he was to utilize to the maximum the services and operating facilities of existing Federal housing agencies. He could employ necessary personnel and make provisions for the necessary supplies, facilities and services that he needed within the limitation of funds made available to him. There was, however, the general limitation that he should use

"insofar as practicable such statistical, informational, fiscal, personnel, and other general business services and facilities as may be made available through the Office for Emergency Management or other agencies of the Government."

Housing and Home Finance Agency
Office of the Administrator
LIBRARY

This limitation upon the facilities and services available to him for the fulfillment of his functions made him, in a measure, dependent upon those whose activities he was to coordinate and those whose programs he was to direct.

Regulations issued along with the Executive Order called upon each Federal housing agency to furnish to the Coordinator for his review and recommendation the standards it had established or proposed to establish with respect to physical characteristics of projects, labor standards, and standards of operation and management, including rent levels and policies. All proposed site location under consideration for defense housing projects were to be reported to him for coordination. He was to receive all available housing surveys and reports and all other information relating to housing needs and housing markets.

The only source of real power resting with him lay in his control of the determination of need by the President. Through his authority to approve Findings of Need before the President signed such documents he could exert pressure at the initiation of projects.

During the year in which the Division of Defense Housing Coordination operated, at least twelve significant problems were revealed. 1/ These were:

1/ Based on analysis of the records of hearings before the Lanham Committee during the year 1941 (H.E. Cohen)

1. The organization and coordination of housing agencies (including the use of special consultants).
2. The nature of Congressional supervision over allocated war housing funds.
3. The advisability and propriety of experimentation with Lanham Act Funds in mutual ownership plans like the Camden Plan.
4. Procurement of priorities for building materials.
5. The determination of tenant eligibility qualifications (to extend to all properly entitled to war housing shelter, including Federal employees).
6. The determination of suitable and desirable types of war housing (such as prefabricated housing, demountable housing and steel-panel housing).
7. The utilization of Homes Registration Offices.
8. The conversion and remodelling of old buildings for defense housing.
9. The causes and meaning of vacancies in completed dwellings.
10. Reconciliation of real or fancied competition between the Federal Housing program and local enterprise and local community interests or land use plans.
11. The menance of proposed new permanent Government owned housing to the private housing market and to real estate values.
12. The demands of pressure groups in industry; in labor and particularly in the building industry.

The conflict between the FWA and DDHC was openly revealed, at the hearings held during

the month of October, 1941, by the Special Committee Investigating the National Defense Program (United States Senate, 77th Congress, First Session, Pursuant to Senate Resolution 71), at which appeared Mr. Carmody, the FWA Administrator, and Mr. Palmer, the Division of Defense Housing Coordinator.

The Coordinator, in the course of programming, found himself, as he said, "violently attacked by extremists on both sides." He as accused, on one hand, of "fostering needless public housing," and on the other, of "favoring real estate interests." The difficulties in operation and in securing cooperation distracted attention from the fact "that the coordinated defense housing program had accomplished the largest and most successful public housing undertaking ever attempted within a comparable period, while at the same time, encouraging the private home building industry to undertake the largest possible share of the burden." 1/

These difficulties led to a change in the attitude of the Congress and of the Administration whichresulted in the subsequent abolition of the DDHC and the establishment of the National Housing Agency.

On June 28, 1940, Congress approved Title II of Public No. 671, authorized the United States Housing Authority to assist the Army

---

1/ Hearings - Truman Committee, page 2849

and Navy to provide housing in certain defense situations. 1/ However, when the usual appropriation was sought to implement this authorization, it was refused by Congress. 2/

As a temporary expedient, through efforts in which the Division of Defense Coordinator participated, $100,000,000 was appropriated under Public No. 781 (approved September 9, 1940), to the President for allocation to the War and Navy Departments for housing constructions. 3/ This was merely a stop-gap device. The military departments were burdened under other defense activities. They could not undertake to handle the entire defense housing program.

The Lanham Act was, therefore, passed and approved October 14, 1940. It placed the responsibility for construction under the general supervision of the Federal Works Administrator and permitted him the use of all Government housing facilities and of local housing authorities.

1/ 54 STAT. 676, 681

2/ The extension of the remarks of Congressman Sabbath, in the Congressional Record of October 17, 1940, show the feeling of Congress and of the public with regard to USHA at that time

3/ 54 STAT. 872, 883

During the months following, the Division of Defense Housing Coordination sponsored a subsequent Amendment, which provided another $150,000,000. Then it sponsored two other appropriations, totalling $20,000,000, which provided dormitories, trailers, and other types of temporary shelter. It introduced Title VI of the National Housing Act, and its subsequent Amendment. Each of these was unanimously reported out by the committee in charge, and approved by each House of the Congress without any dissenting vote. 1/

The additional sum of $150,000,000, added to Public No. 849, was proposed in an Amendment to the Lanham Act. The Bill, H.R. 3486, carried a proviso that "all items of cost shall be separately estimated with a view towards economy and that no movable equipment shall be installed in such units, unless the Administrator shall in any particular case seem such installation to be in the public interest."

At the Hearings before Public Buildings and Grounds, United States Senate, First Session on H.R. 3486, March 26, 1941, the Vice-President of the Edison General Electric Company, Chicago, Illinois, Mr. R.M. Turnbull and Mr. R.C. Cosgrove, Vide-President of the Crosley Corporation, Cincinnati, Ohio, appeared to oppose the Proviso. They felt that defense housing projects should definitely have the electric refrigerating and other household devices. On the other

---

1/ 54 STAT. 1125

hand, the Director of public relations, of the National Association of Ice Industries appeared on behalf of the Proviso. 1/

Representatives of the Structural Clay Products Institute also appeared to further their claim and request that structural clay building products be used in permanent housing.

The Bill became Public Law No. 42.

The need for the addition of Title VI, to the National Housing Act lay in the peculiar nature of the risk involved in defense housing insurance. 2/ The Federal Housing Administration had insured about 675,000 individual homes under its mutual mortgage insurance fund. When the problem of defense housing came up, the Federal Housing Administration did not wish to jeopardize the soundness of that fund. It proposed to assist in defense housing if the Congress would set up a separate fund for insuring defense housing loans.

1/ See Page 53 of the Hearings

2/ Hearings before a Sub-committee to the Committee on Banking and Currency, United States Senate, 77th Congress, First Session of H.R. 3575, March 14, 1941

The Bill, H.R. 3575, providing for Title VI, set up a separate fund of $10,000,000 as a reserve back of the insurance to be written under the amendment. It authorized the Federal Housing Authority to insure loans up to $100,000,000. Its purpose was to siphon as much as possible of defense housing into private lending institutions. Government ownership of about 25,000 houses was thus to be avoided.

Under the existing Act, FHA could insure mortgages up to 90% of the value of property under certain conditions. Those conditions were first, that the mortgagor under the mortgage insurance be the owner and the occupant of the building at the time of insurance. Then he had to satisfy the FHA that he had actually invested in the property 10% in cash or its equivalent. Under Title VI, FHA was enabled to insure mortgages up to $4,000 for individual houses and up to as high as $10,500 for four-family houses. It could insure 90% to the operative builders, and it was he who was the mortgagor. It was to him that FHA issued insurance for 90% of his mortgage.

He could then, if he so desired, sell the property subject to the mortgage for less than a 10% down payment. There were, in the defense area, thousands of people who made salaries ample to justify their making the monthly payment called for by the mortgages. If they did not have the amount of money necessary to make the 10% down payment on a $4,000 mortgage, or on a $5,000 house, a builder could, with Title VI insurance, build and sell houses on a loan purchase contract. The buyer could then pay a smaller amount down

than 10% of the total cost of the house. The buyer could then pay the equity along with his monthly payments on the mortgage until it was paid off.

Title VI also authorized FHA to charge a larger insurance premium by raising the maximum rate to one and a half percent. Under the existing Act, FHA was entitled to charge one percent, although it actually charged one-half of one percent.

The American Federation of Labor was opposed to Title VI. It considered it: "an unprecedented attempt for the Federal Government to pledge unconditionally the resources of the United States in a scheme whose sole purpose was to foster and stimulate circulation at the expense of the worker and ultimately at the expense of the taxpayer." 1/ It believed the plan to be "the most astounding, most outrageous, and most unethical legislative proposal ever advocated by responsible officials of a democratic government." 2/ The Bill left the initiative for the quantity, quality and location of defense housing to private builders. The AFL was afraid that after a worker had bought his house and paid for two or even five years, when the emergency was over and he was again without a job, he could no longer continue his payments and would face eviction.

1/ Hearings, op. cit. p. 26

2/ Page 27

The Congress of Industrial Organizations, on the other hand, favored Title VI:

"The legislation amending the National Housing Act by adding Title VI that is now being considered by your Committee, is directly in line with liberalizing proposals that have been a draft by the CIO Housing Committee over a period of two or three years." 1/

Certain unions of the Congress of Industrial Organizations, moreover, had already begun looking toward setting up housing projects to be built by private capital and to be occupied by the defense workers in Cleveland and in Detroit and in other areas.

The Bill passed and Title VI became law.

On March 1, 1941, Public Law No. 9 was passed providing $5,000,000 for temporary shelter.

Congressional relations deteriorated, however, during the second half of 1941.

On May 13, 1941, the Coordinator of Defense Housing, M. Palmer, appeared before the Sub-Committee on Appropriations, United States Senate, 77th Congress, First Session on H.R. 4669. He appeared before the committee in support of two appropriation items, one, $150,000,000 under the Lanham Act and the other, $15,000,000 for mobile emergency shelter.

1/ Hearings, op. cit. Page 42

H.R. 4545, an Act to provide for the acquisition and equipment of Public Works made necessary by the defense program, amended the Lanham Act, approved October 14, 1940, by inserting "Title II for Defense Public Works". On May 19, 1941, the Committee on Public Buildings and Grounds of the United States Senate, met to consider the Bill. The public works involved included schools, water works, works for the treatment and purification of water, sewers, sewage, garbage and refuse disposal facilities, public sanitary facilities, hospitals and other places for the care of the sick, recreational facilities, and street and access roads. $150,000,000 was authorized to carry out the purposes of Title II. The Federal Works Administrator was made responsible for furnishing these public works when necessary for the defense program.

Parallelling it, Senate Bill 1375, provided for certain community facilities made necessary by the exigencies of national defense. Communit facilities were defined as (a) building, ground, and incidental equipment, including transportation for grammar schools, high schools, hospitals and clinics; (b) the sewer and water systems; and (c) facilities, including buildings, grounds and incidental equipment to provide for the welfare of members of the land and naval forces of the United States."

A number for typical cases of needs for schools and other commercial and project facilities were presented during the course of the hearings.

On June 26, 1941, the Federal Works Administrator, Mr. Carmody, appeared before the Sub-committee of the Committee on Appropriations, United States Senate, to support the request of an appropriation of $150,000,000 for community facilities.

In the course of his testimony it is of particular interest to note that he admitted that the method of procedure followed by the agencies and the Government in processing the program of defense as one of "muddling along." 1/

On June 26, 1941, the President sent a message to Congress recommending an authorization for additional $300,000,000 for the purpose of defense housing in connection with Public Law No. 849 of the 76th Congress. H.R. 5211 was passed by the House and hearings were held before the Building and Grounds Committee of the House of Representatives on Wednesday, July 9, 1941, and continued until July 23, 1941. The Coordinator of Defense Housing, Mr. Charles F. Palmer, appeared before the House Committee to justify the request.

In the course of his testimony and that of Mr. Carmody and others, overlappings and conflicts between the Division of Defense Housing Coordination and that of the Housing

---

1/ See page 35 of the Second Deficiency Appropriation Bill for 1941

Agencies engaged in the defense housing program was publicly revealed, 1/ The Bill was not enacted.

On December 11, 1941, the House of Representatives passed H.R. 6128, 77th Congress, First Session. The Bill, contained a number of amendments which the Coordinator of Defense Housing considered fatal to the success of the program. He felt that the needed housing could not be produced to meet the need unless the Act was restored as closely as possible to its original form. On December 2, 1941, immediately upon reading the Bill, as reported by the House Committee, he addressed a letter to Congressman Lanham, Chairman of the Committe, pointing out his opinion concerning the Amendment. 2/

The points of difference between the Coordinator of Defense Housing and the Bill as passed by the House, summarily stated, as follows:

a. Section 304 of the Act required that rents be based on the value of the dwellings regardless of the income of the worker.

The Coordinator felt that "to get and keep the defense worker it is absolutely essential that rents be established at levels which they will be willing to pay...both the Bills and the report to the Committee recognize this in relation to the enlisted personnel of the Army and

---

1/ Hearings before the Committee on Public Buildings and Grounds, House of Representatives, 77th Congress, First Session on H.R. 5211

2/ Letter addressed to Honorable Fritz G. Lanham Page 5 of Hearings before Sub-committee on Education and Labor, United States Senate, on H.R. 6128, December 18 and 19th, 1941

Navy, but the principles also applies to civilian employees of military establishments and of defense industries."

c. The new Section 4 of the Act prohibits disposition of these projects to local housing authorities, even if they proved to be in the public interest.

The Coordinator felt that "the sale or disposition of these projects should not be limited in such a way as to force them into competition with private housing now or later."

e. The proposed amendment of Section 305 narrowly limited the administrative responsibilities of the FWA Administrator in selecting the most practical and efficient channel in construction.

The Coordinator felt that "not simplification but further confusion will be created if an agency other than the United States Housing Authority undertakes to supervise and channel Lanham Act Defense Housing to a local housing authority. The theory of the present Act is, we believe, sound. Any defects in its operation should be corrected by improved administration, rather than by legislator restriction."

d. The Coordinator pleaded for the amendment permitting employees of the Federal Government to be housed in Lanham Act projects. He felt that the problem in the District of Columbia could only be solved with Federal aid.

Because of its dissatisfaction with the United

States Housing Authority, Congress had restricted the sphere of the Authorities influence. Congress had refused a Bill authorizing $5,000,000 for USHA's continued operation in the realm of defense housing. In the revised H.R. 6128, it proposed to restrict use of the Authority by the Federal Works Administrator. The Coordinator agreed that it had become unnecessary to use legislative restriction to achieve and administrative change. Congress had just revived the Wartime Overman Act, which gave the President the widest discretion for the period of the war in handling questions of organization. That Act removed the necessity of attempting to treat in a legislative Bill matters of organization in the housing effort.

Pointing out that the situation was changed from the time when the Bill was before the House for consideration some months ago, the Administrator submitted a Bill of his own, a revised H.R. 6128, as he thought it ought to pass. 1/

In his support, appeared a number of outstanding officials. The newly appointed Administrator of the Federal Works Agency, Brigadier General Phillip B. Fleming, agreed with him.

1/ This Bill is to be found on pages 17 and 18 of the Hearings before a Sub-Committee of the Committee on Education and Labor, United States Senate, December 18th and 19th, 1941

Lieutenant George E. Syster, General Staff, War Department, Washington, D.C., and Liaison Officer for the War Department with the Defense Housing Coordinator, testified: "I think Mr. Palmer's proposals, which have been agreed to by General Fleming, are probably the way the Act should be administered."

Major S.T. Norcross, Office of the Under Secretary of War, Washington, D.C., indicated that "our particular office is in every accord with Mr. Palmer's recommendation."

The Executive Director of the Washington Housing Association, a Community Chest Agency, appeared. It requested that the Lanham Bill be restored to its original form with the amendments suggested by the Coordinator of Defense Housing.

The Chairman of the Housing Committee of the American Federation of Labor, Mr. Harry C. Bates, appeared before the Committee. He argued that the Lanham Act, Public Act 849, which had become law on October 14, 1940, was a workable statute. On the other hand, "The proposed bill which contains the urgently needed increase in authorization also contains several amendments which are highly objectionable because they would serve to defeat the very purpose for which the Bill has been proposed."

He favored including housing for employees of the United States as part of the responsibility of the Act. The situation existing

in the District of Columbia and in a number of other urgency defense areas was critical. Low salaried government workers engaged in defense were unable to secure adequate living quarters due to the acute housing shortage.

He recommended that the amount be given in one sum rather than as individual appropriations by Congress from time to time. He opposed the section forbidding disposal of Lanham Act projects to slum dwellers and low-income workers. He opposed the rental provisions which required an economic rent: "The proposed amendment is so restrictive as to make the operation of the Act unworkable."

He pleaded for the delegation of administrative authority to the Federal Works Administration who, as a fair and judicious administrator and a man who knows how to get things done commanded the confidence and of Congress, of the President, of organized labor and of the public generally. Give him authority to allocate defense housing work on the basis of the fullest utilization of administrative machinery available to him. With the assistance of guidance of the USHA, local housing authorities would be given full participation in bringing the public defense housing program out of its "present stalemate."

Preference in employment to qualified local residents, sex (Section 10, of the Bill), was considered by the American Federation of Labor as unnecessary, "unduly restrictive, and therefore highly objectionable."

The Congress of Industrial Organizations also condemned the proposed Bill. Its representatives submitted a resolution which read in part that: "Resolved that we condemn as utterly unsocial, unintelligent, and inexcusable the restrictive amendments to the Lanham Bill, referred to above, contained in the Lanham Act, H.R. 6128, which has been passed by the House of Representatives, and we urge upon the Buildings and Grounds Committee of the Senate that all these restrictions be eliminated." 1/

And at this point, a new factor appeared!

After all this testimony was heard, Honorable Harry S. Truman, United States Senator from Missouri, and Chairman of the Truman Committee, which had been investigating the national defense program appeared to testify. His Committee had given careful study to the provisions of the Lanham Act and to its administration. It had found conflict between the Division of Defense Housing Coordination and the Federal Works Administration as to whether Section 1 of the old Lanham Act authorized construction of dormitory units for single workers. The Coordinator had taken the position that the language was broad enough to include the construction of dormitory units for single men. The Administrator of the Federal Works Agency on the other hand, had taken the position that the language was confined to family dwelling units. In reporting on the new Bill, the House Committee on Public Buildings and Grounds, taking notice of the conflict on the part of defense housing agencies, amended Section 1 to permit the building of dormitories and barracks for single workers engaged in national defense work.

The Truman Committee, on the other hand, recommended that this bill should allow only the construction of permanent family dwelling units. Congress had just appropriated $300,000,000 additional to the President to enable him to provide temporary shelter units, such as dormitories, trailers and portable houses and that this was adequate provision for the construction of dormitories. In order to remove any further conflict, the Truman Committee felt that the pending legislation should go one step further and specifically prohibit construction of convertible dormitory units under the Lanham Act. Because the $300,000,000 authorized under the Lanham Act for permanent housing was exhausted, he urged the speedy enactment of H.R. 6128, authorizing an additional $300,000,000 expenditure for permanent defense housing.

Sub-section 8 of Section 1, allowed the use of a cost-plus-fixed-fee form of contract. The Truman Committee found that this type of contract had caused abuses in the defense housing program. Contractors paid exorbitant rental rates for construction equipment; and far in excess of the valuation of the equipment, and in turn charged such rental to the Government. Recapture provisions were not included in the contract. Contractors had also charged the Government unconscionable repair charges on equipment. Partiality and favoritism were shown in awarding the negotiated contracts. The Truman Committee, consequently, recommended that the bill provide that all contracts for construction of defense housing units be let on a competitive-bid basis. The only exception would be in a case where bids exceeded preliminary estimates as to a reasonable cost. There would be discretion on the

part of the contracting agency in such cases to negotiate a cost-plus contract to the lowest bidder.

The bill reported out by the House Committee on Public Buildings and Grounds, raised the ceiling on the average construction cost of $3,750. It raised the cost of a family dwelling unit to $4,5000 The Truman Committee on the other hand, felt that the increase in cost limitations was unjustified. It believed that adequate housing within the previous cost limits had been provided. The cost limits, it noted, were exclusive of the cost of land, administrative expenses, utilities and community facilities. It compared the proposed cost ceilings with limitations under Public Law No. 781. Under Public Law No. 781, appropriating $100,000,000 to the President for allocation to the War and Navy Departments for construction of defense housing units, the average cost per unit of housing projects, including acquisition of land and the installation of necessary utilities, roads, walks, accessories and collateral expenses was not to be in excess of $3,500.

The Truman Committee felt, Mr. Truman indicated in summarizing that Section 1, as proposed, should be striken out. The Act should be limited to the construction of permanent housing units only.

It concurred with Section 2 of the Bill. Section 2 provided that proceedings for

the recovery of possession of any property or project developed or constructed under the act must be brought by the Administrator in the courts of the States having jurisdiction of such cases, and that the laws of the States are applicable there to.

It concurred in Section 3. This authorized the additional $300,000,000.

It concurred in Section 4 that the property be disposed of as promptly as might be advantageous to the Government at the termination of the emergency.

It disagreed with Section 304. It recommended instead that no limitation be placed on the Federal Works Administrator in the dispositionof houses.

It agreed with Section 6, which required an economic rent - to be paid by the defense workers, "The wages of the defense workers are sufficient to pay an ecomomic rent." 1/

Under Section 6, the Federal Works Administrator was charged with the duty of managing Lanham Act units. The Committee felt that the management thus far was "almost a scandal." The senator insisted "The Committee believes that insofar as possible, management policies should be localized and not concentrated in Washington. The Committee

---

1/ See page 74

recommends that in such communities where local housing authorities have been established, such housing authorities in every instance should act as the managing supervisor for Government defense housing in that area. In this way, problems peculiar to various localities can best be solved." 1/

With regard to Section 7, the Truman Committee found that the diffusion of authority resulting from the power of the Federal Works Administrator to utilize any federal or local public agency for the construction of housing had created duplication of effort. The Federal Works Agency Administrator had designated nine agencies, in addition to local housing authorities, as agents for Lanham Acts construction.

"There isn't any sense in having nine different agencies with duplicate set-ups for these specific things, when one could do it just as well, and this is what caused all this harum-scarum business."

The Truman Committee had found that not only was there a lack of coordination among the agencies of the Federal Works Agency itself, but also between the Federal Works Agency and other governmental agencies engaged in Lanham Act construction. Consequently, the Truman Committee recommended that housing construction under the Act be confined to the Army, the Navy, the Public Buildings Administration, and the United States Housing Authority. It would be a great mistake, it felt, to eliminate the United States Housing

---

1/ Hearings before the Sub-committee of the Committee on Education and Labor, on H.R. 6128, page 75

Authority from future Lanham Act construction under the defense housing program, as the amendment proposed by the House Committee on Public Buildings and Grounds had suggested. The United States Housing Authority had done "the most effective, efficient bit of construction that has been done under the Act." 1/

Mr. Truman said, "The USHA has had long and valuable experience in the housing field. In its investigation of the defense housing program, the committee found that the USHA performed its portion of the construction work rapidly, efficiently and economically. They are the ones that let them on the low-bid contract, and they got service and got the work done and it cost the Government less money."

The Senator recommended further "that a greater effort be made to coordinate the activities of these agencies so that the duplication of effort will be eliminated." He recommended consideration for local conditions and problems. In communities where local housing authorities existed, these housing authorities should be utilized for construction of defense housing. Such housing authorities, having been set up under the supervision of the USHA, should work under the supervision of the USHA, for this defense housing construction.

Consequently, the Senate, as a result of its Hearings, refused to accept H.R. 6128 as passed by the House of Representatives. A Conference Committee of the House and Senate was set up, composed of the Honorable Senators Ellender, Chavez, Pepper, La Follett, Jr., and Taft and Representatives Lanham, Bell and Holmes. It met and after free and full conference agreed on a compromise draft. 1/

The following are some of the changes made to the then existing Lanham Housing Act by Agreement of the House and Senate:

1. Three hundred million dollars additional was authorized for defense housing, and $150,000,000 for defense public works making a total of $450,000,000.

2. The average cost of permanent family dwelling units was increased from $3,500 to $3,750 within the United States, and from $4,000 to $4,250 for those located elsewheres; and the cost of a family dwelling unit was increased from $3,950 to $4,750 within continental United States, and $4,750 elsewhere, except in the Territory of Alaska, where the maximum cost was fixed at $7,500.

1/ For the Conference Report and the changes made, see Congressional Record--Senate, January 14, 1942, pp. 346, f.

3. In erecting temporary units, the discretion was left to the Administrator of Federal Works rather than to the President.

4. The Senate proposal to permit the building of housing for employees of the United States Government whose duties are essential to national defense was eliminated; and the Senate provision to permit the erection of housing for officers of the Army and Marine Corps not above the grade of lieutenant, senior grade, assigned to duty at naval or military reservations, posts, bases or defense industries was agreed to.

5. The declaration of policy with respect to the disposition of housing as expeditiously as possible was made permissive rather than obligatory on the part of the Administrator.

6. The Administrator was given full authority to construct the projects through such agencies as he chose. Consultation with local housing authorities was made mandatory, and, so far as was practical, the Administrator had to conform in location and design to local planning and tradition.

7. The Administrator was to fix fair rentals based on the value of each unit, with the exception that during the emergency, in exceptional cases, the rent could be adjusted to the incomes of the persons to be housed.

8. The Administrator was to pay, from rentals, annual sums in lieu of taxes to any State

or political sub-division thereof, with due allowances for expenditures made by him for streets, utilities, or other public services to serve such property.

9. Any Agency designated by the President to provide for temporary shelter was to have the same powers with respect to the management, maintenance, operation and administration of such temporary shelters as was granted to the Administrator.

10. The cost-plus-fixed-fee-form of contract was recognized insofa as was consistent with emergency need; otherwise, contracts were to be subject to Section 3709 of the Revised Statutes, which meant competitive bidding. 1/

The compromise draft became Public Law No. 409 on January 24, 1942

1/ From Congressional Record - Volume 88, Part 1 - page 347. 77th Congress - Second Session, January 5th to February 19th, 1942

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

4. The Beginnings of the National Housing Agency

The Division of Defense Homes Coordination was coping with operating problems which were greater in magnitude than any that had faced a Federal Agency in the past history of the United States.- Public hearings were taking place with regards to the needs for appropriations and to the problems of administration of the DDHC.- Congressional Committees were investigating the actual substantive program. The President of the United States, with his staff aides, was at the same time considering the organizational of the housing program.

Sometime in the late summer of 1941, the President, Franklin Delano Roosevelt, called Judge Samuel I. Rosenman of the New York State Supreme Court and asked him to look into the defense housing situation with a view of effecting such reorganization as might be necessary in order to solve the difficulties. 1/

Mr. Rosenman drew up a list of persons to interview or contact. The list included key personnel in the Federal agencies concerned with housing and in various non-governmental organizations interested in housing. He contacted the

---

1/ Based on interviews with Leon Keyserling and others in 1945. The exact details based on documentation would of necessity need to come from Mr. Rosenman's Office

Deputy Administrator of the United States Housing Authority, Mr. Leon Keyserling, whom he called to the White House for a conference. He asked him to work with him on the reorganization of the housing agencies in the Federal Government.

Mr. Rosenman, assisted by the Deputy Administrator of the United States Housing Authority, worked out a plan for coordinating the various housing agencies into one unit. In the course of planning, Mr. Rosenman contacted a number of individuals and associations which made recommendations for his consideration. The Deputy Administrator, in the capacity of his agent, conferred with the heads of FHA and FHLB, the Bureau of the Budget and the Treasury.

By the middle of October, the then head of the National Association of Housing Officials, Mr. Coleman Woodbury, submitted his recommendations for reorganization. He included an outline for reorganizing the Federal housing activities under a National Housing Agency, suggestions for defining more closely the functions of the Division of Defense Homes Coordination in the interim of reorganization, and a brief resume of Congressional Acts on defense housing.

He felt that "Substantially all of the Federal Government's activities in housing should be brought under a National Housing Agency in charge of an Administrator appointed by the President and responsible to him for administrative policy, as well as the operation of all phases of the agency program. The Administrator should have power

to appoint and remove the directors of the major operating divisions as well as the legal, financial, and other staff personnel of his own office. The heads of each of the divisions would have the same powers in respect to their chief subordinates. During the defense emergency, of course, the National Housing Agency Administrator would take over all the functions of the Defense Housing Coordinator and his Division would no longer be needed."

"The first Administrator need not necessarily be a "houser," but should be able to get along with Congress and to represent housing needs and possibilities in the Administration's Councils. He must also have the administrative ability necessary to fashion a consistent, integrative program from the various agencies and divergent theories of the past decade. I believe that he should also be a man of proven sympathy for the public housing. If not, this vital part of the larger program might very easily be stunted by the pressures of better organized real estate, mortgage-finance and building groups in Congress and generally throughout the country. In addition to the necessary staff functions, NHA might consist of divisions on public housing, private housing assistance, housing research, land planning and development, and rural housing." 1/

1/ See Memorandum from Coleman Woodbury to Judge Samuel I. Rosenman - "Subject - "Reorganization of Federal Housing Agencies" October 14, 1941

On October 30, 1941, the Director of Public Administration Clearing House and one of the members of the President's Committee on Administrative Reorganization of the Federal Government, Mr. Louis Brownlow, in a memorandum to Mr. Rosenman, summarized his views on the problems of housing agencies in three paragraphs as follows:

I "The first thing to do is to get the presidential power to submit reorganization plans under the Reorganization Act of 1939, revived and extended for at least two years..."

II "The first thing I am inclined to believe that the proposal for a separate housing agency (which, if set up at all should be of Cabinet rank) is premature. For years I have looked forward to the establishment of a department of urbanism which would do for city dwellers what the Department of Agriculture has done for rural dwellers, and, if such a department were set up, housing and planning would be its principal task. But I have a healthy respect for the opposition in the Congress, an opposition made up of elements of plain conservatism, simple ignorance, and an alliance of powerful pressure groups with nation-wide support which, for various reasons, are implacable in their unreasoning struggle against any kind of public housing or public conversion or control of private Housing."

III "Therefore, I believe that all of the housing agencies with the possible exception of units dealing with financing of privately owned houses should be transferred to and consolidated within the Federal Works Agency with the United States Housing Authority as the focal center." 1/

Numerous other individuals were consulted by Judge Rosenman, Mr. Keyserling and others. Among these were Mr. Frederick Delano of the National Resources Planning Board, Mr. Miles Colean of the Twentieth Century Fund, Mr. Herbert Nelson, of the National Real Estate Board, Messrs. Charles Ascher, Alvin H. Hansen, Guy Greer, Warrent Vinton and others.

A plan for reorganization entitled "Urban Redevelopment and Housing," was issued by Alvin H. Hansen and Guy Greer on December 1, 1941. 2/

About this time the Bureau of the Budget began to consider more closely the problem of the overall reorganization, primarily at the instance of Judge Rosenman. 3/ From one of the available reports, it appears that on January 10, 1942, a member

---

1/ See Memorandum from Mr. Louis Brownlow to the Honorable Samuel I. Rosenman on the Subject: "Reorganizing Federal Housing Agencies," dated October 30, 1941.

2/ See Alvin H. Hansen and Guy Greer's, "Urban Redevelopment and Housing," December 1, 1941

3/ The full story of its operations in this connection will need to come from the records of the Bureau of the Budget

of the staff of the Bureau of the Budget, Mr. Pois, met with Judge Rosenman and Messrs. Keyserling and Fahey of the Federal Home Loan Bank Board. Judge Rosenman had outlined a general pattern of organization which he felt should be followed. 1/

During the next two weeks, drafts of a reorganization order under the First War Power's Act were made and conferences were held with members of the Bureau. The main features of the proposal were:

1. To create a National Housing Agency headed by an Administrator appointed by the President.

2. To establish as three major organizations within the Agency,

   (a) The Federal Housing Administration,
   (b) The Federal Home Loan Bank Administration, and
   (c) The Federal Public Housing Authority.

3. To abolish the Division of Defense Housing Coordination.

1/ See Memorandum From Joseph Pois to the Director, Subject: "Proposed Consolidation of Housing Activities," dated January 23, 1942

The FHA was to administer also the Federal National Mortgage Association, an RFC subsidiary. 1/ The FHLBA was to succeed the FHLBB, and to be headed by the Chairman of the Board as Administrator. The FPHA was to be formed by the transfer of USHA and all defense housing activities authorized by the Lanham Act and other measures. The Defense Homes Corporation, and RFC subsidiary, was also to be transferred to the USHA.

Under the plan, both the housing projects and the housing personnel of the Public Buildings Administration, Farm Security Administration, and Bureau of Yards and Docks activities relating to housing would also be transferred to the new agency.

A report was prepared during this period on "How Housing Has Been Done" and "The proposed Plans," which summarized both the problem and the justification for the proposed plan of a single National Housing Agency. 2/

The plan for a unified housing agency did not meet with unanimous approval. The head of the War Projects Unit, in the Bureau of the Budget, strongly objected to the creation of an integrated housing agency at the time. He felt that the removal of defense

---

1/ Because of objections of Jesse Jones, this proposal was subsequently dropped

2/ See "How Housing Has Been Done," dated January 24, 1942

housing from FWA would set the program back several months. He agreed that the former Administrator of FWA had seriously bungled the reorganization of defense housing activities, but that the reorganization then in process in the agency was definitely in the right track and would provide an effective setup for handling the defense housing program. He had confidence in General Fleming, who was the newly appointed Administrator, and in his Assistant Administrator, Mr. Baird Snyder, who was working out the defense housing organization while the General was ill. He felt it would be a very serious mistake to make a change in the top management of the program at the time, since both Fleming and Snyder had had experience in the housing field. The head of the Defense or War Projects Unit urged the plan of reorganization of FWA, rather than the new setup of a national housing agency, apparently because "this plan substantially followed the lines which he had been urging for months upon Carmody." 1/

On January 24, 1942, Mr. Roosevelt, the President of the United States, conferred with Mr. Harold Smith of the Bureau of the Budget and Judge Rosenman. Judge Rosenman stated that he had discussed the idea of a coordination of housing agencies with Jesse Jones, Federal Loan Administrator, and with General Fleming, of Federal Works Agency, in a general way. The Deputy Administrator of FWA, Beard Snyder, thought

---

1/ See Conference with Colonel Waite on "Reorganization of Housing Activities," January 27, 1942

that such a consolidation should be within FWA, rather than outside as an independent agency. The Judge had, however, prepared an Executive Order along the lines outlined above. The President approved, in general, but suggested further clearance, however, with Mr. Brownlos, Gulich and Merriam who had formed his Committee on Administrative Reorganization.

On February 14, 1942, the President met with Judge Rosenman, Budget Director Harold Smith, John B. Blandford, Jr., Assistant Director of the Bureau of the Budget, and Mr. Wayne Coy. They discussed Judge Rosenman's Executive Order, The President thought there should be an independent housing agency under a capable administrator. Judge Rosenman suggest Mr. Blandford to head the agency, and carried his point in spite of the reluctance of the Director to lose his Assistant. 1/

With agreement reached, the Executive Order was cleared with the Department of Justice, the Federal Loan Administration, and others concerned and on February 24, 1942, it was signed by the President. Mr. Blandford's appointment

---

1/ See Note from Jessie Bourneuf to the files, July 20, 1943, Subject: Material on National Housing Shown to Me By Nita Gavaris

by the President followed on February 26, 1942 and he was confirmed by the Senate March 2, 1942. He took his oath of office on March 6, 1942. 1/

A brief resume of the life of John B. Blandford, Jr., appeared in Current Biography, Who's News and Why. 2/

"John Bennet Blandford, Jr., (August 19, 1897 --) Administrator of the United States National Housing Agency, was born in New York City, August 19, 1897, the son of John Bennett and Emily (Gould) Blandford. After serving with the Aviation Service of the United States Navy during the First World War, he took his degree in mechanical engineering at Stevens Institute of Technology in Hoboken, New Jersey, in 1919. He then spent two years with the Texas Company as an engineer in ~~XXXXXXXXX~~/ Virginia and Texas, / New York, and in 1922 he became a staff member of the National Institute of Public Administration.

"From that time on, Blandford's experience in public service were varied. The next year (1923) found him in Petersburg, Va., as assistant to the City Manager; from 1942 to 1926 he was director of research for the

---

1/ See Congressional Record, February 26, 1942, page 1746, and March 2, 1942, page 1894

2/ Volume 3, No. 5, May 1942, the H.W. Wilson Company, New York, New York

Newark (New Jersey) Chamber of Commerce. For five years, from 1926 to 1931, he served as director of the Cincinnati Bureau of Governmental Research, and in 1931, when he also served as a member of President Hoover's Emergency Committee for Employment, he became director of public safety for the City of Cincinnati.

"Finally, in 1933, Blandford left city service for government service, joining the Tennessee Valley Authority as assistant to its Chairman. He remained with the TVA until 1939, serving as Coordinator and secretary of the Board from 1934 to 1937 and as general manger of TVA from 1947 to 1939. In this last position, according to the New York Times, he managed so well that 'private corporations whose officers were wholly opposed to TVA's theories, sent representatives to Knoxville to study its managerial methods."

He managed so well, in fact, that in October 1939, he was appointed assistant director of the Bureau of the Budget and moved to Washington.

"Blandford is five feet, eight inches, weighs 155 pounds, has brown rather curly hair, a humorous face and an affection for pin-stiped suits. On April 19, 1926, he was married to Ruth Brownlow of Springfield, Massachusetts. He is an affiliated member of the International City Manager's Association, and associate member of the Governmental Research Association, a member of the

American Public Welfare Association and the British Institute of Public Administration, and a junior member of the American Society of Mechanical Engineers. His clubs in Washington are the Cosmos and the National Press."

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

1. Transition and Consolidation

Planning the Incorporation of Division of Defense Housing Coordination into National Housing Agency

Four days after the Administrator assumed office, on March 10, 1942, he received a report made by the former Deputy Coordinator under the Division of Defense Housing Coordination. The report reviewed the functions of the Division of Defense Housing Coordination and the personnel assigned to each of its organization units. It made recommendations concerning the absorption, transfer, or elimination of functions as required under Executive Order No. 9070. 1/

The report was divided into three sections. The first section covered a group of functions which could be transferred to other agencies. The second group covered those functions which could be eliminated. The third group contained those which could be absorped in the Office of the Administrator. Recommendations were made concerning possible disposition of functions. No recommendations were made concerning personnel. For purposes of later consideration and action on individuals performing these functions however a list of employees and their grades was included.

The report suggested that the temporary shelter function, the demountable housing function, the mass purchase function and the priority function could be transferred to other agencies. It was recommended that the first three be transferred to the Federal

---

1/ See Memorandum to the Administrator from Jacob Crane dated March 10, 1942

Public Housing Authority. The fourth it was suggested should be divided so that public housing priority allocations were handled by the Federal Public Housing Authority and private housing allocations by the Federal Housing Administration. The function of determining the needs for priorities was to be retained in the Office f the Administrator. The function of studying and studying demountable housing was also to remain in the Office of the Administrator. Similarly, the programming aspect of temporary shelter activities was to be retained as part of the programming functions.

The report recommended the elimination of three activities: (1) cooperative housing (2) private construction stimulation and (3) labor relations. The first two had not yet been more than begun in DDHC. The third, the labor relations function was one which the Federal Public Housing Authority operated. Whom whatever was needed could be drawn to the exten necessary from it.

The report indicated that the Office of the Administrator could absorb the racial relations function, the legal advise fuction, information, programming, administrative planning, administrative services, research and statistics, home utilization, technical assistance, and field operations.

Simultaneously with the preparation of the foregoing Report which went under signature of the former Assistant Coordinator, Jacob

Crane, to the Administrator, the Administrative Analyst, Edward Harding submitted a transmitting memorandum to Jacob Crane in which he suggested three additional comments. The first was to the effect that the homes registration function, including the direction of local homes registration offices could reasonably be given to the Office of Civilian Defense. The homes reconditioning and conversion functions could reasonably go to Federal Housing Administration. The report however recommended their retention in the Office of the Administrator. With regard to the function of private construction priorities and the making of recommendations to the War Production Board which the report recommended should be transferred to the Federal Housing Administration, it was pointed out that this would have to be discussed in detail with Messrs. Ferguson and Fahey in order that they understand the purpose and background of the function. Thirdly, the names, titles and grades had been secured from the Administrative Service Branch. They were as of March 1. It was pointed out that personnel was a shifting item and that additions or changes would need to be made in occasional instances.

The personnel files of the employees of the Division of Defense Housing Coordination were moved to the Office of the Administrator on March 26. The personnel folders were however only skeleton records of the files maintained by the Office of Emergency Management.

Because of the short time available to effect transfers under Executive Order 9070, it was suggested to transfer those employees who were known to be competent and otherwise desirable and who were at least temporarily necessary to the continuation of such functions as the Administrator might wish to continue. A joint transfer of functions and personnel could be effected more quickly than any other kind of transfer. It would eliminate much red tape and did not preclude organizational and personnel changes at a later date.

The person in charge of personnel activities (R.W. Reinhold) suggested the advisability of following the procedure of joint transfers. In a memorandum dated March 27, 1942 from R.W. Reinhold to Mr. John B. Blandford on the subject of "Transfer of Personnel to the Division of Defense Housing Coordination", he indicated that he had talked to the assistant to the Director of the War Transfer unit of the Civil Service Commission (M . J.W. Steele) and worked out with him a plan to the effect the necessary transfers without either delay or red tape. By transfering employees without change in title, grade, salary, or duties, the usual education and experience record did not need to be furnished to the Civil Service Commission. Consequently, prior approval to the transfer would not be required. There was authority also for making changes in status after transfer without prior approval of the Commission. Mr. Reinhold suggested the same procedure to be applied later to transfers of functions from other agencies tothe Office of hte Administrator

Personnel records of the transfers had to be furnished, immediately after they were effective, to the Civil Service Commission. In addition copies were required for the Office of the Administrator's personnel files, for the establishment and current maintenance of the payroll and budget, for transmittal to the office for emergency management to complete their records, and for notification to employees of actions taken. In the absence of any National Housing Agency forms for this purpose, it was suggested that the fanfold Personnel Transaction form of the Home Owners' Loan Corporation was available and entirely suitable for the processing of the transfers. The form provided sufficient copies for distribution to all those who required a record of each action. The Home Owners' Loan Corporation Personnel Department would set up the actions ready for the approving signature of Mr. Blandford or of anyone whom he might designate to approve them. That signature would effect the transfer.

At the time the transfers were effected, there had to be available funds and machinery by which the National Housing Agency could re-disburse salary checks to its personnel. The Office for Emergency Management ceased making salary payments from the date the transfer became effective. Mr. Reinhold suggested that immediate steps be taken to make arrangements with the Bureau of the Budget for the transfer of funds ear-marked for the Division of Defense Housing Coordination from the Office for Emergency Management to the National

Housing Agency as provided for in Executive Order 9070 and for an Administrative Allotment as provided for in the same Executive Order. It was suggested further that arrangements be made with the Treasury Department for a supply of checks which could be drawn for salary purposes, and that a fiscal officer be appointed or designated to maintain budget records to certify sufficiency of funds for personnel purposes and to draw checks for salary payments.

In the meantime, because of the length of time it would take to do these things, two things were suggested. One was that Office of Emergency Management budget allotations for the Division of Defense Housing Coordination, unexpended at the close of business on April 24, 1942, be made available to the National Housing Agency at the beginning of business on April 25, 1942. The second was that personnel to be transferred be separated from the Office for Emergency Management payrolls at the close of business April 24, 1942 and picked up on the National Housing Agency payroll at the beginning of business on April 25. April 25, 1942 was the sixtieth day from the date of the signing of the Executive Order 9070 and the last day on which the transfer of personnel from the Division of Defense Housing Coordination could be effected under the simplified procedures.

It was recommend further, that a File Unit

be established with a Personnel man and a staff to undertake the maintenance of records and the applications of Personnel Procedures. It was pointed out that if the establishment of such a unit was delayed even a short time after the initial personnel was transferred, almost insurmountable problems might develop which would long retard the efficient personnel administration of the Agency. It was suggested that a man fully trained in the technical Government Personnel procedure be selected at the earliest possible date. 1/

On April 20, 1942 Administrator's Order No. 2 transferred certain employees from the Division of Defense Housing Coordination, Office for Emergency Management, to the Office of the Administrator, National Housing Agency, effective April 25, 1942. The personnel was listed in two groups, one was transferred completely. The other was carried over for a period not to exceed 60 days plus such annual leave as the individual employees had to their credit. A third group of employees were transferred for a period of 15 days from April 25, 1942.

On April 3, 1943, the Director of Central Administrative Services of Office for Emergency Management, Mr. Dallas Dort, was notified by M . Blandford that 16 consultants who had served the Division of Defense Housing Coordination were to

---

1/ Memorandum dated March 27, 1942 from R.W. Reinhold to Mr. John B. Blandford, Jr. - Subject: Transfer of Personnel from the Division of Defense Housing Coordination

be terminated as of April 24, 1942. The Director was requested to advise them that the termination related to their services with the Division of Defense Housing Coordination, but that it was the intention of the National Housing Agency to re-establish a panel of consultant. 1/

Once the initial transfer had been made the process of evolving and consolidating the structural organization of the Office of the Administrator began. To participate in this process and to be in charge of administration, the Administrator brought in as his Assistant Administrator (Administration) a Consultant to the Bureau of the Budget, who had been Assistant to the City Manager of Kansas City, Missouri.

The initial organization of the Office of the Administrator in 1942 was based on two fundamental concepts:

1/ The list of fifteen people to whom the notification was addressed included the following: Mr. Walter H. Blucher, Mr. John C. Bowers, Mr. F.N. Buckingham, Mr. Miles L. Colean, Mr. Ellingson H. Dean, Mr. Earnest F. Fisher, Mr. William D. F.F. Hall, Mr. Harold D. Hyans, Miss Harlean James, Mr. Herbert U. Nelson, Mr. Boris Shishkin, Mr. Allen A. Twichell, Mr. Gardner Wales, Mr. Stewart Weaver, and Mr. Coleman Woodbury

One: Maximum delegation of power to the Commissioners.

Two: Maximum geographical decentralization of responsibility for the programming of war housing and for the execution of the housing program.

In accordance with these concepts, the basic continuing organization of the Office of the Administrator was planned as a small compact staff, equipped to exercise leadership in developing throughout the agency a uniform understanding of national policy and sound administrative procedures.

In reporting to the Bureau of the Budget in September 1942, the formal organization of the National Housing Agency was definitely outlined. 1/ The Office of the Administrator line operations were divided into two parts; one was concerned with formulation and application of policy; the second, with development of modern administrative principles and methodd. The first, the program side of the office, had three principal staff divisions: (a) a Technical Division - concerned with the technology of housing; (b) an Urban Studies Division - concerned with the urban enviornment of Housing and (c) a Research and Statistics Division - doncerned with information for the housing program. The second, the administrative sideof the Office, also had

---

1/ See First Fiscal Budget Estimate for 1943, submitted September 12, 1942 to Mr. Harold Smith, Director of the Bureau of the Budget.

three staff divisions: (a) the Budget Division - concerned with the development of a unified financial program for the agency as a whole; (b) the Administrative Relations Division - concerned from the standpoint of personnel, organization, training and procedures, with administrative relations between the Office of the Administrator and such others as the constituent units, other Federal agencies, state and local housing authorities, and various and sundry public bodies involved in the housing program; and (c) the Administrative Services Division, - responsible for internal housekeeping services.

A third aspect of the Office of the Administrator involved Homes Utilization Programming for which there existed the Homes Utilization Division. Three staff units were incorporated: (a) a General Counsel for legal services, (b) a Special Assistant to the Administrator for continuous attention to the interests of the public in the housing program, and (c) a Special Assistant Advisor, for advice as to racial relations problems. 1/

1/ See NHA General Order No. 21-1, dated November 27, 194 , "Organization of the Office of the Administrator," and revisions. These give structural relationships and functional statements. For lists of Principal Personnel in the Central Office of the Office of the Administrator, see NHA Memorandum No. 21-1 and revisions. See also organizational charts prepared by Administrative Services Division

The Administrator, on May 29, 1942, established ten regional offices. 1/ These were made to correspond roughly to the regions of the War Production Board because of the major role played by that agency in determining the nature of the housing problem. Within the war housing programming budget, in addition to the regions, it became necessary to create a small staff in Washington to maintain relations with other Federal agencies whose activities affected the housing program.

Very few radical major changes were made subsequently during the course of the war housing period. Such changes as were made are broadly sketched in the following paragraphs:

During fiscal 1943 two major organization changes were accomplished. The first of these was the establishment of the new Program Review and Clearance Division. The Program Supervisor was made its Director and as such was directly responsible to the Assistant Administrator (Program.) The Division incorporated the Locality Analysis Section of the Research and Statistics Division with that portion of the immediate office of the Assistant Administrator (Program) concerned with

---

1/ Administrator's Order No. 6, dated May 29, 1942, also Staff Memorandum, SM-17, Revised, dated July 23, 1942. See also, Infra, discussion on regional offices

scheduling and expediting programming operations.

The second major change in organization during fiscal 1943, was the establishment of the Homes Use Service, to replace the Home Utilization Division. An Assistant Administrator (Homes Use Service), was set up to accomplish the opening or conversion of space in existing structures to meet the housing need for war workers.

During fiscal 1944, the position of Assistant Administrator (Operations) was created. The Homes Use Division, the Program Review Division, and a newly established Material Requirements Division were placed under it.

The Assistant Administrator (Program) assumed responsibility solely for the formulation of long-run housing policies and basic research. The separation of the responsibilities formerly placed under the Research and Statistics Division resulted in two newly created divisions, the Housing Market Service and the Housing Finance Division. The Technical Division and the Urban Development Division brought the number of divisions reporting to the Assistant Administrator (Program) to four.

During fiscal 1944, too, activities, budget organization, planning, and procedures work previously in the Office of the Administrator were assigned to Administrative Services. The Budget Division and the Administrative Relations Division was relieved of operating responsibilities. They were permitted to devote full time to agency-wide policy and procedure in their respective fields.

The information and public relations activities of the entire Agency was consolidated into an Information Division in the Office of the Administrator.

Regional organization was also reshuffled. Two of the ten Regional Offices were abolished. The area formerly served by the Washington, D.C., Office was divided between New York, Atlanta and the Central Office. The area formerly served by the Cleveland Regional Office was transferred to the Chicago. Several States formerly served by Chicago were transferred to the jurisdiction of Kansas City.

The structure of the Office of the Administrator remained relatively stable during 1945. There were no changes in the major divisional units.

The accompanying chart shows graphically the duration of organizational units within the Office of the Administrator during the years of the war housing program and gives the successor units where transformations occurred. Changes in lines of responsibility may be seen from the series of organizational charts which will appear in the following pages.

DISPOSITION OF DDHC FUNCTIONS IN THE REORGANIZATION OF FEBRUARY 1942

DDHC Functions February, 1942	Proposed Disposition	Office of the Administrator As Found In September, 1942
DDHC Functions Absorbed By The Office Of The Administrator		
Racial Relations	To: OA	Racial Relations Consultant
Legal Advice	To: OA	General Counsel
Information	To: OA	Information Services
Programming	To: OA	Assistant Administrator (Program)
Administrative Planning	To: OA	Assistant Administrator (Administration)
Administrative Services	To: OA	Administrative Services (Division)
Research and Statistics	To: OA	Research and Statistics (Division)
Homes Utilization	To: OA	Homes Utilization Division
Technical Assistance	To: OA	Technical Division
Priority Review	To: OA	Regional Offices
DDHC Functions Transferred to Constituents		
Temporary Shelter	To: FPHA	
Demountable Housing	To: FPHA	
Mass Purchases	To: FPHA	
Priorities	To: FPHA	
DDHC Functions Eliminated		
Cooperative Housing	ABOLISH: give plans to FHA	
Private Construction Stimulations	ABOLISH: give plans to FHA.	
Labor Relations	ABOLISH: use FPHA Services.	
New Functions Set Up In Office Of The Administrator		
		Budget Division
		Urban Studies Division
		Administrative Relations

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

ORGANIZATION OF UNITS WITHIN
THE OFFICE OF THE ADMINISTRATOR

2. The Administrator's Office

The Administrator carried all the responsibilities delegated to him by the President of the United States through Executive Order 9070. To assist him, his initial immediate personal staff consisted of one Administrative Assistant, one secretary and one stenographer. He set up three staff assistants: an Assistant to the Administrator for Information; a General Counsel and a Racial Relations Advisor. He established two line assistants: an Assistant Administrator (Administration) and an Assistant Administrator (Program). In the second quarter of Fiscal 1943, he added a third Assistant Administrator (Homes Use) in his line organization.

At the beginning of Fiscal 1944, Racial Relations Advisor position was eliminated. Somewhat later in the year, a new position of Special Assistant to the Administrator was established.

The Special Assistant relieved the Administrator of many contacts which had to be handled directly by the Administrator's office. He followed up decisions made by the Administrator

to check progress; to organize and supervise the Administrator. He prepared memoranda on his findings to be transmitted to the President, Committees of Congress, the Bureau of the Budget, and others. He studied, for example, the operations of the Committee for Congested Production Areas in relation to housing. He planned for the informal Lanham meetings and other problems with Government-wide implications.

Eventually his work became primarily of three major phases. One involved liaison with Congress in problem areas which had not been routinized. Another involved liaison with labor organizations and private industry and business. The third involved handling correspondence and drafting speeches or policy statements for the Administrator. 5/

In June, 1945, a second Special Assistant position to handle international problems of housing was established.

1/ 1945 Budget Estimates, page 24

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

3. The Assistant Administrator (Administration)

In the immediate office of the Assistant Administrator (Administration) as initially set up, there were a secretary and an administrative assistant. Under his supervision, in addition, there were three staff or auxiliary divisions:

1. The Administrative Relations Division,
2. The Budget Division, and
3. The Administrative Services Division.

The staffs of both the Budget Division and the Administrative Relations Division contained personnel whose primary duties included surveys and analysis of organization, personnel, procedures, training, accounting systems and procedures, budgetary methods and controls, and reporting.

Under the supervision of the Assistand Administrator (Administration), there was thus a small staff of constructive analysts and "trouble-shooters" whose main function was to study administrative problems on an agency-wide basis. Through the Assistant Administrator, and through contact in the constituent agencies, they were to knit the National Housing Agency together gradually into a well integrated and unified administrative organization.

The major functions of the Assistant Administrator (Administration) revolved about the development and coordination of an overall administrative management program in the National Housing Agency. 1/ He was responsible for management affairs, including

---

1/ 1945 Budget Estimates

financial programs, personnel policies and programs, and organizational and procedural plans throughout the Agency, and supervised the activities of the three divisions under him.

In addition to coordinating these, the Assistant Administrator (Administration) spent considerable time working with top management officials in the constituent agencies, promoting effective cooperative administration of the housing program. He was in constant touch with the Administrator and represented him at conferences and meetings, both within and outside the Agency. He reviewed or signed all assignments and allotments. 1/ He directed the preparation, and assisted in the presentation of, material for Lanham Act Hearings.

In the Fiscal 1945 Budget, one new position was added in the Office of the Assistant Administrator (Administration) that of a General Assistant. The staff member was taken from the Administrative Relations Division in which a reduction in personnel was thus made. This Assistant was to gather information to follow upon decisions, participate in policy conferences, to serve as contact points for division heads, to handle telephone calls in interviews, and to prepare letters and memoranda for the Assistant Administrator in defined fields.

1/ Heretofore, the Administrator himself had reviewed and signed all allotments of funds. Now at this stage he passed the function over to the Assistant Administrator (Administration)

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

4. Assistant Administrator (Program)

The Assistant Administrator in charge of Programming was given in late 1942 immediate responsibility for the program or policy side of the Office of the Administrator. Four divisions were under his immediate supervision. These were:

1. The Research and Statistics Division,
2. Statistical Division,
3. The Urban Studies Division, and
4. The Homes Utilization Division.

His initial responsibilities were two-fold. One was the continuous formulation of a national housing policy program to be recommended to the Administrator. The other was direct supervision over programming of war housing for some five hundred war production areas, both in the Washington office and the regional office.

The first of these responsibilities was considered basic to the fundamental operations of the National Housing Agency. The second of these responsibilities was expected to expire at the conclusion of the War Housing Program.

The locality housing program and the private priority quota memoranda prepared in the field were reviewed in the light of the technical information available from the staff division. Form and contents were reviewed by the Research and Statistics Division. The validity of the economic analysis by the Urban Studies Division and the recognition of local planning considerations were reviewed. The Racial Relations Advisor examined racial problems.

The immediate Office of the Assistant Administrator maintained complete records of control

the status of locality housing programs and private priority quota memoranda for each war production community. The processing and review of these basic documents often involved a variety of relationships between the Office of the Administrator and the FPHA, the FWA, the SPB, Maritime Commission, and Army, the Navy, the FWA, the Office of Defense Transportation, and other Federal Agencies. The Assistant Administrator (Program) aided the National Housing Administrator in determining which agencies should actually build houses. These were, for choice, the War Department, the Navy Department and the FPHA. The Assistant Administrator's immediate office had the responsibility for the proper transmittal and assignment of programs approved for execution by the Administrator.

In the immediate office of the Assistant Administrator, September 1944, there was a staff of twenty-seven persons, including the Director of Regional Relations, and three regional advisors. These regional advisors dealt with problems larger than the jurisdiction of any single regional representative. Expansion of a war plant involving branches in more than one district, for example, required a coordinated program. Senator's Congressmen, representatives of the Army, Navy, or War Production Board, delegations from organizations, and individuals contacted the Washington Office with requests of complaints. The bulk of these activities were delegated to the regional advisors. In addition, they performed several control and expediting functions. They followed up on program assignments. They answered requests for information, if

the could, without referring them to the regional offices. They reconciled programs questioned by the Central Office Staff Divisions. In cases of extreme urgency, they wrote entire programs. They serviced the Regional Offices, for example, when information available only in Washington was needed, they furthered the interchange of helpful ideas and procedures between regions, and they kept the regions informed of all new procedures, policies, or other developments of interest. 1/

In December of 1943, there was a reorganization which freed the Assistant Administrator (Program) from operating responsibilities. There were transferred to a newly created Assistant Administrator (Operations). The Assistant Administrator (Program) became free to devote himself to the director of post-war planning and research in housing needs.

A reorganization of his divisions gave him supervision of the Technical Division, the Housing Finance Division, the Urban Development Division and the Housing Market Service. His own immediate office still consisted of himself, an assistant, and two clerical positions. 2/

1/ See Organization Chart dated September 9, 1942

2/ 1945 Budget Estimates

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

5. Assistant Administrator
(Homes Use Service)

The Homes Use Program was a continuation of the Homes Utilization Program which had been carried over from the Division of Defense Housing Coordination. Under a Director, the Homes Utilization Division functioned with an Assistant Director for Reconditioning, a Homes Utilization Advisor, a Housing Committee Advisor, Homes Utilization Advisor in Washington and Supervisors in the Field and War Housing Centers. In October, 1944, the Administrator brought in as Director of the Homes Utilization Division, the Executive Director of the Council of State Governments in Chicago. Shortly after his arrival, the Office of the Assistant Administrator (Homes Use Service) was created.

The formal organization of the Assistant Administrator (Homes Use Service) consisted of the Assistant Administrator and a Principal Executive Assistant. Two divisions were set up. These were: the Conversion Division, with a Technical and an Operations Section. The Homes Registration and Procurement Division, with three sections: a. Homes Registration Procedures Section; b. Community Participation Section; c. Senior Homes Utilization Section. The regional Homes Supervisors and War Housing Centers continued.

At the end of 1944, there was a change in incumbents. The name of the office changed to Assistant Administrator (Homes Use). A Development Division replaced the Conversion Division and the Homes Registration and Procurement Division disappeared. The position of

Assistant Administrator (Homes Use) continued through calendar year 1943 at the end of which the office disappeared and the function was transferred to the Assistant Administrator (Operations).

The accompanying chart shows graphically the details of organization at various periods of the war housing program. It shows the shrinkage in status and stature of the overall Homes Use Program as the war ran its course.

The details of the war housing program operations are discussed in a subsequent section of the Hisotry.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME
COLUMN:

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

6. Assistant Administrator (Operations)

The Office of the Assistant Administrator (Operations) was set up in December, 1943 to supervise the actual programming operations responsibility for which had previously resided in the Assistant Administrator (Program). 1/

Provision had been made in the 1945 and 1946 Budgets for a Deputy Assistant Administrator (Operations), but the position has thus far never been filled.

1/ See "Assistant Administrator (Program)" Supra, page 30

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

COHEN:it 10-3-45

ORGANIZATIONAL DEVELOPMENTS OF INFORMATION SERVICES

BEFORE REORGANIZATION of 1942	AFTER ESTABLISHMENT OF NHA		
February, 1942	September 9, 1942	April 7, 1943	January 1, 1945
DDHC: Information Advisor (OEM)	OA-NHA: Assistant to the Administrator (Information)	OA-NHA: Director of Information	OA-NHA: Director of Information
Special Assistant in Charge of Public Relations	Publications Section	Publications Section	Publications Section
FHA: Public Relations Division (Washington)			
Public Relations Division (Field)	Staff Reduced	FHA Section	FHA Section
Education Division			
FHLBA Public Relations Division		FHLBA Section	FHLBA Section
		FHLBA Review Section	FHLBA Review Section
FPHA: (USHA) Information Division	Unit Dissolved; Replaced by an Inquiry Section	FPHA Section	FPHA Section
		News Section	News Section
			Service Section
			Community Relation Section

* Public Law No. 630, Seventy-Seventh Congress, Second Session

COHEN:it 10-3-45

ORGANIZATION OF THE INFORMATION DIVISION

DDHC		NATIONAL HOUSING AGENCY		
10-29-41	11-24-41	9-9-42	4-7-43	1-1-45
	Special Assistant to the Coordinator	Assistant to the Administrator (Information)	Director of Information	Director of Information
Information Advisor				
				Deputy Information Director
Assistant Information Specialist				
		Publications Section	Publications Section	Production Section
				Service Section
			News Section	News Section
			Homes Use Service Section	
FHLBA Public Relations Division			FHLBA Section	FHLBA Section
			FHLBA Review Section	FHLBA Review Section
USHA Information Div.		Unit Dissolved; Inquiry Section	FPHA Section	FPHA Section
FHA Public Relations Div (Washington)			FHA Section	FHA Section
FHA Public Relations Div. (Field)			Field Section	
FHA Education Div.				Community Relations Section

7. Information Division

Under the DDRC, the information functions were performed in part by the Office of Emergency Management and, in the specialized requirements for DDRC, by its own Information Office. This office was headed by a Special Assistant to the Coordinator (Howard Acton). 1/ Its functions included preparing and disseminating news release and other informational features, publicizing specific housing progress, informing especially interested individuals and public and private agencies, consulting on public relations and reviewing and approving all public releases, liaison with press and radio, analyzing news and other coverages in order to advise the Coordinator reviewing speeches.

In the Reorganization of 1942 the information functions was retained in the Office of the Assistant to the Administrator (Information) (King).

The initial organization of the Office of the Administrator provided for an Assistant to the Administrator (Information) who was

---

1/ The Office was composed of seven persons, including the Special Assistant to the Coordinator, two professional employees and four administrative and clerical employees. (CAF-1[illegible], CAF-7, CAF-6, CAF-3, P-5 and P-5).

to assist the Administrator in reporting and interpreting the activities of the National Housing Agency to the public. 1/

The duties, responsibilities and authority of the Information Director as well as the establishment of the organization of the Information Division were announced in General Order No. 21-17, approved March 19, 1943.

The Information Director acted as the Administrator's advisor on matters affecting public relations and public information. He reported and interpreted the activities of the NHA or any of its constituent units for the information of the public. He organized and supervised information activities on behalf of progress of the National Housing Agency, conformed to the approved policy of the Agency and to the regulations of the United States Government governing such public statements.

The Information Director prepared or reviewed articles and news stories for release or publication. He represented the NHA or its constituent units on matters related to public informational activities. On this subject, he was responsible for most relationships with Congress, Office of War Information, Bureau of the Budget and other Federal agencies.

1/ NHA General Order No. 21-1, Approved November 27, 1942. See also General Order No. 21-1B, Approved February 21, 1944

He represented the National Housing Agency in all official relations with the press and advised and assisted in such relationships. He furnished an information service to the Office of the Administrator and the constituent units adequate for their operating requirements. He prepared and published annual and other reports of operations. Publications, annual reports, were reviewed by him.

It was his responsibility to organize and supervise educational activities including the preparation of circular letters to the public, posters, bills and pictures, etc. He was responsible for the official participation of NHA in exhibits for the development of material for radio distribution of all news digests and summaries originating within the agency, for requesting the employment of transmitting services, reviewing and maintaining all general and special mailing list used for the distribution of NHA official releases and publications.

The regional representatives and the various divisions of the Office of the Administrator and the constituent units of the National Housing Agency were instructed to prepare and develop the information and reports he needed for informational purposes in accordance with his directions and within the time he indicated. On the other hand, he was to issue memoranda and operating instructions and initiate, for the approval for the Administrator, such general orders and regulations as he deemed necessary for the efficient performance of his duties.

On February 1, 1943, the Director of HOLC Information was transferred to the Office of the Administrator. By the middle of April

(April 14, 1943), the consolidation of information services was completed with the transfer of selected personnel from the various constituent units to the newly reconstituted Information Division.

In the reorganization of the Information Division, all information services were consolidated in the Office of the Administrator. Sections were established in each of the three constituent agencies. The Information Service eliminated its own field staff. It sought instead to help operating officials to handle their own public relations problems. Three persons transferred from the Homes Use Division were added as the Community Relations Section.

The consolidated of the information activities resulted in a net savings of approximately $60,000 annually.

The organizational chart at the beginning of the discussion reflects the structural composition and changes of the Information Division since its inception. A more elaborate verbal description of the organization of the Information Section is contained in the "Information Functions" prepared by Miss Helen C. Monchow in July 1943. 1/ The actual operations of the Information Division are discussed in a subsequent section.

1/ It was prepared for the Regional Survey of NHA by Loren Miller in July 1943

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

GENERAL COUNSEL'S OFFICE

	JFMAMJJASOND 1942	JFMAMJJASOND 1943	JFMAMJJASOND 1944	JFMAMJJASOND 1945
General Counsel	xxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Program Servicing Section	xxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Legislation and Litigation Section	xxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Codification and Legal Studies Section	xxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx

Office of the General Counsel --
Organization and Functions

The Office of the General Counsel supplied over-all legal services to the National Housing Agency. The General Counsel did not himself employ a staff large enough to perform all legal activities of the Agency. He looked to the aid and cooperation of the chief legal offices of constituent agencies and their staff. These legal staffs were available on a cooperative basis for the development of an integrated program of legal services for the entire agency. 1/ His own office was divided into four sections: (1) Program Service Section; (2) Legislation and Litigation Section; (3) Codification and Legal Studies Section; and (4) Legal Standards Section.

The constituent units of the National Housing Agency continued to perform all the legal functions arising in the normal flow of their immediate operating program. This embraced the many legal questions arising in the ordinary administration of those programs. With respect to such legal questions, there was no supervision or direction from the Office of the General Counsel. The chief legal officers of the Constituent agencies continued to be directly responsible to their respective commissioners.

1/ See NHA-General Order No. 21-2, Effective October 19, 1942: "Organization --Duties and Responsibilities of the General Counsel and Organization of the Office of the General Counsel".

Insofar as practicable, positions in the Office of the General Counsel were filled without increasing the total legal personnel of National Housing Agency. During fiscal 1943 and 1944, more than twenty positions, with salaries aggregating more than $63,000, were eliminated from the legal staff of the constituent agencies by consolidation of legislative functions in the Office of the General Counsel, or by transfer of personnel from a constituent to fill a vacant position in the Office of the General Counsel with an agreement that the position vacated in the constituent would not be filled. (This method and policy was a very effective way of securing centralization and integration of a function with a minimum of dislocation).

The actual decisions, public regulations and legal services rendered during the General Counsel's office will be reviewed in a subsequent section.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

The Office of the Racial Relations Advisor

The racial relations function was inherited from the Division of Defense Housing Coordination. In the Office of the Administrator, it appeared as the Office of the Racial Relations Advisor, a unit of five persons reporting directly to the National Housing Administrator. Its major purposes were to acquaint the Administrator with the problems which arose relative to minority groups and their needs for housing, to prepare basic racial policies and procedures for the Agency, and to follow up their application in the various regional offices through correspondence and field trips. Particular emphasis was placed on the Negro minority group.

The Advisor interpreted to the Administrator the thinking and philosophy of Negro leadership and organization with regard to racial discrimination and segregation in housing. He maintained contacts with Negro organizations and Negro leadership and interpreted the policies of the National Housing Agency to them. He investigated charges of racial discrimination. He sought to stimulate private enterprise to produce homes for Negroes in critical war areas. This involved personal contacts with financiers, builders, and various governmental agencies. He made special efforts to broaden Negro use of the services of the Federal Home Loan Bank Board and the Federal Housing Administrator. 1/

1/ Fiscal 1943 Budget, page 98

Initially, the real problem centered about the utilization of locally resident Negro labor as an alternative to building houses with critical materials for in-migrant whites. When the local Negro labor supply was fully utilized in an area, the problem shifted to the provision of housing for additional in-migrant Negro war workers. Then the Advisor on Racial Relations found it necessary (1) to stimulate the preparation of locality studies and general data on employment, in-migration, housing conditions, and housing needs of Negro war workers; (2) to stimulate a common understanding by the NHA staff of the racial aspects of the housing program, and the effective application of the program in the light of racial problems involved; (3) to develop studies on the Homes Utilization problem affecting Negroes and to consult with the proper agencies and individuals on the effective means of securing wider use by Negro workers of existing housing in critical areas; (4) to develop data for periodic releases to the Negro press on the work of the National Housing Agency as it concerned Negro people.

In 1943 special problems in tenancy arose in new public construction, and also in occupancy of vacant rooms or existing dwelling units registered with the war housing centers. It was necessary to make special efforts to induce private owners to make better housing facilities available to the Negro, the Mexican, and the Chinese.

On this phase of the program, the Racial Relations Consultant expected to work through the FHA and the FSLBA and to cooperate also

with the Racial Relations personnel in FPHA, which was concentrating mainly upon racial relations problems arising in the management of public war housing projects.

However, in fiscal 1944, the Office of Racial Relations Consultant was eliminated, its functions altered, and its remaining personnel assigned to the Research and Statistics Division. It disappeared from the Office of the Administrator. 1/

The reasoning behind this move seems to have been the desire to conform to the expressed will of Congress where an amount of money exactly equal to the cost of the racial relations functions was deducted from the proposed appropriation. There was indeed, also within the Office of the Administrator, the more general administrative principal of diffusing responsibility for a general policy such as non-discrimination against racial minorities throughout the operating personnel rather than isolating it in a specialized staff. 2/

Consequently, the Office of Special Advisor disappeared and the technical competence of its remaining staff members was utilized in other functions in the Research and Statistics Division.

1/ Page 38 of the General Administration 1945 Budget Estimates.

2/ Based on discussion with Assistant Administrator (Administration) June 11, 1945

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

ADMINISTRATIVE RELATIONS DIVISION

	JFMAMJJASOND 1942	JFMAMJJASOND 1943	JFMAMJJASOND 1944	JFMAMJJASOND 1945
Office of the Director		xxxxxxxxx		
Procedures Officer		xxxxxxxxx		
Organization and Procedures Officer			xxxxxxxxxxxx	
Organization Officer		xxxxxxxxx		
Personnel Officer		xxxxxxxxx		
Training Officer		xxxxxxxxx		

ADMINISTRATIVE RELATIONS DIVISION

At the time of the February reorganization there existed in the DDHC an Administrative Planning Office under the direction of a Principal Administrative Analyst. With the advent of the Administrator, the Administrative Planning Office was retained in the new structure. The Principal Administrative Analyst, reported to the former Deputy Coordinator who forwarded to the Administrator its recommendations for the internal reorganization. Towards the end of Fiscal Year 1942, the Principal Administrative Analyst joined the military forces.

In planning the Budget for Fiscal 1943, the functions of the Administrative Planning Office were coordinated with other planning functions in the proposed Administrative Relations Division.

The Administrative Relations Division, as initially proposed was to be responsible to the Assistant Administrator (Administration) for the formulation of over-all policy with respect to the administrative staff functions of the NHA. Its responsibilities included the development of standards of performance and the review of the adequacy of actual performance with respect to personnel, training, organization and procedures. It was to develop and maintain relationships with constituent agencies, other Federal agencies affected by the housing program, state and local housing authorities and other public bodies. It was to develop, on a cooperative basis, an integrated personnel program for the agency as a whole, sound organization and procedures, and an effective and comprehensive training program.

There was to be set up under the Director of Administrative Relations, a small staff of

specialists. Each of these was primarily responsible for a particular staff activity.

The Organization Officer was to review proposals for organization changes which effected two or more constituents. He was to investigate proposals for the organization of new activities. He was to make detailed studies of the regional operations of constituents. The Organization Officer's early responsibilities actually centered upon the development of the Homes Utilization Program through the utilization of the available resources of the constituent units, upon the drafting of a general order establishing the basic structure of the Office of the Administrator and upon the organization of legal services in the Agency as a whole. 1/

The Procedures Officer was to review proposals for new activities or changes in existing activities. He was to determine the procedural modifications inherent in the proposals and to recommend such changes in procedure as were necessary. He was to review existing procedures of the constituent agencies.

The Personnel Officer was to establish sound cooperative relations among the principal administrative officials and among the personnel officers of the constituents for the development of an integrated personnel program for NHA as a whole. He was to assist the Director

---

1/ Page 110, Budget Estimate, Fiscal 1943

of Administrative Relations in advising the Administrator on all appointments in the constituent agencies to positions carrying a compensation of $6,500 or more. He was to represent the NHA as a whole in its broad relations with the Civil Service Commission and the Council for Personnel Administration.

There was in the fall of 1942 an urgent need for giving concentrated attention to a joint recruiting program for the Agency. The Office of the Administrator and one of the constituents were activiely recruiting personnel while the other two constituents were faced with probelms of contraction in staff, 1/

Thr Training Officer was to assist in establishing a comprehensive training program and in determining the in-service training needs of the Agency, He was to establish relations between the Agency and educational institutions with respect to the establishment of courses and educational programs designed to prepare for government service in the housing field. Training was seen to be a major problem in the maintenance of a competent staff during the period of extreme manpower shortages.

The Administrative Relations Division was intended to represent the highest technical authority within the NHA on matters relating to staff activities.

1/ Budget Estimates, Fiscal 1943, page 111

of administrative authority in matters for
accountability for all equal treatment in the
constituent agencies of political activity
a compensation of $6,000 or more. He was to
participate the MLA as a whole in the broad
relations with the civil service commission
and the Council for Personnel Administration.

There was in the fall of 1[illegible] an urgency
for giving consideration attention to a joint
recruiting program for the agency. The latter
of the administration and on the committees
were actively recruiting personnel while the
other two committees were faced with problems
of cost reduction in staff. 1/

Mr. Harding Miller was to assist in achieve-
ment of a comprehensive training program in
determining the training needs of
the agency. He was to establish relations
between the agency the educational institutions
with respect to the curriculum of courses and
educational programs designed to prepare the
government service in the Virgin Islands.
Training was seen as a major problem in the
maintenance of a competent staff during the
period of extreme manpower shortage.

A more effective relation between the
Budget Bureau and the agency budgetary
authority within the VI was matters relating
to staff activities.

1/ Budget Bureau, Fiscal Year [illegible], page [illegible]

The Organization Officer

The actual staffing of this division, the recruitment, proceeded slowly. The initial appointment - of an Organization Officer was not made until August, 1942. Some six weeks later, the Procedures Officer was appointed. The Personnel Officer came in in Spring of 1943. The Training Officer was first appointed in the middle of August, 1943. Only in January, 1944 was the Training Officer appointed as the first Director of the Division. Then the Procedures Officer was transferred to the position of Assistant to the Assistant Administrator (Administration) and his functions were assumed by the new Organization Officer, which left the vacant position unfilled. The actual achievements of the Division will be presented in a subsequent section.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

DURATION OF UNITS IN ADMINISTRATIVE SERVICES DIVISION

Administrative Services Division	1942 JFMAMJJASOND	1943 JFMAMJJASOND	1944 JFMAMJJASOND	1945 JFMAMJJASOND
Office of Director	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Mail and File Section*	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Files Unit	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Mail Room	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Messenger Service	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Finance Section	xxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Payroll Unit	xxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Audit Unit	xxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Accounts Unit	xxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Budget Unit	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Budget and Procedures Section			xx	xxxxxxxxxxxx
Personnel Section	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Stenographic Pool	xxxxxxxxx	xxxxxxxxxxxx#	############	############
Office Service Section**	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Procurement Unit	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Duplicating Unit	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Travel Unit	xxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
Homes Use Service				xxxxxx

* These existed under DDHC

** This paralleled the Messenger and Labor Unit in DDHC

\# Indicates that Stenographic Pool was placed under the Personnel Section

The Administrative Services Division

The Administrative Services Division was transferred from the DDHC. Its functions, however, were expanded and the nature of its activities broadened. Whereas formerly it had consisted of a supervisory staff and three units, Messenger and Labor, Mail and Files, and the Stenographic Pool, in the Office of the Administrator, it was enlarged by the addition of a Personnel Section and a Finance Section.

As set up for fiscal 1943, the Administrative Services Division was responsible to the Assistant Administrator (Administration). It performed the usual housekeeping functions for the Washington Office and handled all accounting, procurement, travel, and personnel matters for the ten regional offices in which none of these functions were performed. 1/

A sharp line was drawn initially between the line or operating functions of sections of the Administrative Services Division and the staff functions of parallelling analysts in the Budget Division.

The Finance Section, for example, did all the auditing and payroll work. It maintained all operating accounts for the Office of the Administrator. The Accounting Officer, on the other hand, had no immediate operating responsibilities. He was a constructive analyst who studied accounting procedures and made installations in the Offices of all constituent units. The Finance Section operated all the budgetary

---

1/ Fiscal 1943, Budget Estimates, page 122

controls of the Office of the Administrator. The Budget Division, in contra-distinction, merely prepared the budget for the Office of the Administrator and then turned it over to the Finance Section for operation and control. It was the Finance Section, however, which maintained allotment ledgers for each NHA appropriation fund. It posted all administrative obligations incurred. It maintained controls on requests for allotment of funds. It set up budgetary control accounts; made allotments to divisions and regional offices for administrative expenses; and reviewed for budget availability all requests for personal services and purchase requisitions. It checked encumbrances, authorized and prepared monthly operating statements and complete budgetary control statements.

The auditing activities of the Finance Section included the final examination and review of all vouchers processed by the Office of the Administrator. It handled all adjustments and conducted investigations. It prepared all correspondence pertaining to exceptions and comments from the General Accounting Office. 1/ It prepared Washington and regional payrolls, and all payroll correspondence. It maintained leave, retirement, and bond records. It distributed checks, handled cancellation of checks, and refunds. It prepared reports for the Civil Service Commission on retirements, appointments and separations.

The Personnel Section of the Administrative Services Division had primary responsibility for the administration of all personnel matters. These included the selection, employment, classification, transfer, promotion

---

1/ Budget Estimates, Fiscal 1943, page 123

and demotion of personnel and other related personnel operations. The distinction, here again, between this work and that of the Personnel Officer lay in the fact that the latter had no operating responsibilities. His function was to develop an overall personnel policy and program for the Agency as a whole.

The Office Service Section was made responsible for space control, furniture moves, building maintenance, procurement, property accounting, duplicating and printing, travel, stock room control, and miscellaneous services for the Washington and ten regional offices. A large part of the duplicating work, the issuance of field supplies, and some other types of services were actually performed by constituent agencies. The Office Service Section in these instances merely performed a control function.

The Mail, Messenger and File Section was responsible for receiving, recording, distributing all mail addressed to the Office of the Administrator. It maintained a follow-up on disposition of important documents. It checked and dispatched outgoing correspondence. It maintained the central files, operated a messenger service and provided a chauffeur for the Administrator and other officials on necessary business assignments.

The Stenographic Pool was responsible for supplying all necessary auxiliary stenographic services for the Office of the Administrator and for establishing and operating a training program for typists and stenographers. It did three things:

handled over-flow work of a stenographic nature, including stencil cutting, dictaphone transcribing and copy work. It provided substitute personnel for those absent on sick or annual leave. It trained inexperienced stenographic personnel. 1/

A more detailed account of the activities and accomplishments in the field of administrative services is given in Part III, Section 3, "Administrative Operations". 2/

1/ Ibid, page 122 ff

2/ See Infra., pages_____ff

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

BUDGET DIVISION

There was no Budget Division functioning within the newly organized Office of the Administrator until June, 1942 when the first position in that Division was filled. 1/ The Director of the Division was appointed in July, 1942. He proceeded to feel his way cautiously in his relations with the constituent units. A formal meeting was called with the fiscal officers of the several constituents at which the Assistant Administrator (Administration) presided. The groundwork for cooperation between the constituents and NHA was laid. The primary concern of the Budget Division during the first several months of its existence, however, was the preparation of a Budget for 1943. The Reorganization had resulted in a situation where there was no budget at all for the current fiscal year and the first energies of the Budget Division went into drafting and submitting one to the Bureau of the Budget. 2/

In the Budget for Fiscal 1943, the Budget Division was declared primarily responsible for developing an integrated financial program for the NHA as a whole, for developing and installing improved budgetary and accounting practices in the constituent units of NHA for the formulation and development

---

1/ Israel Kafkind took office in June, 1942

2/ See note on "Interview with Mr. Hillhouse, November 22, 1943," filed by Miss Helen C. Monchow.

of standard performance units and costs; for overall planning and coordination of reporting procedures for management control purposes; for recommending improved uses for internal and external reports; and for the analysis of the expenditure implications of current and proposed programs. 1/

In cooperation with the constituents unit in early 1942, the Division made a special study of the accounting problems created by the consolidation of construction activities formerly carried on by several agencies. At that time, it was also planning and developing coordinated reporting procedures so that a clear picture of the progress of the NHA would be currently available to the Administrator and the various public authorities concerned.

The Division's principal over-all responsibility was to study the financial progress of the Agency as a whole and to make recommendatio s to the Administrator. In performing this function, the Division reviewed the Budgets of the Office of the Administrator, the FPHA, the FHA, and the FHLBA. It assisted the Administrator in using these budgets as a tool of control, and as a means of rendering accountability to the Congress for effective and proper use of the funds appropriated or otherwise available for expenditure by the Agency.

It claimed to be the focal point for cooperating with the channelling requests and suggestions by the Bureau of the Budget, the General Accounting Office and the Treasury Department. 2/

1/ Page 116 of Fiscal Budget for 1943

2/ Ibid. Page 118

In November, 1942, the duties and responsibilities of the Budget Officer were defined. He was made responsible under the general direction of the Assistant Administrator (Administration) for studying the financial progress and operations of the NHA and for making recommendations thereon. He was to advise on budgetary policy and problems, to review actual expenditures and requests for additional funds, to assist in preparation and presentation of constituent budget estimates to the Bureau of the Budget and the Congressional Appropriation Committees, develop and install a uniform and comprehensive fiscal reporting system, stimulate original fiscal studies, represent NHA on budgetary and fiscal matters in relations with the Treasury Department, the Bureau of the Budget, other Federal agencies and local and private agencies. 1/

His powers were quite broad. He was to have access to all records of the Office of the Administrator and of the constituent agencies. Information requested by him was to be prepared and developed by the several agencies in accordance with his directions and in the manner and within the time indicated by him.

The actual organization of the Budget Division was not indicated at the time. It was to "Consist of such professional technical and clerical personnel" as would be "authorized by the Assistant Administrator (Administration), subject to the limitation of available funds."

1/ NHA General Order No. 21-8, Approved November 24, 1942

In April, 1943, a chart of the Budget Division showed it organized into an Office of the Director, an Accounting Officer, an Estimates Officer and a Senior Administrative Analyst. 1/

A chart showing the proposed organization as of September 9, 1942, indicated a Budget Officer, and three sections: Accounting, Estimates and Reporting. This same organization is reflected in a functional chart dated April 7, 1943.

In June, 1944, there was a reorganization of functions which changed the name of the Division to the Budget and Accounting Division. 2/

In the Budget Division, actually, the staff was so small and the relationships so intimate, that it was possible for the incumbents of various positions to cooperate on projects when they needed to. Assignments were made to the individuals who were either free at the time or considered especially well qualified. The Assistant Administrator (Administration) knew two of the three professionals under the Budget Officer from his experience in Kansas City. He was able to secure their services for assignments in which he considered them particularly qualified.

1/ See Chart of Budget Division issued April 7, 1943, Administrative Relations Division

2/ See NYA General Order No. 21-8A, dated _____

Officially, there were three Sections, Accounting, Estimates and Reporting. Actually, there was team work and a work procedure whereby assignments were made to specific projects as need arose. It may well be that the Assistant Administrator (Administration) was able to compensate for the lack of personnel in the Administrative Relations Division by using the skills he knew to exist in the Budget Division.

When the men in the Budget Division moved out, one to the Navy and another to a constituent unit, then the more formal planned relationships were resorted to.

BUDGET DIVISION

	1942 JFMAMJJASOND	1943 JFMAMJJASOND	1944 JFMAMJJASOND	1945 JFMAMJJASOND
Budget Officer	xxxxxx	xxxx		
Director		xxxxxxxx	xxxxxxxxxxxx	xxxxxxxx
Assistant to Budget Officer	xxxxxxxx	xxxxxxx		
Accounting	xxxxxxx	xxxxxxx		
Estimates	xxxxxxx	xxxxxxxx		
Reporting	xxxxxxxx	xxxxxxxxxx		

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

	1942 JFMAMJJASOND	1943 JFMAMJJASOND	1944 JFMAMJJASOND	1945 JFMAMJJASOND
Director	xxxx	xxxxxxxxxx		
Principal Research Analyst	x			
War Housing Disposition Section	x			
Principal Urban Analyst	xxx	xxxxxxxxxxx		
Principal Transportation Engineer	x			
Chief Advisor on Transportation and Community Facilities	xxxxxx	xxxxxx		
City Planning Section	x			
Urban Planning Section	x			
Urban Planning Analyst	x			

The Urban Studies and Urban Development Divisions

The Urban Studies Division was a new unit in the Office of the Administrator. When first described in September 1942, it was seen as having an immediate and a long-run function to perform. 1/

Its major activities were anticipated to involve:

(1) Providing assistance to the Administrator in the formulation of the National Housing Agency and Policy Program, as related to urban development and specifically to Transportation, Water supply, Sewage disposal, Recreation facilities, Education facilities, Public utilities, and Other quasi-public services.

(2) Responsibility to the Administrator in relationships with other Federal agencies such as the FWA, the ODT, the ODHWS, the NRPB, the Plant Site Board of the SPB, and other agencies concerned with the facilities and services necessary to the housing program.

(3) Representation of the Administrator in relations with constituent agencies to bring about a uniform approach to urban planning and development, as it affected housing.

1/ Budget for fiscal 1943, page 56. See also NHA General Order No. 21-5, Approved November 24, 1942

(4) Advice and assistance to NHA Regional Offices in the area of its functions.

(5) Maintenance of liaison in Washington with ODT and OPA, with regard to public transportation and rubber rationing.

(6) Studies and recommendations with respect to post-war periods. 1/

Only one section, the City Planning Section, was established in fiscal 1943. Advisors on both facilities and transportation and post-war problems were added to the staff of the Division. It was anticipated that in the post-war period these advisors would become the nucleus for two additional full sections. In addition to advising the Regional Offices it often furnished expert assistance to the FPHA in the site selection process.

The Advisor on Facilities and Transportation contacted the ODT and serviced the regional offices at the inception of the programming process primarily. He contacted FWA on the subject of utilities, school buildings, and hospitals. The Advisor on Post-War Problems was concerned with the policy of advantageous disposition of war housing. He was interested also in the subject of rehabilitation of slums and blighted areas, and the formulation of long-range programs of housing and city building.

1/ NHA Memorandum No. 13-1, Approved June 7, 1943. "Urban Planning--Services of Urban Studies Division Available on Field Problems."

Because the work of the division covered such a broad field and involved such a number of specialized abilities, it was impracticable to attempt to include on the division staff persons who possessed all such abilities. Extensive use was made of a number of temporary consultants on a per diem basis, each one serving for only a short period. 1/

During fiscal 1944, a new section, the War Housing Disposition Section, was established.

The Lanham Act, as amended, Title III, Section 301, contained a specific provision which placed direct responsibility upon the NHA for disposing of war housing "at the end of the war and promptly as may be advantageous under the circumstances and in the public interests." This responsibility involved more than $2,000,000,000 worth of Government-owned property, and required advanced planning. Studies had to be made of the proper organization for disposing of the housing. Ways and means had to be devised to check the Congressional will. Information had to be complied to anticipate the probable housing situation after the war. Consequently, the urban analysts, a municipal housing engineer, and a secretary and stenographer were provided for in the section that was set up.

Assisting with the zoning and transportation problems arising out of conversion activities stimulated by the Homes Use Program continued through fiscal 1944.

As a result of reorganization during fiscal 1944, the name of the Division was changed from Urban Studies to Urban Development Division. It was

---

1/ Ibid. Page 59

given responsibilities for research and for development of agency policies in the following fields:

(1) Land economics and lands use as they affected housing, including the problems of urban re-development and slum clearance, the assembly of land, control over land use and sub-division activities, and the conservation of existing neighboorhood areas.

(2) Local government organizations, services and city planning, as they affected housing including the development of planning technique to enable local governments to coordinate community services, utilities and public works programs with the disposition of war housing and the orderly replacement of temporary housing.

(3) Local taxation, debt and finance, with special reference to the incident of property tax on the cost and locatinnof housing, and the stabilization of local revenues which support essential services to housing.

The Urban Development Division was made responsible for providing advice and assistance to local and State governments, NHA field offices and the constituents. It prepared educational materials and reports of their use. 1/

The principle activities of the Division during fiscal year 1944, consisted of five types:

(1) Assistance in local programming

(2) Preparation for disposition of war housing.

1/ Ibid. page 49

(3) Housing in the municipal economy.

(4) A report on social phases of housing, and

(5) Community planning organization and methods.

For 1945 and 1946 the program anticipated a study of taxation and housing; (2) an examination of land and land problems; (3) consideration of Federal local relationships; and study of the local and Federal administrative machinery necessary to work with the communities in establishing local planning organization, and preparing urban re-development programs; (4) neighborhood conservations; (5) study of social aspects of housing, and (6) programming of H-2 housing construction and disposition. 1/

During fiscal year 1945, there were six major projects for the Division:

(1) Study of alternative methods of acquiring slum and blighted areas for clearance and redevelopment by public and private agencies.

(2) Composition of a manual for the use of local Government officials in preparing housing plans and programs, in planning the disposition of war housing, and in coordinating housing plans with public works, public services and local revenues.

1/ See pages 70, 71, 72, 73 and 74

(3) Continuation of contacts with local and Federal planning agencies, dissemination of information about methods for the orderly disposition of war housing, and examination of proposals for Federal aid to local communities which affected housing and planning.

(4) Preparation of a report on methods for conserving existing middle-age neighborhoods in cities.

(5) Study of methods controlling anticipated post-war urban, suburban booms which might threaten the values of central cities.

(6) Study of the incidence of taxation of the supply of housing. This was designed to reveal areas in which more intensive study on local taxation and finance was needed.

The Urban Development Division as proposed included the Office of the Director, a Land Use Section, a Community Operations Section, and a Local Taxation Section. It was not expected to recruit and fill the Taxation Section during fiscal 1945. 1/

In the General Administration, 1945 Budget Estimates, it was indicated that the functions of the Urban Studies Division could be classified into three principal groups:

(1) Liaison, with a number of Federal Agencies at the Washington level with respect to transportation, community facilities, contracts, and other activities affecting programming action.

(2) Direct service to Division heads and Regional Representatives on programming problems, especially those involving some phase of city planning.

1/ General Administration - 1945 Budget Estimates

(3) Some of the questions arising in planning the disposition of war housing and other post-war problems.

Constant contact was maintained with the Facilities Bureau, Industrial Facilities Committee, and Non-Industrial Facility Committee on the WPB. 1/

During 1944, arrangements were made with the Public Roads Administration for furnishing NHA Regional Offices with copies of transportation maps and with special sheets showing the metropolitan areas and cities. Several regional planning commissioners, such as those in Los Angeles and San Francisco, likewise agreed to supply detailed locality maps showing transportation facilities with relation to war industries and housing projects.

As example of the service rendered to divisions and regional offices, the following may be cited:

In Long Beach, California, Tampa, Florida, and a number of other localities, members of the Division assisted in concluding arrangements for transportation of war workers, which reduced by several thousand units, the number of living quarters otherwise necessary for in-migrants.

A representative evaluated a number of possible sites for Baltimore Negro housing projects on the basis of city planning and transportation considerations.

Composite programming operations were arranged for San Francisco, in which representatives of WMC, ODT, ODWWS, and War and Navy Departments participated with the Urban Development Division, and the Regional

---

1/ General Administration, page 60

Offices of RSA. Similar actions were carried on in other unusual difficult communities, such as Marietta, Georgia, and Beaver County, Pennsylvania. Various bulletins and other publications, digests and bibliographies were issued. 1/

The Division participated at Corpus Christi, Texas along with State, local agencies and private interests in an experiment as to the possibilities of post war disposition with the communities participating on a cooperative basis. 2/

	URBAN STUDIES DIVISION	URBAN DEVELOPMENT DIVISION		
	1942	1943	1944	1945
	JFMAMJJASOND	JFMAMJJASOND	JFMAMJJASOND	JFMAMJJASOND
Office of the Director	xx	xxxxxxxxxxxx	xxxxxxxxxxxx	xxxxxxxxxxxx
City Planning Section	xx	xxxxxxxxxxxx	xxxxxx	
Advisor on Facilities and Transportation	xx	xxxxxxxxxxxx	xxxxxx	
Advisor on Post-War Problems	xx	xxxxxxxxxxxx	xxxxxx	
War Housing Disposition Section		xxxxxx	xxxxxx	
Land Use Section			xxxxxxx	xxxxxxxx
Local Taxation Section			xxxxxxx	xxxxxxxx
Community Operations Section			xxxxxxx	xxxxxxxx

URBAN STUDIES DIVISION URBAN DEVELOPMENT DIVISION

	1942 JFMAMJJASOND	1943 JFMAMJJASOND	1944 JFMAMJJASOND	1945 JFMAMJJASOND
Office of the Director	xx	xxxxxxxxxxxx	xxxxxx######	############
Urban Development Section	xx	xxxxxxxxxxxx	xxxxxx	
Land Use Section			######	############
Local Taxation Section			######	############
Community Operations Section			######	############

This Chart shows the organization within the Urban Studies and the Urban Development Division from 1942 through 1945. The symbol "x" is used to indicate a month or portion of a month under the Urban Studies Division. The symbol "#" is used to indicate a month or portion of a month under the Urban Development Division

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Organization of the
TECHNICAL DIVISION
During the War Housing Program

	1942	1943	1944	194 1945
Technical Division	JFMAMJJASOND-	JFMAMJJASOND-	JFMAMJJASOND-	JFMAMJJASOND
Office of Director	XX-XXXXXXXXXXX-	XXXXXXXXXXXX-	XXXXXX	
Administrative Unit		XXXXXXXXXX-	XXXXXXXXXXXX-	XXXXXX
Controlled Materials Unit		XXXXXXXXXX-	XXXXX	
Industrial Organization Unit			XXXXXXX-	XXXXXX
Housing Standards Section	XX-XXXXXXXXXXX-	XXXXXX		
Site & Dwellings Standards Section			XXXXXX-	XXXXXX
Materials Supply Section	XX-XXXXXXXXXXX-	XXXXXX		
Materials, Utilities, and Equipment Section			XXXXXX-	XXXXXX
Construction Methods Section	XX-XXXXXXXXXXX-	XXXXXX		
Production Methods Section			XXXXXX-	XXXXXX

TECHNICAL DIVISION

The function of technical assistance was transferred from DPWC to the Technical Division in the Office of the Administrator. This Division was divided into three sections: 1/ a Construction Methods Section, a Materials Supply Section and a Housing Standards Section. Through these three, it exercised general supervision and coordinated too, conservation and control of construction materials. It served in a staff capacity to the Federal Housing Administration and the Federal Public Housing Authority.

Its Construction Methods Section investigated materials, conformed to sound structural practice and was carried on at the least possible cost.

The Housing Standards Section was concerned with the effect of standards on minimum requirements for location, designs and construction.

The Materials Supply Section acted as an agent of the War Production Board. It reviewed and approved exceptions to or waivers of certain limitation orders and others and other War Production Board regulations. The Limitation Order L-41, prohibited cross-country shipment of lumber except for Maritime Commission needs. The Technical Division secured an exception to the limitation order so that building could be resumed in the most critical areas.

1/ Fiscal Report for 1943, page 72

The Materials Supply Section determined material requirements of the war housing program. It coordinated and adjusted those requirements in the light of WPB pronouncements as to the supply of critical materials. This enabled the WPB to deal of materials essential to war housing throughout the country. The Materials Supply Section supplied WPB with estimates of the quantity of steel essential to the construction of war housing. It coordinated the procedures for obtaining priority ratings for war housing construction materials. It recommended necessary changes or modifications of these procedures. It served as a source of information to both public and private builders of war housing on the availability of construction materials and on the procedures to be followed in applying for priority assistance in securing such materials.

The Housing Standards Section developed new standards or modified existing ones. It endeavored within the limitations of the situation to insure that there was sound structural practice and that the health, welfare, or morale of war workers were not adversely affected. It acted as a central clearing house on all matters pertaining to standards. It coordinated the work of the various constituent units in the development of model building and plumbing codes. It investigated pre-fabrication of war housing.

The Technical Division found it necessary to supplement its regular staff by utilizing the services of a number of specialists and experts in various technical fields. These were temporary consultants.

A Clearance Unit was established in the Materials Supply Section to expedite estimations of quarterly

requirements of war housing critical materials. This change in organization occurred since the submission of the 1943 Fiscal Budget. 1/

The Chief of the Credit Section in the FHA was transferred to the Technical Division to fill the vacant position of Chief of Materials Supply Section. The former Assistant Director of the FHA Technical Division became Chief Construction Methods Advisor. These personnel changes were in line with the personnel policy of the NHA to take constituent personnel into its own shop.

The work of the Technical Division changed, consequently, due to the change of emphasis in war production. The lumber problem was a good example of this. Early in calendar 1942 the material and manpower situation indicated the desirability that all war housing should be of temporary construction. The basic material for such construction would have been normally good, but later in the year, critical shortage in many wood products developed. It was no longer possible to get exterior plywood, due to the use of urea formaldehyde and phenol formaldehyde glues and resin in glider and airplane construction. The increase in the armed forces demanded wood for the construction of a large number of additional cantonments. The construction of a large number of airports and air bases increased the demand for wood. What had appeared to be an abundant lumber supply early in the year was soon reduced to a critically short supply. It was necessary to revamp the war housing construction program to use a maximum of masonry rather than wood materials.

During Fiscal 1943, the Division gave emphasis to the search for substitute materials. Plans

---

1/ War Housing - 1944 Budget Estimates

and specifications were carefully examined to eliminate non-essential use of metals. Chromium plating, nickel plating, brass and copper were eliminated, or greatly reduced in the early part of calendar 1942. Iron plumbing traps were substituted for brass; iron hardware for bronze; and black iron pipe for galvanized (zinc coated) pipe. Other substitutions included concrete stairs for steel, wood rails for metal, felt asphalt flashing for strip metal, gypsum board lath for metal lath, and cement asbestos pipe for iron sewers and culverts. Among the more unusual substitutes was glass marble hardwood block hinges for house doors. Lighting fixtures were of plastic or glass rather than of brass.

The search for substitutes initiated studies of the possible use of bamboo or wood as a substitute for steel in re-enforced concrete; of plastic materiles as a substitute for steel and cast iron in the manufacture of pipes; of dry ice as a substitute for mechanical and water-ice refrigerators; and of chimney furnaces as a substitute for all-metallic furnaces and ranges.

An important change occurred in another phase of the work of the Technical Division after September 1942. The War Production Board shifted from a priority system to an allocation system for critical materials. After the WPB issued limitation order L-5-D, curtailing production of new domestic mechanical refrigerators, the Technical Division operated an allocation system for such equipment in cooperation with the WPB. With the expansion of the allocation system, the work of the Technical Division extended to furnaces, stoves, laundry trays, sinks and similar equipment.

Later, when the WPB began to require quarterly estimates of critical materials in advance for both public and private projects, the Technical Division was called upon to calculate the requirements of the NHA for all critical materials. The Division calculated the quarterly steel requirements for public and private housing for fiscal 1943. This project demanded approximately 297 manhours. This was due in part, because the Requirements Committee revised the form of presentation it had originally requested after the whole calculation had once been made.

A survey was made on furnaces, similar to the survey of steel. It was undertaken by the Material Supply Section of the Technical Division and involved more than three weeks constant work of a P-6 employee, and a CAF stenographer, and approximately two weeks work of a P-7 employee. In addition to developing reports to the WPB and setting the machinery of the proposed allocation system into motion, the Technical Division continued to render important services to the constituent units, through such media as the Technical Division Bulletin, which was published once a week, and distributed to the Central and Regional Offices of the OA, FPHA, FHA and FHLBA. The bulletin's prime objective was to keep members of NHA in Washington and the regions currently informed on pertinent limitation orders, conservation orders, maximum price regulations, and priority actions emanating from the Washington Offices of WPB, OPA and other agencies. These orders were briefed in the Bulletin.

The Technical Division also took initial steps required in experimentation or in working out the details of new Government regulations. For example, it worked with the Office of Price Administration in its promulgation of maximum price regulation dealing with building construction. It worked with the WPB, the Office of Petroleum Coordinator, and the Office of Price Administration, when it was necessary to ration fuel oil. It worked with the WPB when the latter issued Limitation Order L-121, freezing all soft-wood construction lumber in the hands of producers and manufacturers for a period of six months. It obtained limited exceptions from the Order on both public and private housing projects.

The Technical Division of the Office of the Administration did not direct the work of the Technical Divisions of the constituent agencies. Its function was largely that of suggesting new methods, materials and procedures to those Divisions. It performed its functions through informal meetings with representatives of the constituent agencies at which time a course of action was recommended and general policies discussed. From this point on, the working out of the details of procedures was left to the constituent agencies. Only in a few cases did the Technical Division issued "directives" to the constituent units on matters of policy and procedure/ Such as one was the conversion of funaces from fuel to gas or coal. 1/

1/ See page 109, War Housing 1944 Budget Estimates

During April 1944, the organization of the Technical Division was changed by the transfer of certain materials procurement functions to a new Material Requirement Division. 1/ The Technical Division came to consist f the Office of the Director, which included certain research functions, Site and Dwellings Standard Section, and a Production Methods, Materials, Utilities and Equipment Section. 2/

The Office of the Director included beside him, six clerical positions and two industrial economists. The Site and Dwelling Standard Section included a Section Chief, four architects and one clerical position. The Protection Methods, Materials, Utilities and Equipment Section included the section chief, four engineers and three clerks. The reorganization dropped the number of personnel from thirty-five in 1943 and 1944 to twenty-three estimated in 1945.

The Technical Divisions's responsibility for engaging in research and formulating technical policies for the Agency in the field of dwelling requirements and design and arrangements of site for material equipment and utility requirements, standards and a specifications,

---

1/ See Infra, next section. "Materials Requirements Division".

2/ NHA General Order 21-6-B. Appr ved June 1, 1944

methods of construction and production maintenance for housing, and for the organization for the building industry construction, distribution, operation and maintenance costs still continued. 1/

The Bureau of Standards and other agencies made a number of laboratory or field tests of materials and methods used in housing construction for the Technical Division on a reimbursable basis. The project included nine structural engineerings, ten heating and ventilating, four protective or roof coatings, and four summaries of test experiences. There were tests, for example, of pre-fabricated chimneys, which proved that the chimneys were not fireproof but had a high fire risk. There were tests of tiles and firebricks, tests of base heaters and protective coatings for light steel framing.

In addition to the research done by the Bureau of Standards on a reimbursable basis, a number of college and university laboratories and private foundations were, during 1944, also used, through the dooperation and financial participation of the Office of Production Research and Development of the WPB. Results of these research projects were made available to the constituents, other Governmental organizations, and the building industry.

1/ See Page 53, of 1945 Budget Estimates

All the research conducted at the National Bureau of Standards on building materials and structures dealing with housing, was programmed, organized, sponsored and reviewed by the Technical Division. Projects were referred to a Research Program Committee, consisting of the Chief of Construction Methods, Technical Division, and the Technical Directors at FHA and FPHA. A variety of specific practical problems were investigated during 1944. These included (a) Condensation control; (b) Test of structural properties; of light wood trusses; (c) Fire hazards, heating appliances, pre-fabricated chimneys; (d) Performance standards for heating equipment; such as warm air systems; (e) Ground floor slabs of concrete; and (f) Building codes.

A reviewed draft was prepared of the Building Code Requirements for New Dwelling Construction, BMS-88. Another study was made in the field of Housing Costs. A report was completed and submitted to the Administrator. A study was conducted by the Technical Division and the Bureau of Labor Statistics of the comparative efficiency of labor utilization in steel fabrication and plant fabrication of housing. This was part of a study of manpower utilization.

Partly at the suggestion of a Committee of the American Public Health Association a study was made to summarize available information on the effect of light on human vision, in connection with problems of housing design, such as the proper uses of natural light and artificial illumination.

A sectional, moveable interior partition system was designed as a means of demonstrating the possibilities of applying this technique to

residential uses. A full-scale model was constructed and tested, and a report prepared summarizing the results and drawing conclusions from the experiments.

The Technical Division planned also to develop a more popular approach to the presentation of technical material in the housing field which would not be too difficult for the average builder or materials manufacturer. A study was projected of the organization of the building industry of manpower utilization and costs of restrictive practices. of housing experience during the war. It was proposed to continue family living studies of the type initiated in 1943, in collaboration with the Pierce Foundation. 1/

Further studies were planned concerning principles governing the relation of houses to lot sizes, to other houses, to typography, orientation, services and access. Production methods were to be studies, as were shop organization; methods and equipment for manufacturing; assembling; warehousing; shipping and merchandising; design; performance characteristics; cost of mass-produced structures; and cost of durable goods, elements of which have performance requirements similar to those of floors, walls, partitions, and other non-mechanical elements to dwellings. Materials

---

1/ See page 80

and structures were to be studied, performance requirements for the non-mechanical elements of dwellings were to be reviewed as were strength requirements, fire resistance, sound control, and local codes.

The story of priorities control from its inception to May ,1944, is presented in the "History of Priorities Control," prepared by the Technical Division.

ADMINISTRATOR'S COPY
FEDERAL PUBLIC HOUSING AUTHORITY

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Material Requirements Division -
Established April 13, 1944

Director

Requirements Section 1/

Supply Section 2/

Administrative Unit 3/

1/ Prepares a quarterly statement reflecting unit requirements for housing programs which are submitted to the Industry Divisions of WPB on or before the 15th day of each third month preceding the quarter to which they apply.

2/ Secures from WPB the estimated requirements of controlled materials and blanket preference ratings.

3/ Maintains proper accounting systems concerning controlled materials, programmed "B" products, lumber and upratings.

MATERIAL REQUIREMENTS DIVISION 1/

The Material Requirements Division emerged from the Technical Division in April, 1944. It represented the National Housing Agency at the War Production Board in the allocation of available materials for military and civilian uses. The Division established procedures and coordinated operations involved in carrying out functions of materials control delegated to NHA by WPB. It established methods of forecasting material-requirements in housing. It consolidated the estimates prepared for the programs of the constituent agencies. It maintained the Controlled Materials Plan in the National Housing Agency and the records required by WPB on the utilization of especially critical materials such as lumber. It performed special studies for WPB as to: (a) requirements for materials and equipment, (b) effects of proposed limitation orders or revisions in existing regulations, etc. It maintained representation in the various Industry Divisions and Committees of WPB, and processed appeals to the Board from the restrictive provisions of regulations. In general, insofar as availability of materials were concerned, the timely construction of authorized and programmed housing.

The activities of the Division related to individual problems which were constantly arising. The principal types of problems

---

1/ 1946 Budget Estimates - pp. 84 ff.
See General Order No. 21-25. Approved April 10, 1944

which were handled were described in the 1946 Budget Estimates as follows:

The Division secured removal of the original limitation in War Housing Construction Standards that single family detached dwellings could be constructed only where all utilities had previously been installed to the property. It prevented inclusion of provisions prohibiting the use of lumber in wall construction: and it effected a number of other minor relaxations which facilitated housing construction.

The Housing Utility Standards was reduced from six pages of limitations to one page. These modifications included the removal of restrictions as to the location of buildings on project sites and substantial increases in the quantity of material permitted for water, gas and electric extensions, etc.

The War Housing Critical List originally was particularly restrictive and acted as a real deterrent to the production of private war housing. Since the first release of the List in December 1942, the Division was responsible wholly or in part for a number of significant modifications. A complete revision of the List was accomplished when a revised Order P-55-C was released on February 12, 1944, which represented six months of continuous effort. The following examples illustrate the modifications that were secured:

a. Removal of restrictions as to the use of re-inforcing steel.

b. Increased number of permitted uses for structural steel.

c. Simplification of hardware restrictions from seven pages to text to nineteen lines.

d. Increase in the permissable sizes for steel tanks.

e. Increases in the number of permissable electric outlets.

f. Substantial relaxations in restrictions relating to the use of cast iron.

One of the major accomplishments of the Division was the reduction in the amount of paper work required by procedures of the War Production Board and the National Housing Agency. Elimination of forms, simplification of procedure and delegation of authority in the reduced volume of work not only in Washington but in the field offices of both agencies and on the part of private individuals.

Major simplifications were effected in collaboration with the constituent agencies of the NHA, the Industry Divisions of WPB, and the Facilities Bureau, as follows:

1. A certificate plan was inaugurated to take the place of the utility application form (PD-545) for minor utilities installations. Under this plan the submission and processing of a detailed bill of materials and an application form was no longer required.

2. The requirement that a builder submit a detailed bill of materials for proposed construction was discontinued. The old application form (PD-105) was a formidable document and was accompanied by a detailed

bill of materials on PD-105-A. Both of these forms were eliminated, and the builder was required to submit only a brief application on a single simplified form. This application was approved in the local FHA office. Without the necessity of referral to the War Production Board, several slow and expensive review processes were eliminated.

3. Limitation Order P-141 (covering the construction of sewers) was modified so that practically all the paper work formerly involved in the submission, processing and approval of applications for sewer construction was eliminated.

4. Under the provisions of WPB Regulation 5-A (providing the method for the procurement of maintenance and repair supplies by Federal agencies) the Division, in conjunction with FPHA and WPB, established a procedure under which FPHA projects could obtain materials and supplies by assigning the requisite allotment symbols and preference ratings. This reduced to a minimum what was formerly a very involved procedure, and greatly decreased the amount of paper work required in the field and Washington offices of FPHA, the Office of the Administrator and WPB.

One of the most important responsibilities of the Division was to make certain that appeals submitted by builders and the constituent agencies were processed expeditiously through the various offices of the War Production Board. In general, these appeals fell into five major categories, including exceptions from (1) the fuel orders of PAW, (2) the Housing Utility Standards, (3) the War Housing Construction Standards, (4) the War Housing Critical List

and (5) the restrictive provisions of the L, M and P orders of the War Production Board. The work of expediting these appeals involved conferences with the Industry Divisions, preparation and presentation of briefs, and in many instances, discussions with the policy making groups of WPB. The Division consumated hundreds of successful appeals.

The War Production Board had authorized production by means of "Program Determinations and Decisions." From the inception of the Controlled Materials Plan early in 1943, until the end of fiscal 1944, the War Production Board issued eighty such program determinations which directly affected the NHA. These eighty program determinations were issued after extensive consideration. They represented a heavy workload for the members of the Division who spoke for the NHA in conferences with the WPB. In addition to the program determinations specifically allocating quantities of controlled materials to NHA, there were many determinations delegating authority to housing or authorizing specific production for the use of housing projects. Major determinations and decisions covering specific items of production or distribution included bath tubs, domestic watt-hour meters, electric refrigerators, hot water heaters, lawn mowers, electric ranges and many other less important items used in housing construction and equipment.

<u>War Production Board Orders.</u> One of the major WPB activities of importance to housing was the continuous revision and modification of limitation orders in order to keep abreast of the changing material situation. The NHA was interested, as of the end of fiscal 1944, in 121 WPB orders, all of which have been revised one or more times.

The following are examples of the more important relaxations or modifications that were approved in WPB orders during the latter months of fiscal 1944 involving extensive participation by the Material Requirements Division:

1. Revisions in the steel order permitting the use of steel as well as cast iron in the production of domestic furnaces.

2. Increase in the number of permissable models of cooking and heating stoves.

3. Exemption of NHA from the provisions of the stove orders.

4. Exemption of NHA from certain provisions of the Limitation Orders relating to fans and blowers.

5. Revision of order to permit an improved specification for the manufacture of garbage cans.

6. Exemption from the signal and alarm equipment order permitting FPHA to install equipment without prior approval of WPB.

7. Action by the Steel Division of WPB permitting the manufacture and use of woven or welded wire fabric or mesh as exterior stucco base for housing in the Western States.

8. Amendment of the order controlling production and distribution of metal insect screen cloth to give preferential treatment to the armed forces and NHA.

<u>Lumber</u>. Lumber proved one of the most troublesome of critical materials for war housing

construction. The war housing program required approximately twenty-five percent of the lumber allocated for construction; and the competition of other requirements, added to such factors as production lags, freight rate complications, emergency military demands, etc., faced the Division with a series of acute problems. The Division participated extensively in the development of the control systems instituted by WPB, and set up and maintained a control system of lumber allocated for housing. In addition, it handled many special lumber problems, such as securing a higher rating (AA-2) for a limited volume of lumber for housing; securing relaxation as to housing of the freeze order on southern yellow pine and processing many applications for this material to approval, etc.

Work Program - Fiscal 1945 and 1946

The work program of the Material Requirements Division, as the descriptive above reveals, resulted almost entirely from factors outside its control. It was the product of developments in the war housing program on the one hand, and in the activities of the War Production Board and the general situation of materials supply on the other. The war continue on both fronts throught most of fiscal 1945. Materials controls remained in effect throughout the period. The detailed nature of these controls and the regulations expressing them were frequently modified to reflect changing war production requirements. The workload of the Division consisted of collaborating with the War Production Board in development of new

and revised control plans and regulations, calculation of their effects in the field of housing, and administration of the controls in the activities of the NHA.

The Division continued to maintain representation on the Division Requirements Committees of twenty-four WPB Industry Division, seventeen of which were of major significance to housing. It continued to watch and to participate in developments involving 101 L orders and schedules, fourteen M orders and schedules, all six Offices of War Utility Orders, the orders of the Petroleum Administration for War relating to the distribution of fuel oil and liquid petroleum, etc.

The Division continued to make special studies and analysis at the request of the War Production Board to estimate the requirements for specific materials or fabricated items. These studies provided a factual basis for revision of production authorizations and restrictions on consumption, or for forecasting housing requirements for future periods.

It continued to be the responsibility of the Material Requirements Division to prepare periodic forecasts of requirements for controlled materials, and to coordinate the materials estimating and control activities in the constituent agencies, reviewing and consolidating their estimates to arrive at overall housing requirements. The various control records maintained for WPB had to be continued as long as the materials situation made them necessary and they were required by WPB regulations. The Division continued to handle

certain materials control functions as agent of WPB, such as the allocation of electric refrigerators used in housing projects, and the issuance of upratings for a number of critical items.

Similarly, the Division continued to perform its functions as expediter of appeals from the various restrictive regulations of WPB, assisting in the processing and prompt disposition of those appeals which affect housing construction.

In general, the overall situation as to materials supply improved during Fiscal 1945 and 1946, despite the continuance of the war. As long as the war continued on both fronts, however, the improvement did not result in any substantial decline in the workload of the Division, since so great a part of this workload resulted not from the existence of a restrictions solely, but from the repeated necessary revisions and modifications. Such changes were occurring constantly as materials became available, in order to take maximum advantage of the improvements realized. Moreover, to the extent that the War Production Board turned its attention to problems of reconversion, it utilized the accumulated information and experience of this Division in planning relaxation of restrictions and development of reconversion plans and regulations for industries whose activities affect housing construction, materials and supply, and the programs of the National Housing Agency.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

COPEN:bw 6/16/45

Transformation of units within the Research and Statistics Division and its Successor, the Housing Market Service

Research and Statistics Division			Housing Market Service	
Sept. 9, 1942	October 24, 1942	July 23, 1943	June 1, 1944	April, 1945
Director's Office	Director's Office	Director's Office	Director's Office	Director's Office
Locality Analysis Section	transferred to Program and Review Div.			
Surveys and Statistics Section	Surveys and Statistics Section	Housing Statistics Section	Statistics Section	Statistics Section
Operating Statistics Unit	Operating Statistics and Field Surveys Unit	Operating Reports Unit	Operating Reports Unit	Internal Data Unit
Field Surveys Unit		Surveys Unit	Surveys Unit	Surveys Unit
Basic Data Unit	Basic Data Unit	City Data Unit	City Data Unit	City Data Unit
Economic Research Section	Economic Research Section	Housing Economics Section	Market Research Section	Market Research Section

RESEARCH AND STATISTICS

The research and statistics function was taken over from the Division of Defense Housing Coordination. Certain key personnel in the Division of Defense Housing Coordination transferred to the Office of the Administrator and the operations of the Division were adjusted to meet the requirements of the new organization. The Research and Statistics Division consisted, during 1942, of three sections: 1. the Locality Analysis Section; 2. the Surveys and Statistics Section; and 3. the Economic Research Section. 1/

The Locality Analysis Section reviewed all proposed Locality Housing Programs, all private priority quota memoranda, and their supporting docket justification memoranda. 2/ The Section determined whether the programs were consistent with the general programing policy, whether they were consistent with those of other regions and whether they were adequately supported by evidence. The programs and supporting evidence were examined for internal consistency and checked with information maintained in the Division's files, including: Bureau of Employment Security Reports, NPA Vacancy and Occupancy Surveys, Bureau of Labor Statistics Defense Housing

---

1/ Fiscal 1943, Budget Estimates

2/ See sample copies

Surveys and data in the files of Basic Data Unit. 1/ The Section not only reviewed the programs of regional offices, but offered them technical assistance in programming. It also gave some training to newly appointed personnel for the regional offices. Tentative interim programs which were prepared by the Regional Representative were reviewed and consolidated by the Section in order to produce consistent programs throughout the country.

It was felt in September 1944, that such review was essential in coordinating decentralized programming operations. It fostered a steady improvement in the quality of programs prepared by the regional offices and facilitated changes in policies and procedures to meet rapidly changing situations. 2/

The Surveys and Statistics Section was responsible for preparing statistical and survey reports for the Administrator which combined the operating and research statistics of the entire Agency. It studied and reviewed the technical procedures used in the collection and compilation of data.

For purposes of war housing, the Office of the Administrator had used the concept of a "locality" which included the entire area

---

1/ Get samples of all these

2/ Fiscal 1943, Budget Estimates

constituting a housing market. The FPHA, on the other hand, had prepared all of its tabulations by individual municipalities. At the request of the Surveys and Statistics Section, the FPHA prepared its Status of War Housing Report on a locality basis.

The FHA generally accepted for its purposes either counties or metropolitan areas. This did not cover completely the localities with which the Office of the Administrator was concerned. Similarly, both the FHA and the FPHA studied the characteristics of occupants in newly constructed private and public war housing, but the methods for assembling the data differed, so that Regional Representatives and the Office of the Administrator were unable to use the data efficiently in their programming operations. The Section undertook to resolve differences. 1/

In order to be currently informed concerning operations of the constituent units, the Administrator required some direct reports comparing results of operations in all constituent units. The Surveys and Statistics Section prepared a semi-monthly "Progress Report" covering programming operations of the National Housing Agency and especially Federal Housing Administration and Federal Public Housing Authority pertinent operations. It anticipated revising the Progress Report

---

1/ See Fiscal Budget Estimates, 1943, page 85

as better data became available from the constituent units and as experience indicated what types of information were most useful to the Administrator.

The Section also established and maintained the flow of survey-type information essential to the programming of war housing. It determined the types of survey information it considered essential, prepared general plans for securing such information, selected the government agencies best able to collect the data and arranged with those agencies for making the surveys, on a reimbursable basis. 1/

The Section also compiled other statistical data required in programming war housing and disseminated such data to the regional offices. The system of data compilation was much the same as was carried on by the FHA during the five or six years preceding 1942. Its system was transferred to the Office of the Administrator as of July 1, 1942. To maintain the system, important data relative to housing were assembled for each of the important cities and larger towns in the USA. The regional offices and FPHA and FHA received duplicate copies of this information. It was valuable, so it was felt, to programming war housing and essential for the conduct of long range post war studies.

1/ Ibid., page 87

The Section likewise compiled and disseminated to regional offices information available in Washington concerning new war manufacturing plants and new military activities for which plans were approved, changed or cancelled. Such data aided in the selection of areas where detailed field studies were necessary.

The information assembly activities of the Survey and Statistics Section were particularly valuable when the Section was able to supply the Federal Savings and Loan Insurance Corporation with information concerning the economic characteristics of Kansas City in connection with its investigation of the financial characteristics of certain savings and loan associations there.

The Economic Research Section made economic studies directed toward the development of programming and other housing policies. Among studies proposed for fiscal 1943 were:

1) Studies of the characteristics of newly hired employees in war industries with respect to their family composition and previous place of residence.

2) Studies of the absorptive capacity of existing housing.

3) Analysis of occupancy experience in various types of public housing--particularly temporary housing--as a guide for future programming.

4) Analysis of the efficiency of private

building in meeting war housing needs to indicate the nature of controls needed.

It was expected that these economic studies would be based largely upon data already available in Washington or obtainable from the regional offices by correspondence. For a study of characteristics of recently hired workers, it was considered necessary to hire other agencies. 1/

The Research and Statistics Division was reorganized during 1945. 2/ The Locality Analysis Section was transferred out of the Division and incorporated with the newly established Program Review and Clearance Division.

It had been originally planned to furnish the Administrator with the service of a Fiscal Advisor who would act as his Chief Economist and give him advice on both the difficult problems attending the management and disposition of the large public investment in housing and on the problems of coordinating the regular operating activities of the constituent units. For both sets of problems, the activities of the Division had to be directed to economic research. This function, in the reorganization, was combined with the administrative duties of directing the Division.

1/ Ibid., page 88

2/ War Housing, 1944 Budget Estimates. Also NHA General Order No. 21-4, approved July 21, 1943

The Division then consisted of two sections, Economic Research and Surveys and Statistics. The latter was subdivided into Operating Statistics, Field Surveys, and Basic Data Units. During fiscal 1944, the combination of the Operating Statistics and Field Surveys Units was anticipated.

The story of the reporting operations conducted by the Research and Statistics Division is an important part of the Office of the Administrator operations and because of its importance is treated as a seeparate subject in this record. 1/

1/ See Infra, pages_____

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

HOUSING MARKET SERVICE

During fiscal 1944, the Research and Statistics Division was abolished. In its stead, two Divisions were set up under the Assistant Administrator (Program). One of these was the Housing Finance Division, responsible for research and policy development in the fields of financial policies, financial institutions, problems of housing economics. 1/ The other was the Housing Market Service, responsible for the collection and processing of all operating statistics, surveys and statistical data in the field of housing, the City Data System, the development of techniques of market analysis and the preparation of national estimates of the volume and type of housing construction. 2/

The Housing Market Service continued the preparation of statistics and progress reports. These included:

a. monthly progress report on the war housing program
b. monthly summary of non-war activities of the NHA
c. monthly memorandum on current housing trends
d. consolidated directory of the war housing program

1/ See the following section, infra pp____ff

2/ See 1944 Budget Estimates, page 37. See also General Order No. 21-4B. approved June 1, 1944

e. monthly forecasts of construction schedules for use in preparation of WPB estimates
f. special submissions for the Bureau of the Budget and Congress.

The processing of priorities for private war housing was delegated to FHA. Statistics on the private war housing program were thus collected and reported by FHA, on a reimbursable basis. The private war housing statistical job became more complex on April 1, 1944 when the NHA became the Claimant Agency for all non-farm housing. It became necessary to report separately statistics on private war housing hardship cases and on private war housing for immigrants.

A study was conducted to see what economies could be made in the statistical compilation process. As a result of the manpower shortage during fiscal 1944, it was impossible to maintain current data in the City Data System. It became necessary to think of bringing it up to date, to select new and revise old statistical series and to re-examine and revise the contents of the system. 1/

The Housing Market Service developed or maintained a number of periodic reports during 1944. 2/ These included the following:

1. Monthly Progress Report on War Housing
2. Monthly Consolidated Directory of Total War Housing Program

---

1/ See Page 41, 1946 Budget Estimates

2/ 1946 Budget Estimates, page 59 ff

3. Semi-Monthly Tabulation of Public Conversion Programs Approved by the Administrator
4. Monthly Tabulation of Programs for Private Construction Approved by the Administrator
5. Monthly List of War Housing Localities
6. Monthly Forecasts of Construction Schedules for War Housing
7. Monthly Report on Operations of War Housing Centers.

It developed certain other reports and surveys which were assigned to other agencies or to the constituents for preparation. These included:

1. Monthly Report of Status of Public Conversion Programs Assigned to the Home Owner's Loan Corporation (prepared by HOLC)
2. Studies of backlog of war housing needs in various localities (Bureau of Labor Statistics)
3. Twelve studies in eleven localities of the volume of housing made available in war areas as a result of induction of married men into the Armed Forces (Bureau of the Census)
4. Two hundred and seventeen surveys of residential vacancy and occupancy in areas selected by the NHA (Bureau of the Census)
5. Monthly Report of Private War Housing Construction Progress and Occupancy (Federal Housing Administration).

The Housing Market Service maintained several collections of statistical data, organized on a locality basis, which were used in the operation of the war housing program and which were expected to be useful in planning disposition in the demobilization and reconversion

period. These included records of location, expansion and contraction of war industries and military facilities. They included the City Data System, a file of basic housing statistics in four hundred and ten major cities with a population of twenty-five thousand or more, and certain statistical series on some two thousand eight hundred cities of lesser population.

A statement outlining a technique for local housing market analysis was prepared late in Fiscal Year 1944. Pilot studies of our cities using the technique were begun in July. Estimates of post-war housing needs for the United States as a whole and for each rent or value level were prepared for use within the Office of the Administrator as an aid in formulating post-war housing plans and policies. A report was completed covering (a) a statistical and factual history of housing in the United States during the past twenty-five years, (b) a summary of the present status of housing, and (c) an evaluation of the place of housing in the national economy. The Housing Statistics Handbook, containing national statistical data on construction volume was developed. Research was undertaken to evaluate the special problem of housing market analysis relating to the effects on the local housing market of prevailing customs as to the status of minority groups and of change in minority populations within a market area.

During Fiscal 1945 and 1946, the Housing Market Service continued most of the activities it had carried on in the past. It

anticipated an increased emphasis, however, on the development of techniques for housing market analysis, on the operation of the City Data System, and on the preparation of several new monthly summary reports.

It was expected that modifications in progress reports would facilitate their preparation and reduce their costs. Consideration was given to reduction in the number of items included in the Progress Report on the Public War Housing Program, and to reducing its frequency. Two new monthly reports were to be inaugurated - a Summary of Non-War Activities of the NHA, and a Monthly Memorandum Report analyzing Current Housing Trends.

The following progress and operating reports were prepared during fiscal 1945:

a. Monthly Progress Report - a Summary of the status of war housing program as a whole.
b. Monthly Report on Non-War Activities of NHA - a Summary of information on the non-war activities.
c. Monthly Memorandum Reports of Current Housing Trends - analysis of activities of NHA and changes in the housing situation.
d. Monthly Consolidated Directory of Total War Housing Program - status of war housing program in each war locality.
e. Monthly Forecast of Construction Schedules for War Housing - prepared on H-1, H-2 and H-3 Programs for use in submission of forecasts of material requirements to the War Production Board under the controlled materials plan.

f. Monthly Report on Operations of War Housing Centers - a regional and national summary.
g. Monthly List of War Housing Localities used by FHA and the public to determine where open priority quotas for private building exist, and where certain exceptions to Federal Reserve Board Regulation may be authorized.
h. Monthly Tabulation of Progress for Private Construction Approved by the Administrator - used by FHA in preparing construction progress and occupancy reports.

During Fiscal 1946, the Division continued to assemble, organize and distribute statistical and survey data to assist in the measurement of needs for war housing in localities. The Division strengthened and extended the City Data System by re-arrangement and re-indexing of data, bringing the series up to date and incorporating materials from the 1940 census into the system. Data concerning actions of the WPB facilities Committee and additional information on labor requirements of war industries were collected and distributed to the regional offices.

Status tables on the war housing program and other internal statistics requested by the Budget Division of the Office of the Administrator were prepared from time to time for use by the Bureau of the Budget, by Congressional Committees, and in the preparation and review of NHA budgets. The Housing Statistics Handbook will be kept up to date during the year and supplemented by new material.

The methods used in measuring war housing needs changed during fiscal 1945 and 1946 with the introduction of the H-2 program and increased emphasis on the disposition problem. Until the introduction of the H-2 program, the measurement of needs for war housing was based on the volume of eligible civilian in-migration and the housing available. Measurement of needs for additional war housing under the H-2 program had to give every careful attention to the ability of communities to absorb additional houses in the post-war period. Disposition of war housing likewise had to be carried on in the light of a thorough understanding of the local housing market structure. The Division strove to develop systematic procedures of market analysis, utilizing the best war and pre-war experience in this field, and prepared a manual for the application of these techniques to the entire housing market. The regional offices, and local agencies on request, were given assistance in the application of the techniques. Market analysis prepared in the regional offices and housing plans prepared by local agencies were examined for the purpose of appraising the methods used.

During fiscal 1946 the estimates of national post-war housing needs by price and rent classes, geographic regions, race and size of city were expected to require revision in the light of information produced through improved market analysis techniques. As the number of cities grew for which complete housing market analysis are available, more precise local estimates would make possible more accurate national forecasts of post-war

housing requirements. The Housing Market Service expected to give assistance on problems with respect to the housing of racial minority groups. Its research continued as to the relation of these problems to the techniques of housing market analysis.

The Housing Market Service continued to plan and schedule that portion of the Division's program performed by other agencies on a reimbursable basis. Projects scheduled for fiscal 1946 included:

a. The Federal Housing Administration Monthly Survey of Construction Progress and Occupancy of Privately Financed, Priority-Assisted War Housing. This survey provided the only measure of the actual volume of private construction under the war housing program. The information was necessary as a measure of performance in the war housing program, as an important item in ascertaining needs for additional war housing, and as a basis for the estimates of material consumption required under the controlled materials plan.

b. Census Bureau Surveys of Residential Vacancy and Occupancy. These surveys reflected the existing housing available in war areas. They were the best available measure of the state of the housing market in a given locality at a given time. They served a multiple purpose:

(i) measurement of the seriousness of congestion for purposes of H-2 programming;

(ii) appraisal of the feasibility of terminating temporary war housing projects;

(iii) timing of relaxation of restrictions, etc.

During fiscal 1946 such surveys were expected to be required in approximately one hundred thrity-five cities, in about fifteen percent of which two surveys will be necessary due to rapid changes in the housing situation. The surveys were to be distributed throughout the year, from ten to fifteen surveys a month. Provision was made for one hundred five vacancy surveys at an average of $1,000 each, and fifty vacancy-occupancy surveys at an average of $1,600 each. The total estimated cost of such surveys ran to $185,000.

Surveys of the backlog of Housing Requirements of War Workers cost approximately $2,500 each. They were for the purpose of measuring the number of war workers for whom housing should be provided.

Then, there were surveys of post-war migration intentions (costing approximately $2,000 each) in some ten sample localities, as a basis for estimating post-war population movements, housing needs and absorptive capacity for war housing; and surveys of housing taken up by returning veterans. These surveys were to be made by the Bureau of Labor Statistics at an estimated cost of $40,000. 1/

1/ From - National Housing Agency, Office of Administrator, 1946 Budget Estimates, pages 59 to 64

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

HOUSING FINANCE DIVISION

The Housing Finance Division created in April, 1944 was to review existing NHA financial policies. It was to develop new policies concerning mortgage lending and credit, insurance of mortgages and lending institutions engaged in housing finance. It was to study the lending practices of mortgage institutions, and the relationship between housing economics and general economic conditions. Such matters as the relaxation of price controls, the influence of business cycles upon building activities, and similar matters were to be investigated by it. 1/

The Division was staffed with only one professional employee during the last two months of fiscal 1944. During that period, he handled two major assignments. He submitted a report to the Administrator which recommended policies and procedures to be used in unwinding the Agency's wartime housing regulations. He discussed the relationship of this process to the relaxation of OPA rent controls and WPB restrictions on materials and equipment needed in housing construction. In drafting this report, a great deal of time was spent with officials of the Office of Price Administration and the War Production Board.

He did preliminary work on a study to determine and recommend what fiscal

---

1/ See General Orders No. 21-24, approved June 1, 1944

measures might be taken by the Federal Government to make better housing available to families in the income groups falling between the pre-war markets served by private builders and by the USHA-local housing authority program of subsidized slum clearance.

The major projects for Fiscal 1945 were:

a. A study of measures to stimulate production of housing for the market immediately above that served by public housing, but below that served by private builders.
b. Studies of the existing systems of financial aids to housing.
c. A study of the financial problems which demobilization was expected to create, including such questions as the effect of falling prices on bank and insurance reserves.
d. A study of the effect of special financial aids for veterans upon the national housing market, and of methods for implementing loans and grants to veterans for housing construction, repair, and rehabilitation.
e. A study of yield insurance and other financial inducements for the encouragement of rental housing investment.
f. A study of tapering off rent and price control restrictions during the transition and post war period.
g. Studies of different financial formulae for urban redevelopment.
h. A review of existing federal powers and desirable measures for controlling booms in housing production. 1/

1/ See page 47 of 1945 Estimates

The following studies were projected:

1. A review of available fiscal devices in the Agency and proposed additions. Specific studies under this heading included:

   a. Postwar need for Title I Insurance, and premiums to be charged
   b. Desirability of federal aid to mutual ownership and other types of cooperative housing and methods to be used
   c. Equity insurance or other means of giving protection of equity investments in small houses.
   d. Advisability of various perfecting amendments to the United States Housing Act and changes in its subsidy and loan provisions.

2. A review of institutional practices in mortgage lending designed to identify the elements of cost in the financing house. Specific studies here included:

   a. Title search, appraisal and closing fees
   b. Foreclosure costs
   c. Appraisal practices and characteristics
   d. Practices of mortgage lending institutions.

3. Studies of Special Factors, i.e.

   a. The "O.I. Bill of Rights," and
   b. The Financial Problems created by the evolution of pre-fabrication in housing production.

4. Fundamental research in housing economics and finances. Special studies included:

   a. financing devices for facilitating the

replacement of depreciated and obsolete housing

b. economic histories of the housing experience of typical families, including actual length of mortgage financing and frequency of delinquency in payment.

5. Assistance on disposition policies and related financial problems. 1/

Unfortunately the Division met difficulties in its staffing.

The Budget for 1945 provided for a Division consisting of eight persons divided into the Director's Office and two sections, a Credit and Finance Section and a Housing Economics Section. 2/ But the war time difficulties of recruitment resulted in only a short period during which the Housing Economics Section was staffed. As of this writing (June, 1945) it has no staff at all. In the Credit and Finance Section, the former Director of Research and Statistics of HOLC was appointed Chief. One professional assistant was added in October, 1944 and a second in April, 1945. The program of the Division had to be geared, naturally, to the potentials of a partial staff.

1/ Page 67 of 1946 Budget Estimates

2/ See 1946 Budget Estimates, page 46

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

PROGRAM REVIEW AND CLEARANCE DIVISION
PROGRAM REVIEW DIVISION

The Program Review and Clearance Division was established under a Program Supervisor, directly responsible to the Assistant Administrator (Program). The Division was composed by consolidating the former Locality Analysis Section of the Research and Statistics Division with that portion of the immediate office of the Assistant Administrator (Program) which had been concerned with scheduling and expediting programming operations. 1/ It was composed of two sections. 2/ The Program Review Section was formed of the personnel of the former Locality Analysis Section and performed the same functions.

The Program Clearance Section was composed of the regional relations advisers formerly located in the Office of the Assistand Administrator (Program). It was to function in conjunction with the Program Review Section to schedule and expedite the programming operations and to maintain constant liaison with constituent agencies, regional offices, and other governmental agencies concerned with aspects of the housing program. It was to provide an extensive service to other federal agencies, Congress and the general public by providing information in response to specific requests. It was to

---

1/ Page 3, War Housing--1944 Budget Estimates. See Also NHA General Order No. 21-11, approved November 24, 1942

2/ War Housing -- 1944 Budget Estimates, pp. 124 ff

promulgate new procedures affecting programming operations. It was to coordinated matters affecting programming operations which developed out of the activities of Technician and Urban Studies Divisions and the Office of Racial Relations Consultant.

The Program Clearance Section maintained contacts with the WMC, the WPB, Army, Navy, Maritime Commission, OPA, and Federal Reserve Board. It conferred with FPHA and FHA. It had its regular program operation relationships with the regional offices of the Office of the Administrator. In addition, it pointed out weaknesses in regional personnel to the regional representatives. It compared the quality of programs sent from the various regions and reported to the regional offices what other agencies thought of their operations. It offered suggestions and advice for improvement in interagency relationships. 1/

The union of the program review function and the program clearance function under the central direction of the Program Supervisor was expected to result in the resolution of "all minor conflicts which might arise over the urgency of new construction in a locality or over the quality or size of a program written in the field," before these got to the Assistant Administrator (Program).

1/ Page 127, War Housing -- 1944 Budget Estimates

In January 1944, with the creation of the new Office of Assistant Administrator (Operations), the Division, somewhat changed, was transferred from the Assistant Administrator (Program) to the new Assistant Administrator. 1/ Its major functions still included the review and critical analysis of all housing programs recommended by the regional offices to assure conformance with programming policies and procedures and to obtain inter-regional consistency in programming. As a correlary of this function, the continued Division prepare written procedures and other materials for the guidance of the regions and constituents in programming matters and recast program documents submitted by the regional offices. It maintained Washington liaison between the regional offices, the constituent agencies, and other governmental agencies involved in programming matters and provided information on specific programs to the Congress, the public and other governmental agencies.

In addition, as a result of the abolition of Region III on September 1, 1944, it was given operations in the Washington, D.C. Metropolitan Area. 2/

During fiscal year 1944, the Division analyzed approximately 2,900 program actions, affecting in all, nearly 900

1/ General Order No. 21-11A, Approved January 22, 1944

2/ 1945 Budget Estimates, page 71. See also General Order No. 21-11B (Section 3 (.01)D). Approved July 14, 1944

During fiscal year 1944, the Division analyzed approximately 2,900 program actions, affecting in all nearly 900 war production and war training centers. For each new program, as well as for each major revision, a mass of pertinent quantitative data and subjective interpretation had to be analyzed and evaluated. Such factors as the following were studied:

1. A locality analysis which involved:

   a. summaries of labor requirements and supplies
   b. estimates of in-migration
   c. summaries of housing supply
   d. analysis of such miscellaneous problems as
      i. types of in-migration (family and racial composition, income)
      ii. transportation facilities
      iii. net housing requirements.

2. Recommendations as to whether the construction should be by private builders or public agecny or by a combination of the two.

3. The status of war housing in the locality by virtue of previous program, if any.

4. A statement of planning considerations and recommended action by other governmental agencies such as FWA or ODT, whose assistance may be necessary in providing community facilities, transportation or other community for a new housing project.

Considerable time was taken up in conference with representatives of other agencies on program shifts and cut-backs necessitated by changing emphasis in the war production program.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SUFFRAGE COLUMBIA

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

TYPICAL REGIONAL OFFICE ORGANIZATION
During 1942-1945

1942	F.Y. 1944 10-24-43	1943 8-17-43		1945
		Alternative Organizational Patterns (a).....OR.....(b)		
Senior Regional Representative	Senior Regional Representative	Regional Representative	Regional Representative	Regional Representative
Assistant Regional Representative	Assistant Regional Representative	Programming	Program Review - Research	Assistant Regional Representative
Homes Utilization Supervisor	Senior Regional Homes Registration Director	Homes Use	Homes Use	
Housing Priorities Examiner	Senior Regional Conversion Director	Priorities - Occupancy and Disposition Standards	Priorities - Occupancy and Disposition Standards	
Senior Housing Economist	Principal Housing Economist	Program Review - Research	Programming	Regional Housing Economist
Housing Representatives	Housing Representatives	Housing Representatives	Housing Representatives	Field Representatives
W A R H O U S I N G C E N T E R S				

REGIONAL OFFICES

The Division of Defense Housing Coordination had maintained five regions. Administrative direction of each was located in Washington. Soon after the organization of the new Agency, the Administrator's Office determined that ten regional offices be established in the field. These were patterned largely after the War Production Board regional organization, because it was recognized that the National Housing Agency would work largely within a frame-work established by the War Production Board, in terms of the location of plant sites and the allocation of critical materials. The need for decentralized operation was accentuated: (a) by increases in the number of critical war production localities; (b) by increases in the number of materials on the critical list and (c) by decreases in the amount of housing available for programming.

The accompanying chart shows the cities in which regional offices were located in the field under the Division of Defense Coordination. It shows the initial regional organization under the Office of the Administrator in March, 1942. It is to be noted that the regional and sub-regional centers of the DDHC became, for the most part, the headquarters of the regional representatives under the Office of the Administrator. There were but two exceptions. These were Philadelphia and Los Angeles.

The first map following these pages shows the geographic limits of the ten regions in April, 1942.

A series of maps are included to show, first the geographic limits of the regional offices as of April 24, 1942, then, the limits as of November 29,1943 after Regions III and V had been merged with II, IV and VI. A third map, revised August 14, 1944 shows the areas covered by the regions after Region VII was abolished and the re-adjusted remaining Regions had been re-numbered.

A series of charts give the typical regional office organization patterns at various periods. The first such chart shows the "typical" regional office organization as of September, 1942. The second chart shows the anticipated regional organization typical of Fiscal Year 1944. A series of charts were prepared in August, 1943, showing typical regions then and presenting functional charts of Regions III, IV, V, VI, VII, VIII, IX and X. A chart as of January 1945, shows the shrinkage which occurred in the regions as the operating war housing program grew to a close.

During the war housing program, the one significant variation within the regions appears to be in the relationship between the war housing centers and the regional office. The line of responsibility ran different in some regions than in others. In some it was to the Homes Use Division; in others, it was to the Programming Division.

CHART SHOWING CITIES IN WHICH REGIONAL OFFICES IN THE FIELD WERE LOCATED UNDER DDHC AND UNDER THE INITIAL REGIONAL ORGANIZATION OF THE OFFICE OF THE ADMINISTRATOR

Cities in which Regional Offices were located	Under DDHC in Feb. 1942		Under OA in March, 1942
	Field Offices	Priorities Offices	Regional Offices
Washington, D.C.	---	X	III
New York City, N.Y.	---	X	I
Boston, Massachusetts	I	X	II
Philadelphia, Penna.	II	X	----
Chicago, Illinois	III	X	VI
Cleveland, Ohio	III	X	V
Atlanta, Georgia	IV	X	IV
Dallas, Texas	IV	X	VIII
Kansas City, Mo.	V	X	VII
Seattle, Washington	V	X	IX
San Francisco, Calif.	V	X	X
Los Angeles, Calif.	V	X	----

Roman numerals refer to regional numbering system under the respective agencies.

NOTE:
The only cities left out in the reorganization were Philadelphia and Los Angeles. New York, which was only a priorities office under DDHC became a regional office under NHA. Washington, D.C., also became a regional office.

The work of each regional office differed with the character and size of its area. Utilization of existing structures and improvement of transportation in many cases obviated new construction in developed industrial areas of the North and East. Such arrangements had little to offer in many localities of the South and West where on account of climate, military bases and ship yards were often constructed at sites not near to an existing labor supply.

In some regions, size alone, lack of direct transportation between developed industrial areas, or location of offices of other cooperating agencies, such as the War Production Board, dictated the establishment of sub-offices and increased the required allowance for travel of employees.

The basic organization of a typical regional office included a Regional Representative, an Assistant Regional Representative, some five field representatives, and a housing economist, a priorities examiner, and a proportionate stenographic and clerical staff. The regional representative and the assistant regional representative gave top-side direction to the work of the regional staff. The regional representatives carried the major load in correlating the efforts of the constituent agencies and in maintaining the necessary relations between the Office of the Administrator and other Federal agencies which were concerned with the programming operation.

On July 1, 1942, market analysts attached to the Federal Housing Administration offices were transferred to the regional offices of

the Office of the Administrator. This made their economic knowledge and advice more broadly available. While with the Federal Housing Administration, they had made the basic economic analyses of communities which the Federal Housing Administration used in connection with rating mortgage insurance risks. Their background and experience was particularly adaptable to programming requirements.

As Housing Economists, they were directly responsible to and under the direction of the regional representative. They were accorded wide latitude for the exercise of independent judgement. They acted as advisers to the regional representatives on all matters of an economic, statistical, or related character. They reviewed all housing programs developed by their regional office prior to their transmission to the Office of the Administrator. They advised the field representatives in the preparation of housing programs or docket justification memoranda. They indicated the types of data already available or to be obtained in the field, suggested techniques for securing necessary information, and advised on the assembly and interpretation of data.

They told the Research and Statistics Division what locality surveys they needed. They prepared such special economic or statistical reports as the regional representatives required, or the Research and Statistics Division requested through the regional representative. They also maintained the City Data System in accordance with general

procedures determined by the Administrator. They were available for consultation with representatives of constituent units of the National Housing Agency on matters of an economic, statistical, or related nature and reviewed all plans for special economic or statistical field studies conducted by regional offices of constituent units. They informed the Research and Statistics Division of all constituent unit field studies.

TABLE VI

NUMBER OF METROPOLITAN DISTRICTS AND SQUARE MILES OF AREA

BY REGION

Region	Metropolitan Districts	Square Miles of Area
I	10	66,608
II	22	115,379
IV	25	383,589
VI	34	312,859
VII	17	804,324
VII	16	560,549
IX	4	395,868
X	8	383,142
Total	136	3,022,318

From 1945 Budget Estimates

At the time the War Housing Budget was prepared for fiscal 1944, a reduction in the programming of war housing was expected with a corresponding reduction of regional offices from ten to five. 1/

The work of the regional offices in fiscal 1944 was thought of as involving the performance of five functions:

(1) Programming; (2) "Mopping up" and taking stock of the war housing completed and uncompleted; (3) Laying plans for post-war disposition of war housing; (4) Stimulation and supervision of the local War Housing Centers and Homes Registration Offices; and (5) Supervising the job of converting existing structures into additional family-dwelling units. 2/

As long as the materials and manpower situation permitted the construction of public and private war housing, the Administrator had the responsibility of determining where, when and how such war housing was to be built. As long as construction continued, there was need for some programming, or re-programming, of the precise war housing needs in individual communities.

These needs made it apparent that the elimination of regional offices had to proceed more slowly. Until the end of the war, three regions had been eliminated. Seven, however, endured to the end.

1/ War Housing - 1944 Budget Estimates, page 171

2/ War Housing - 1944 Budget Estimates, page 172

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

WAR HOUSING CENTERS

Because of differences in size of areas serviced, degree of congestion, and characteristic local problems, there was, in fiscal 1944, no pattern of organization for a War Housing Center which could set forth as typical. However, there was considerable similarity between centers of comparable size. In centers of one to three persons, located in the smaller cities, there was very little specialization of duties. In genera, centers requiring more than four persons were staffed with a manager, steongrapher, clerks to procure listings, and clerks to handle applications and refferrals. Public relations, contacts with builders and war plant personnel offices, and attention to special problems commanded most of the manager's time. In a few of the larger areas, there were a series of sub-centers in various sections of locality with a central staff providing overall procurement, promotional and supervisory functions. 1/

In general, the Federal Government furnished major support for only personal services, travel and communications. Local governments and civic organizations provided nearly all space, equipment and utility and janitof services. A large percentage of requirements

---

1/ 1945 Budget Estimates, page 179

and supplies and materials were also provided locally. Radio, newspaper and other forms of advertising were donated on a large scale. In a few localities, part of the travel expense was also borne by the community.

Travel by war housing center personnel consisted mainly of automobile travel necessary for inspecting list accommodations within the vicinity. Regional Homes Use meetings which brought the managers into the regional offices were scheduled on an average of one or two per year. Particularly in the larger centers, problems arose which occasionally required a trip to the regional office.

WAR HOUSING CENTER 1/

PERSONAL SERVICES REQUIREMENTS FOR FISCAL 1945

Region	July 1944	October 1944	January 1945	April 1945	Total Man Years	Amount Required
I	8	5	3	3	4.8	$ 11,071
II	36	3	-	-	8.7	23,122
D.C.	38	38	26	26	32.0	71,700
IV	38	38	21	21	29.5	75,828
VI	87	68	34	34	53.9	128,401
VII	19	19	7	7	13.0	29,211
VIII	45	45	29	29	37.0	86,001
IX	32	14	14	14	18.5	43,539
X	139	132	122	122	128.9	293,206
Total	442	362	256	256	326.3	$ 762,079

The localities were expected to supply in fiscal 1945 at least 38 man years of paid personnel and an estimated 100 man years of volunteers, in addition to the estimated 326 man years of Federal personnel.

1/ 1945 Budget Estimates, page 180

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Thoughts on the Survey of OA Organization

The preceding pages have outlined the organizational structure of the Office of the Administrator. Certain things stand out from the survey. One is the apparent stability in the major units of the organization. Except for changes in name, most of the units established in 1942 persisted throughout the war housing program. The Homes Utilization Division is the outstanding exception. It passed through various stages of expansion and diminution and had almost vanished by V-J Day. The Research and Statistics Division is represented by the Housing Finance Division and the Housing Market Service. The Social Relations Consultant alone left no organizational posterity. Equally significant from the point of view of good planning, is the fact that no major additions to the initial structure took place other than the creation of the Assistant Administrator (Operations). The plans of 1942 were adequate to serve the entire war housing program.

The second fact which is noteworthy relates to the flexibility of the actual administration. Charts and diagrams which the preceding pages have used portray graphically the formal organizational structure. In a case or two these already have been qualified in the text to indicate that they were but representations of proposed plans of organization. Within several small Divisions, the organizations as charted were not realized. Certain leading positions were not filled. Instead, personnel

was organized about assignments rather than about formalized, enduring functions. Consequently, on the small divisions, lines of authority were often "paper lines". Informality, making for expeditious operations, was fostered. Even between divisions, on occasion, as the need arose, functions were assumed and fulfilled by Divisions able to carry them, even though strictly speaking they had organizationally been allocated elsewhere. Then, when the situation with regard to personnel and workload changed, functions were transferred or reassigned. Structural lines, in actual administration, furnished no barrier to the flexibility needed to secure full utilization of capable personnel variously located. Nor did it, on occasion, militate against a staff member assuming a dual capacity or responsibility which in effect made a subordinate in the formal organizational a peer, or a peer a subordinate.

A third fact which compels attention is the organization of the Office of the Assistant Administrator (Administration). It contained, as we have seen, three Divisions, Budget (and Accounting), Administrative Services and Administrative Relations. These performed the "household functions". They also served in the staff function ("thinking, planning, advising"). This activity, however, seems to have been shuttled about among the Divisions. Differentiating lines were carefully drawn, though actually labored, in the initial plans for the three divisions. Operating functions, so closely related as to be almost identical, were shared between Budget and Administrative Services Division. Staff functions, of similar contiguity, were shared between Budget and Administrative

Relations. The parallelism of structural composition within the same group also brought out the dangers of duplication and lack of clear cut delination of authority which were offset by constant alertness in actual administration. The thinness of the lines led seldom to duplication and only rarely to strain.

Problems of staffing were, of course, general throughout the Government during the war years. Reticence to adjust the blue printed organization to available personnel made for lag and dealy in certain functions. For example, the division projected to assume leadership in formulating organizational, procedural, personnel and budgeting policy for the Office of the Administrator and for the constituents, was slow in getting started. On the other hand, the peculiar interests of its key personnel in the field of training caused the public relations function in the realm of academic, university contacts to gravitate into its orbit.

A fourth fact relates to public relations. The course of promotional activities in the Office of the Administrator, the movements of Homes Use and Conversion promotional activities to and fro, were interesting phenomena. The absorption of public relations activities previously in the constituent units by the Office of the Administrator's Information Division and its re-emergence in control of the reconstituted units is a manifestation of skillful reconstruction and consolidation of related functions over a period of time.

A fifth fact relates to the re-shuffling of

functions and responsibilities among the Administrator's immediate key personnel. Faintly perceptible changes occurred in the functions and structure of the Administrator's immediate family. The detailed explanation of these lines, per epa, in the natural adjustments which must be made as an organization passes through various phases of growth and maturity.

The following "vibrations" may be noted: the use of the Assistant Administrators (Program and Administration) as his immediate counsellors and staff at one phase of the program; the use of two Assistant Administrators (Homes Use) for various phases of the Homes Utilization and Conversion program; the selection of the Director of Information as a Special Assistant on a par with the Assistant Administrators; the elevation of the Program Supervisor to the status of Assistant Administrator (Operations) and the freeing of the Assistant Administrator (Program) for the planning of Post War Housing Operations; the raising of the Director of Urban Studies to the status of Special Assistant in charge of International Housing Problems; the selection of the Deputy Director of Information as Special Assistant in charge of Congressional Relation, and External Group relations. Without perceptible friction or noise, the "vibrations" reflected the progressive forward moving, motion of the top administrative machine, as it shifted gears from one phase of the war housing program to another.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

1. Personnel Administration

The personnel function of the Office of the Administrator was handled in the beginning, in close cooperation with the liaison personnel of the Civil Service Commission. The Administrator and his Assistant Administrators (Administration and Program) worked with Civil Service Commission Representatives for Housing, in selecting early personnel. 1/ There were problems of drafting job descriptions and meeting Civil Service Requirements. It was necessary to write hundreds of job descriptions. The Civil Service liaison personnel aided materially in this work. Assistance came also from the staff of the Public Administration Service of Chicago. A personnel analyst was brought over from FHLBA on detail to direct the personnel function. 2/ He served from April to September, 1942.

The initial plan called for transferring personnel and functions bodily into the new National Housing Agency. 3/ On April 20, 1942, Administrator's

---

1/ Mr. Earl DeLong and, later, Miss Gladys Berenger

2/ Mr. Robert Reinhold

3/ The details of the proposal and the considerations which went into the transfer of personnel and functions from DDHC to the Office of the Administrator may be seen in the memorandum which have been referred to in more detail in the discussion of the initial organization of the National Housing Agency. Supra., pp 60 ff. "Transition and Consolidation"

Order No. 2 transferred approximately two hundred ninety positions from the Division of Defense Housing Coordination to the Office of the Administrator.

The subsequent administration of personnel reflected itself in the published personnel procedures of the Office of the Administrator established by General Orders, Memoranda and Operating Instructions.

At lease five major items in personnel management were accomplished in the last quarter of 1942. These were:

a. the decentralization of inter-constituent personnel transfers

b. the establishment of a review procedure for constituent personnel activities relative to the higher grades

c. the delegation of final authority with regard to personnel positions and incumbents of lower grades to the Assistant Administrator (Administration)

d. The establishment of a procedure for reporting employee injuries and compensation requirements

e. the initiation of adjustments resulting from changes in hours of work and payroll procedures inaugurated by the Bureau of the Budget and the Treasury Departments.

Thus, in October, 1942, by a General Order, the

Administrator delegated his authority to review and approve transfers of personnel among the constituent units of the National Housing Agency. 1/ The Commissioners were authorized to approve such transfer on his behalf.

In November 1942, the prior review and approval by the Office of the Administrator of the establishment and filling of certain chief positions in the constituent agencies was required. Proposed new positions at grade CAF-14 or P-7 and above were to be submitted to the Administrator for written approval prior to submittal to the Civil Service Commission in cases of positions in the departmental service or prior to filling the position in the field service. Personnel files of persons at CAF-14 or P-7 and above in the departmental or field service were to be submitted to the Administrator for written approval before the initiation of formal appointments action. 2/

The Assistant Administrator (Administration) was authorized to give final approval on all personnel actions with respect to positions carrying a compensation of $3800 per annum or less. He was to give final approval on all personnel action pertaining to employees of the Office of the Administrator except

---

1/ NHA General Order No. 23-1, Effective October 14, 1942

2/ NHA General Order No. 23-2, Approved November 5, 1942

those actions involving an original appointment, a change in grade or the duration of appointment of employees paid a salary of over $3800 per annum. 1/

In November 194 , it may be noted merely because of its historical interest, the Treasury Department changed the pay period for the Office of the Administrator from the 1st and 15th to the 13th and 28th of each month. The first pay check distributed under the new plan was on November 28, 1942 for the period of November 16 to 28. 2/

During November a procedure for reporting injuries incurred by employees in line of duty and for claiming injury compensations was drafted and transmitted to the regional representatives. 3/

The procedure incorporated the most salient provisions of the Employees Compensation Act and additional regulations. It outlined what to do in injury cases. It discussed medical treatments, dental treatments, appliances and drugs. It summarized what needed to be done in reporting deaths and claims for death benefits.

1/ WPA Regulation No. 23-3, Approved November 18, 1942

2/ WPA Regulation No. 23-1, Approved November 5, 1942

3/ WPA Regulation No. 23-1, Approved November 14, 1942

In conformity to the request of the Director of Office of Defense Transportation, NHA issued a memorandum on holiday travel controlling employees requests for annual leave between December 18th and January 10th. 1/

In a memorandum issued in December of 1942, employees were notified of a change in hours of work pursuant to Joint Resolution 170 "The Overtime Pay Bill" and Bureau of the Budget Circular No. 437. It announced that, effective December 2, 1942, the hours of work for the Office of the Administrator would be eight hours a day, six days a week and would be between 8:45 A.M. and 5:15 P.M., with thirty minutes for lunch. Overtime pay from December 1 to December 28, 1942 was to be received through supplemental checks. After December 28th, overtime pay would be included in the regular checks. 2/

During 1942, the items involving personnel management which reflected themselves in the records fell into the following categories:

a. Selective Service problems.

b. Personal employee problems arising out of the lengthened war week and the war conditions.

c. Personnel promotions, efficiency ratings, complaints, suggestions and appeals procedures.

1/ NHA Memorandum No. 23-1, Approved November 25, 1942

2/ NHA Memorandum No. 23-2, Approved December 26, 1942

In January 1943, instructions were issued that all Agency correspondence with local draft boards regarding the status of employees of the Office of the Administrator which had not previously been cleared with the Assistant Administrator (Administration) should be summarized and forwarded to him. All future correspondence with local draft boards regarding the status of employees of the Office of the Administrator was to be cleared with the Assistant Administrator (Administration). 1/

In February, all members of the staff whose draft boards were considering them for reclassification from 3A to 1A were instructed to notify the Personnel Section. It had to determine whether the Agency was permitted to request 3B classification for them. The Agency was permitted to request 3B classification only for employees whose positions had been approved as essential by the Civil Service Commission and the War Manpower Commission. 2/

In March 1943, Executive Order No. 9303, dated March 6, 1943, provided that "no employee shall initiate a request for his own deferment on occupational grounds or advocate the making of such a request on his own behalf". It provided also for an Agency Committee to consider all cases

---

1/ NHA Memorandum No. 23-3, Approved January 19, 1943

2/ NHA Memorandum No. 23-6, Approved February 10, 1943

appearing to justify requests of occupational deferments and to make such requests. Such a Committee was created for the National Housing Agency by General Order No. 21-15. The Committee began work to insure that all cases appearing to justify requests for occupational deferment were properly and promptly handled.

Employees were instructed to report to the Committee through the Personnel Section any change in selective service status or the receipt of Notice to Report or Notice of Induction. The Personnel Section was to work with all supervisors in planning and carrying out an orderly policy of progress of replacement and training occasioned by the entry or prospective entry of employees into the armed forces. Unless the Agency Committee requested deferment for an employee under the Executive Order, NHA was compelled to grant a release to enter the armed forces voluntarily in a commissioned or enlisted status. Even if the Agency Committee requested a deferment, NHA still had to grant a release if the employee was likely to be assigned to active combat service or if his skill and ability could probably be utilized equally or more effectively in the armed forces. Where the Agency Committee denied release of an employee, he could ask for review by the Review Committee of the War Manpower Commission. 1/

1/ NHA Memorandum No. 23-9, Approved March 31, 1943

In January 1943, the problem of transportation, also, was under consideration by the Personnel Section. A questionnaire which had been issued indicated that at least seventy-three members of the staff of the Office of the Administrator were interested in making car pool arrangements. 1/ Approximately forty-three members of the staff were not satisfied with their current living accommodations. The Personnel Section undertook to do everything possible to secure more desirable housing accommodations for them. All members of the staff were urged to notify the Personnel Section whenever they heard of houses, apartments or rooms which might become vacant. 2/

The Personnel Section issued in January 1943, in outline form the specific procedure to be followed in processing regional personnel actions. This was done to give regional representatives and members of their staff a ready reference for use in submitting personnel recommendations to the Central Office for approval. 3/

In March 1943, the field was notified of the ruling of the Civil Service Commission set forth in Departmental Circular No. 257, Supplemental No. 6, issued March 10, 1943. The

---

1/ NHA Memorandum No. 23-3, Approved January 23, 1943

2/ NHA Memorandum No. 23-4, Approved January 23, 1943

3/ NHA Memorandum No. 23-5, Approved February 17, 1943

Circular related to promotions and changes in status within departments. It provided that where the entrance salary rate for the grade of the proposed positions is $300 or more, but less than $600 above the entrance salary rate of the employees present position, the promotion could not be approved unless the employee had served at least six months at his present grade or one of the equivalent grade levels in the Federal Service. Where the entrance salary rates for the grade of the proposed positions was $600 or more above the entrance rate of the employees present position, the promotion could not be approved unless the employee had served at least one year in his present grade or one of equivalent grade rates in the Federal Service. The only exceptions was in cases where the experience and qualifications of the incumbent as well as his demonstrative capacity to carry on the duties and responsibilities of the particular position justify such an exception. 1/

In March, the regular information concerning preparation of efficiency rating forms was issued. 2/

At the beginning of April 1943, the procedure was established for prior review and approval by the Office of the Administrator of the establishment of appointment to certain key

---

1/ NHA Memorandum No. 23-8 Approved March 22, 1943

2/ NHA Regulation No. 23-5, Approved March 30, 1943

positions in the constituent units. This was in accordance with NHA General Order No. 23-2. It provided for the Administrator's review of all proposals by constituent units to create new positions at CAF-14 or P-7 and above.

In July 1943, NHA employees were informed of the War Manpower Commission Directive concerning the Employment Stabilization Program. They were notified that the Federal Government was an essential activity in the classification of the War Manpower Commission and that consequently, Civil Service employees were subjected to the regulations concerning essential employees. 1/

In August 1943, a White House release stated that it was the policy of the Government that all Administrators and Supervisors should recognize the problem confronting employees in finding time to attend to necessary important business. Supervisors were advised to help solve it by adopting a liberal attitude towards the granting of short periods of annual leave for this purpose.

In wholehearted compliance with this policy, the Office of the Administrator sponsored the practice of short periods of time-off to be charged against annual leave which should be allowed to all employees for the purpose of attending to necessary important matters such as shopping for necessities, meeting doctors and dentist appointments and performing various household chores. The time allowed was not to

---

1/ NHA Regulation No. 23-9, Approved July 30, 1943

average more than a few hours off every two or three weeks. Time off was to be restricted to days other than Saturdays except when it was necessary to permit an employee to attend to urgent personal matters. 1/

In August of 1943, a basis for recommendations of within grade salary advancements for meritorious services meeting the requirements of Executive Order No. 8842 and the Civil Service Commission was announced. 2/

In December of 1943, a regulation was issued establishing policies and prodedures under which all members of the Office of the Administrator's staff could have ready access to supervisory officials for the discussion of individual problems affecting their status and welfare.

The Policy was enunciated that each employee should have the opportunity to present complaints or suggestions for consideration and disposition by each supervisory level, beginning with his immediate superior and with the eventual right to have the problem passed upon if necessary, by the Administrator. The procedure necessary to exercise this right was described in detail. A Board of Appeals was created and the manner of its activity outlined. 3/

1/ NHA Memorandum NO. 23-11, dated August 4, 1943

2/ See NHA Memorandum No. 23-12, Approved August 7, 1943

3/ NHA Regulation No. 23-11, Approved December 20, 1943

During January 1944, a comprehensive statement of the personnel policy of the NHA was issued. 1/

The overall responsibilities of the Agency, the responsibilities of management and of the employees were outlined. Questions of public relations and neutrality were discussed under the heading of "Mutual Responsibilities". Problems of grievances, organization, training, promotion, manpower utilization, working conditions, counselling and terminations were discussed under "Responsibilities of Management". Suggestions, resignations and observance of regulations were discussed under "Employee Responsibility". An additional statement was made concerning "Employee - Management Cooperation."

In April 1944, the Personnel Office in the Office of the Administrator/authorized to /was make inter-agency transfers of stenographers and typists in Washington in the interest of full utilization. This authorization was in compliance with Departmental Circular No. 467, issued by the Civil Service Commission of February 3, 1944. The Circular required that each agency delegate specific authority to an official to make inter-agency transfers of stenographers and typists in Washington, D.C. 2/

1/ Agency Policy Statement No. 23-1, dated January 21, 1944

2/ General Order No. 23-2, Approved April 3, 1944

Annual and sick leave regulations were revised in accordance with the new regulations issued January 1, 1944 entitled "Annual and Sick Leave Regulations for Government Employees" and in accordance with the provisions of Executive Order No. 9414, dated January 13, 1944.

Recruitment of key personnel during the first part of fiscal 1945 was a problem. Reports from the Assistant Administrator (Administration) to the Administrator time and again carry the story of position vacancies which could not be filled. There were no likely candidates for Budget and Accounting Division Director nor for Director of Housing Finance Division or for Housing Market Service. There were no candidates satisfactory for the Community Operations Section; for the Land Use Section; for the Housing Economics Section. There was need for three engineers or four at grade P-6. There was need for a Housing Economist at P-6 and for a Personnel Officer at CAF-13. Months went by without lessening the problem of recruitment. Appointments from within were a partial solution. Doubling up of assignments was resorted to. The Assistant Administrator (Operations), for example, was made Acting Director of the Housing Market Service. The Regional Representative of Region II (New York) was brought in, part time, to act as Director of Urban Development Division, in January, 1945, when the Urban Development Director became a special assistant to the Administrator.

In April 1944, the Assistant Administrator (Administration) reported that:

"A personnel policy which meets only minimum standards has been hammered out, adopted, and published only after much painful delay and with something less than full-fledged acceptance philosophically by two of the three constituents and by organized employees.

"Minor progress has been made with respect to Agency-wide classification standards; - the opening of wider opportunities for inter-constituent recruiting, and the development of more advanced points of view on the part of constituent agency personnel staffs. There has been established by regulation and in practice your concern as the Administrator with constituent agency establishment of an appointment of positions paying $6500 or more. This has resulted in opportunities to develop more thoughtful consideration of topside personnel problems in both the FPHA and the FHA, but has been resented by the FHLBA as unnecessary interference in connection with the only case submitted thus far. In connection with this process a rather complete and detailed inventory has been made of all $6500 positions and personnel in the Administrator's Office, the FHA and the FPHA. To date, the FHLBA does not find it possible to make such information available. 1/

1/ Lyman S. Moore to John B. Blandford, Jr., April 20, 1944

"Within the Administrator's Office there has been developed a reasonably balanced and successful personnel program. The personnel function has been visualized as an aid to operating officials and can easily be tested by the opinion of division heads and regional representatives. The office has been staffed up to an organization of 1,000 employees with few headaches resulting from the recruitment of unsatisfactory personnel. This is said with full recognition that a number of key spots have gone vacant for long periods of time and that much more imagination can be poured into the into the recruitment process particularly when manpower shortages begin to ease. Thus far, in the Administrator's Office it has been necessary to devote the full time and energies of the small personnel staff to the basic personnel problems during which we can experiment with new wrinkles in personnel practice. The personnel staff has made its own contribution to the establishment and development of a whole staff in the office which works with a maximum of teamwork and cooperation and with a minimum of staff friction." 1/

In addition to a. recruitment and b. to the formulation of an explicit personnel policy, the reports of the Assistant Administrator (Administration) indicated that

---

1/ Lyman S. Moore to John B. Blandford, Jr., April 20, 1944

personnel activities had been predominantly concerned with problems such as:

c. personnel utilization
d. position classification and reclassification
e. personnel statistics
f. review of constituent personnel activities
g. compliance with Selective Service deferment requirements
i. negotiations with Employees unions, CIO and AF of L, regarding reductions of force and labor representation
h. negotiations with Civil Service Commission and the Bureau of the Budget concerning personnel matters
j. training on the job through the preparation of guide materials and the planning of university programs, relative to housing. 1/

The following paragraphs give some indication of the background and sources from which the key personnel of the Office of the Administrator came. 2/ Arbitrarily assuming that the

---

1/ Based on the analysis by the Historian (H.B. Cohen) of the monthly reports by the Assistant Administrator (Administration) to the Administrator from April, 1944 to July, 1945.

2/ The following twenty-eight persons in March 1945 were earning $6500 or more:

Ascher	Dobbs	Moore	Tufts
Coplen	Farrier	Niehoff	Vickery
Crane	Fischer	Orentlicher	Voell
Creighton	Fitzpatrick	Petter	Weston
Demers	Haydock	Philipson	Wright
Dennis	Keyserling	Ratcliff	Woodbury
Divers	Hayes	Shattuck	Young

twenty-eight persons earning $6500 or more in March, 1945 were key personnel, analysis showed that two had only high school education. Four had from two to four years college, but no degrees. Fourteen had AB or BS degrees; five had LLB's. One had a BCE degree. Five were MA's. Four were PH.D.'s.

In their initial professional careers, four were lawyers; eight were engineers, engineering draftsmen, architects or architectural draftsmen; two were accountants or auditors; one was a high school principal; five were connected with engineering or realty sales; four were connected with the university or college academic life as research assistants or teachers.

The list of significant institutions with which the key personnel were previously connected included the following:

Armour Institute of Technology
University of Chicago
Columbia University
University of Colorado
Massachusetts Institute of Technology
University of Michigan
Northwestern University
Dartmouth College
Grinnel College
Harvard University
University of Illinois
Oberlin College, Ohio
University of Pittsburgh
University of Southern California
University of Wisconsin

Municipalities in whose governmental units the key personnel acquired experiences included:

City of Chicago
Kansas City
Milwaukee
Minneapolis City
New York City
Pittsburgh
San Francisco
St. Louis

The City Manager's Office, Zoning and Planning Commissions, or local housing authorities were

the most common governmental units with which they were affiliated.

Private business organizations which figured in the past experience of these twenty-eight included trust companies, insurance companies, mortgage loan companies, engineering companies, a steel corporation, a radium company, architectural firms and newspaper publishing offices. 1/

1/ A list of the actual businesses includes:

Arkansas Railroad
Atlantic Loading Company
Chemical Bank & Trust Company
Continental Incorporated
Foundation Company
General Motors Management
Graham Anderson
Gulf State Steel Company
Holabord and Root - Chicago, Architects
Ingersoll - Rand Company
Lockwood - Greene Engineers
Mann and Stern , Architects
McGraw Publishing Company
Missouri Pacific Railroad
Mortvon Corporation
Mutual Life Insurance Company
National Broadcasting Company
Potter and McAninch, Architects
Probst and White
Sanderson and Porter
Seattle Title Trust Company
Standard Oil Company of California
United States Radium Corporation

Semi-public organizations included:

American Scandanavian Foundations
Brown Memorial Foundation
Federation of Architects, Engineers, Chemists and Technicians
International City Managers Association
NAHO
Public Administration Clearing House
Social Science Research Council

Federal Government agencies included:

Army Service Forces
Construction and Industry Division of Civilian Supply, OPW
Division of Defense Housing Coordination
Farm Security Administration
Federal Emergency Administration of PWA
FHA
FHA - Division of Research and Statistics
FPHA
HOLC Director of Public Relations
HOLC Michigan State Office
National Recovery Administration
National Resources Planning Board
Office of Emergency Management OCD
OPA, Chemicals Section
OPA Rent Control Section
OPA Training
PWA Housing Division
Resettlement Administration
Suburban Resettlement
United States Army
U.S. Bureau of Foreign and Domestic Commerce
U.S. Central Statistical Board
United States Housing Authority
U.S. Court of Appeals
U.S. Housing Corporation
U.S. Office of Education, Public Service Training

An analysis of the twenty-eight men in the Office of the Administrator receiving $6500 or more, reveals that there was no relationship apparent between age and salary. Regional representatives and assistant administrators received a standard $8,000. Only one person took an initial decrease from his salary peevious to his entry into the Office of the Administrator. Seven salaries remained the same. Twenty experienced increases from $70[illegible] (a one grade promotion) to $3750.

Distribution of pay		Year of Birth	
Salary	Number	Year	Number
$9,000	2	1880-1889	2
8,000	13	1890-1899	7
6,750	1	1900-1909	17
6,500	12	1910-1919	2
Total	28		28

Actual ages and salaries in 1945 were as follows:

Ages	Salaries	Before OA	Decrease or Increase
35	$6,500	$5,600	900
36	8,000	6,500	1500
36	6,500	4,800	1700
37	6,500	4,600	1300
37	9,000	9,000	----
38	6,500	6,500	----
38	6,500	5,600	900
38	6,500	6,500	----
38	6,500	4,600	1300
38	6,000	3,800	2200
39	6,500	5,600	900
39	6,500	5,800	700
40	8,000	6,750	1250
40	8,000	8,000	2400
42	8,000	8,000	----

Ages	Salaries	Before OA	Decrease or Increase
44	$8,000	$6,000	+ 2000
44	8,000	8,000	----
44	8,000	6,500	+ 1500
45	8,000	4,250	+ 3750
45	6,500	?	?
46	8,000	9,000	-1000
49	8,000	?	?
52	6,500	5,600	+ 900
52	8,000	6,500	+ 1500
53	9,000	9,000	----
53	8,000	5,600	+ 2400
56	6,500	5,600	+ 900
65	6,750	6,750	----

The preceding discussion has centered its attention on the problems and evolution of personnel policy and procedure. The administrative services fulfilled in the field of personnel operations may now be touched upon in the servicing of personnel requirements, there were, of course, placements, interviews and certifications. There were the specific tasks of finding qualified personnel, of submitting statements of their qualifications to the Civil Service Commission, and of approving actions taken. There were discussions between personnel officers and operating officials concerning vacancies, qualification requirements and grades. There were involved position descriptions, desk audits, allocations, record keeping, and all the detail of personnel actions. These were the responsibility of the Administrative Services Division.

In the field of employee relations, there were grievances, exit interviews, stenographic training courses, car pooling, group hospitalization, induction interviews, questions relating to housing for employees and recreational activities. Other miscellaneous activities included the efficiency rating program, sick visits, Red Cross War fund and blood donor campaigns, other fund raising campaigns, group hospitalization collections, credit union activities and military deferments.

The Personnel Section, located in the Administrative Services Division, handled an increasing workload during 1944. Because of the difficult recruiting situation, it did so without additional staff. In so doing, it fell behind on needed revisions of personnel procedures,

training activities, job history, records of employees on military furlough, and other work. Journal actions averaged two hundred a month for 1944. Due to the pressure workload, it was impossible to maintain the personnel records properly. These records had to be put in good order during 1945 to properly apply provisions of the Selective Service Act and the Starnes Bill governing re-employment rights of veterans.

The Stenographic Pool provided substitue stenographic assistance to Central Office divisions. It handled overflow work from the divisions; and provided training for stenographers and typists. It was impossible during 1944 to maintain the Pol at full strength because of recruitment difficulties.

At the end of Fiscal 1945, the comments of the Assistant Administrator, reporting in April 1944, still seemed a correct statement of the general condition prevailing with regard to personnel operations of the Office of the Administrator. The following quotation speaks for itself:

"I think it fair to say that both the Bureau and Civil Service Commission have developed a reasonable respect for the progressive development of sound personnel and budget practices in the Office of the Administrator and in the three constituents. A considerable amount of staff time has gone into the development of sound cooperative relationships with the staffs of these two agencies. With respect to the Civil Service Commission's control of class allocations in the departmental service, the

Administrator's Office has lost no important grade allocation on its own staff and has persuaded the Commission staff to adopt new points of view with respect to our organizational structure and the importance of high-grade personnel to execute the operating responsibilities of the constituents." 1/

1/ Lyman S. Moore to John B. Blandford, Jr., April 20, 1944

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

ADMINISTRATIVE SERVICES

The routine administrative services, the housekeeping or auxiliary functions in government, played their part in the total operations which entered into the administration of the war housing program. The following pages record the development of some of those services in the Office of the Administrator. Mention has already been made of personnel activities. Other housekeeping functions such as communications, mail and files, library facilities and space, budgeting and accounting, are subjects of interest. No elaborate consideration can be given these subjects at this time because organized data is not yet available. Some sketchy outline of what was done or met with in the field of office services, such as communications, mail and files, space, reproduction, and travel will be set forth in the following paragraphs. A definitive report will need to wait for some more intensive review of the records within the present Administrative Services Division.

The first Office Practice Order, No. 1, issued by the Office of the Administrator related to long distance telephone service and the use of New York tie-lines. 1/

It outline the procedure to be followed. All persons making long distance calls were required

---

1/ See Office Practice Order No. 1, undated

to dial "0" on the automatic telephone and to notify the NHA operator that a call was being placed. She would connect the caller with the long distance operator.

A procedure for the handling of mail was next set up. It covered receiving, opening, stamping, recording, distributing and follow up of mail both incoming and replies. It set a time limitation on preparation of replies. It gave instructions concerning telegrams and radiograms, the preparation of envelopes, the distribution of attachments or copies and the dispatch of mail. It required the filing of the originals of all incoming correspondence and memoranda in a Central Files and set up the procedure whereby previous correspondence could be requested from those Files. 1/ Somewhat later in the month, arrangements were made for the reporting of free (franked) mail. 2/

A manual of forty-nine numbered paragraphs relating to leave regulations was issued during the same month relating to Personnel - Leave and Hours of Work. 3/

At the end of May 1942, the formal establishment of the Office of Administrative Services in the Office of the Administrator was announced by a staff memorandum and its responsibilities outlined. 4/ It was to be responsible for performing

---

1/ Office Practice Order No. 2, dated April 8, 1942

2/ Office Practice Order No. 5, dated April 17, 1942

3/ Office Practice Order No. 4, dated April 18, 1942

4/ See Staff Memorandum No. 19, dated May 25, 1942. See also, supra., pp. 100 ff.

the internal housekeeping services of the Office of the Administrator. It was to assist in office problems of space, travel, procurement, mail, files, stock, messengers, payroll, leave, retirement, accounts, transportations, communications, budget, audit, stenographic and other similar office services. It was to provide the complete office services previously provided by the Office for Emergency Management.

The evolution of procedures relating to administrative services took a normal course. Releases related to the routing of requests for supplies, equipment and reproduction. These were instructions as to routing of correspondence, as to delivery of checks and maintenance of leave records, as to the use of long distance telephones.

In January 1943, the Commissioners of each of the constituent agencies were requested to have their libraries arrange procedures for the exchange of library materials and facilities by members of the constituent units and the Office of the Administrator. 1/ On April 16, 1943, NHA Memorandum No. 27-5 was issued describing the library facilities within the Agency and establishing a system for utilizing them. It gave the locations, the librarians and the telephone numbers of FHA, FPHA and FHLBA libraries.

A major administrative problem of the Office of the Administrator was that of central office space. 2/ During late 1943, parts of the

---

1/ NHA General Order No. 26-1, approved January 29, 1943

2/ 1945 Budget Estimates, page 110

Washington organization were located in six separate buildings. 1/ Current leases in these buildings covered 31,241 square feet of usable office space, an average of 92 square feet per employee on the basis of estimated employment for fiscal 1945. Some 4,000 square feet, which included such space as halls and attics in 1600 and 1601 Eye Street, were not suitable for office purposes. The poor space arrangements within the Office of the Administrator made for extremely cramped and unfavorable working conditions in certain offices, while in others an undesirable division of working staffs was made necessary.

1/ The location on the buildings, their size and cost were as follows:

Building	Square Feet	Annual Rent Per Square Foot	Total Cost
1600 Eye Street	8,829	$2.83	$24,938
1601 Eye Street	5,000	1.69	8,419
Barr Building	10,615	1.56	16,577
Longfellow Building	6,790	2.25	15,260
FHA Building	2,586	1.55	4,008
HOLC Building	1,091	2.08	2,270
Total	34,911*		$71,472
*Additional Requirements	1,500	$2.00	$ 3,000

Space remained one of the biggest problems of administrative services throughout 1945. The Office of the Administrator strove hard to move into the Longfellow Building and into the FHA Building. "We need an additional 2,000 feet in the Longfellow....an additional 800 feet in the FHA Building..." "Our space problem will remain unsolved", reported the Assistant Administrator, (Administration) in January 1945, "until we can break through the Space Control Committee to get a desirable building." 1/

When an additional workload resulting from the increase in war housing center employment during 1944 it was absorbed by the Administrative Services Division without increasing its staff. This was achieved by improved work methods and by permitting the accumulation of backlogs in less important items. Procurement and supply operations were decentralized; mechanized equipment was installed in the Finance Section; the method of distributing manual releases was revised; and a positive time reporting system was installed reducing leave postings and speeding up the distribution of pay checks.

Activities of a non-routine character were also carried through successfully. Space, furniture and equipment for new employees was found; clerical turn-over was held down by an Employee Relations Unit in the Personnel Section and stenographic assistance was improved by continuous training courses during the period of difficulty in getting typists.

1/ Lyman S. Moore to John B. Blandford, Jr., dated January 16, 1945

During fiscal 1944 and 1945, a variety of activities were engaged in by Central Office employees of the Office of the Administrator which required travel. 1/ The Administrator and Assistant Administrators not only found it necessary to visit the field offices to review operations and matters of policy, but they were frequently called upon to represent the Agency's position before the public in different parts of the country. Travel was necessary by central office employees to investigate certain proposed housing projects; to assist in handling public relations activities and dealing with minority groups; to review war housing center operations; to visit laboratories for the purpose of studying the performance of technical equipment and observing the technical developments on research projects relating to housing; to handle legislative matters with state and local governments; to make special studies of housing problems; to assist in the supervision of certain types of vacancy and occupancy surveys; to handle problems arising in connection with the controlled materials program; and to deal with administrative problems in the various field offices.

Travel reservations and planned itineraries averaged one hundred a month in 1944 and 1945.

Financial recording and accounting activities too continued during 1944-1945.

1/ 1945 Budget Estimates, page 104

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

221 + 222

COHEN:it 10-25-45

THE REPORTING SYSTEM

The Reporting System of the Office of the Administrator consisted of a number of media of communication to the Administrator. There were, of course, the oral reports of those who had direct contact with him personally. These were face to face reports or by telephone, local or long distance. There were memoranda for special or non-recurrent items. There were letters for confidential reports. There were telegraphic reports. Narrative reports to the Administrator from regional representatives in the field were instituted in 1942 and continued more or less regularly as weekly or less frequent reports to the Administrator.

In addition to these reports, there were standardized, essentially statistical, reports on various phases of the programming activities. Some of these antedated the establishment of the Office of the Administrator in their origin. They underwent growth, change and transformation through the war years as changes in needs and experience caused their adaptation to current necessities.

In the following pages we shall tace the history of eight formalized reports which received wide distribution and two report forms which received limited distribution. The eight reports were the following:

1. Program and Progress Reports;
2. Lists of Housing Priority Localities;
3. Locality Construction Tables;
4. Directories of Public Housing Projects;
5. The Consolidated Directory of the Total War Housing Program;

6. The Report of Local Homes Registration Offices and War Housing Centers;
7. Petitions for Change of Price Reports and
8. Report on Army Equipment Assigned for Housing of Civilian War Workers.

1. Program and Progress Reports

On December 2, 1940, the Division of Defense Housing Coordination issued a Recommended Program of assignments for localities compiled by States. The assignments were to: 1. private housing, utilizing the FHLBB and FHA facilities; 2. the Defense Homes Corporation of RFC; 3. the USHA and local authorities; 4. the Army and Navy, and 5. to the FWA. 1/

On February 11, 1941, the program was no longer Recommended but an Approved Program - By States. The Confirmed Need for Defense Housing was "assigned," rather than recommended. The agencies of construction, however, were only four. The Defense Homes Corporation had been eliminated.

This programming instrument, in the February 15, 1941 issuance, became the Locality Progress Table - Projects Financed In Whole or In Part With Federal Funds, For Which Allocation Or Presidential Findings Has Been Made. As such, it continued unchanged through May 1, 1941.

Three months later, in the Locality Progress T ble, of May 14, 1941, a second section was added: "Program for Private Construction". It continued thus, with two sections, until September 1, 1941. In the October 15, 1941 issuance, the second section again disappeared. The Report, containing but one section, continued on through December 15, 1941.

1/ Recommended Program, December 2, 1940, page 2

The Locality Progress Table underwent another change in 1942. On April 24, 1942, a Progress Report (prepared by Mr. Dennis and Mr. Ashley) was issued. It gave: 1. The Status of the Program for New or Expended Industrial Facilities; 2. Programming Work; 3. Utilization of Existing Housing; 4. Private Housing; 5. New Defense Public Housing and 6. Priority for Defense Housing.

This Monthly Progress Report was prepared on the basis of data provided, in the main, by the Federal Public Housing Authority for public war housing and by the Federal Housing Administration for private war housing. Data for one of the tables, however, was provided by the War Production Board; and some other data was prepared in the Office of the Administrator. The Monthly Progress Report on the War Housing Program thus combined data from four different sources. 1/

The Monthly Progress Report of December 1942, prepared by the Research and Statistics Division, contained fifteen tables and two graphs. In February 1943, a bar chart was introduced, showing the construction status of all public war housing programmed for specific localities. In March 1942, an area map was inserted showing war housing localities as of March 31, 1943. Subsequent issues followed a standardized pattern of tables, graphs and charts.

In June 30, 1943 issue, there were revisions in format and table contents. These were developed by a Committee composed of representatives of the Budget, Information and Research and Statistics Division. The tables related to: 1. The Total

---

1/ Preface to Monthly Progress Report on the War Housing Program, as of November 30, 1942

War Housing Program; 2. War Housing Centers; 3. Private Construction, 4. Public Conversion and 5. Public Construction.

In December 1943, there was presented a summary of the progress of the war housing program during calendar year 1943. 1/

In February 1944, the status of the program on February 29, 1944 was summarized. There was also a review of construction starts and completions during February and of War Housing Center activities. Attached to the Monthly Progress Report, there was a copy of Report S-120 of the Statistics Division of FPHA, dated March 27, 1944, which gave the monthly progress on all public war housing for the monthly period ending February 29, 1944.

The S-120 was incorporated in all subsequent Monthly Progress Reports issued by the Research and Statistics Division up to and including May 1944. It was, moreover, continued in the Progress Report - War Housing Program, issued by the Housing Market Service when that Service took over the issuance of the Monthly Progress Report. Toward the end of 1944, in the report of November 30, 1944, a

---

1/ See "Summary of Progress of the War Housing Program," in Monthly Progress Report, dated December 1943

change in the format of the Progress Report became apparent. More charts were included. The typing changed from stencil mimeographing to some multilithing process.

In the December 31, 1944 Report, the title of the document was again chaged by Housing Market Service to Progress Reports - Total - H-1 and H-2 Housing Program, as of December 31, 1944.

The Monthly Progress Report of the War Housing Program by the end of 1944 had become a document which gave the total H-1 and H-2 housing program by months from the beginning of the Program, July 1, 1940 through December 31, 1944, and cumulative figures for the same period. It gave the number of accommodations yet to be completed by regions, and the occupied and vacant completed units in closed projects. It gave the percentage of completed units occupied in active projects and in both active and closed projects.

All this information was indicated in a series of five charts. Nineteen tables gave the Total H-1 and H-2 housing, the total war housing under H-1, and private war housing with priority assistance under H-1, the public war housing under H-1; war housing centers under H-1; cumulative time series under H-1; and net change time series under H-1. 1/

1/ The Monthly Progress Report issued during 1945, gave in addition to the tables a statement summarizing the status of the H-1 and H-2 programs, as of the end of the month reported. The report was designated "Report H-142."

2. Housing Priority Localities

The first List of Critical Areas for which defense housing priorities was to be requested was dated July 10, 1941. It was prepared in the Division of Defense Housing Coordination, Office for Emergency Management, Executive Office of the President.

On September 13, 1941, a booklet of forty-eight pages was issued setting forth places in and about which priorities ratings on privately financed houses were to be granted, together with the principal defense activities, in those areas. 1/ The instructions provided for approval to projects in these localities within reasonable and normal commuting distance of the defense activities. In every instance the number of family dwelling units approved for priorities within any area during the six months' period beginning September 1, 1941 (that is through February 28, 1942) was not to exceed the number set forth in the table. 2/

Later Lists of Priority Localities for Private Housing were issued in which additional localities were announced as well as the conditions under which a housing project was eligible for priorities.

1/ Housing Priority Localities, dated September 13, 1941

2/ The importance of this book may be judged from the fact that, in its day, it was called: "The God Book."

These list continued, with supplements and appendices throughout 1943 and 1944. 1/

3. Locality Construction Tables

The first Locality Construction Table in book format bore the sub-title: "Defense Housing Projects Financed in Whole or in Part with Federal Funds for Which Allocation or Presidential Finding Has Been Made." It was dated January 15, 1942 and was issued by the DDHC, OEM, Executive Office of the President. Its first section related to the projects described in the sub-title; its second section related to USHA slum clearance projects.

For the Defense Housing Projects in Section 1, the information was listed in thirteen columns giving 1. locality and project number; 2. purpose; 3, allocation; f. construction agency; 5. number of units; 6. date of allocation of presidential finding; 7. date of assignment to construction agency; 8. allocation amount or estimated development cost; 9. site location; 10. date construction contract awarded; 11. date of proceed order; 12. percent completed and date of completion and 13. units available for occupancy.

1/ See also the "Summary" of the List of Private and Public Housing Priorities Localities, (H-141) as of February 28, 1945.

In Section 2, for the slum clearance projects, the tables consisted of seven columns, giving 1. the location and USHA project number; 2. number of units; 3. estimated development cost; 4. date the construction contract was awarded; 5. date of proceed order; 6. percent complete and date of completion and 7. the number of units available for occupancy.

In this format, the reports continued until April 1, 1942, when the sub-title was changed to read: "Status of All Defense Public Housing Projects Financed in Whole or in Part With Federal Funds (For which the Administrator's Approval or Presidential Finding Has Been Made)." This title continued until June 15, 1942 when the clause in parentheses was dropped.

As of July 31, 1942, the Locality Construction Table was replaced by a report prepared by the Statistics Division of the Federal Public Housing Authority: R & S-102, it was entitled: War Public Housing Program By Locality, As of July 31, 1942. It was a sixty page report. It was prepared in part on IBM statistical machines. The manner in which it differed from the preceding reports was indicated in the Introduction. 1/

In the August 28, 1942 issue, the Report's prefix letters ("R & S") were changed to "SD -" ("Statistics Division"). In this form, the War Public Housing Program By Locality was issued monthly through October 2, 1942.

1/ See Introduction

4. Directory of Public Housing Projects

The first Directory of Housing Projects Financed in Whole or in Part with Public Funds, was issued as of July 17, 1942 by the Statistics Division of the FPHA. It was numbered "E & S-101". Its purpose was "to provide the staffs of FPHA and other Government Agencies with a comprehensive list of all housing projects financed in whole or in part with public funds." The Report was to be published twice a month. Projects were arranged alphabetically by State and Location within the State. The names of the projects were included when available. A Locality Code Number identified an individual project with the War Program "Locality" established by the National Housing Agency pursuant to the findings of need for housing by the President and thus tied it into the E & S-102. 1/

In the Directory issued as of August 28, 1942, the "E & S-101" became the "SD-101."

In the October 2, 1942 issued, non-dwelling projects, such as utilities serving schools, cafeterias, etc., were presented in a separate table.

In the SD-101, revised, as of October 30, 1942, further changes were made. Not only war housing projects, but slum clearance projects financed

---

1/ See Directory of Housing Projects Financed in Whole or in Part with Public Funds, as of July 17, 1942, page 11

in whole or in part from Federal funds were listed. They were listed by FPHA regions and within regions by States. Within States, they were listed by War Locality and Location within War Locality. Slum clearance projects outside of war localities were listed alphabetically by minor civil division in which located. There were war localities which extended into two states. All projects located in such localities were listed together under the State in which the larger number of units were located. There was cross-reference, however, in the appropriate place in the other State. The primary division into regions made it possible to send each region a compact listing of projects in its own jurisdiction.

On December 26, 1942, the Directory underwent another transformation. Its name was shortened to: Directory of Public Housing. Its designation became Report S-100. It dropped all non-dwelling projects, such as utilities and offices, etc., which were issued in a supplemental directory. This Directory continued through 1943, 1944 and into 1945. It restricted itself to Active public housing on March 31, 1944.

5. Consolidated Directory of the Total War Housing Program

The Consolidated Directory of the Total War Housing Program first appeared "As of February 29, 1944" under dated of May 1, 1944. It was issued by the Research and Statistics Division, as a booklet with listings in tabular form. 1/ Beginning with the Report of April 30, 1944, all subsequent were issued by the Housing Market Service. There was practically no change in

---

1/ See Formats in Exhibits

format or nature of information contained, except for an improvement in page identification which began in the issue " As of July 31, 1944".

6. Report of Local Homes Registration Offices and War Housing Centers

The first of the series of monthly reports on the listing and placing operations reported by Homes Registration Offices was issued in April 1942. It covered their reported activities for the month ending March 20, 1942. 1/ It gave figures for individual offices for the month and summary totals for the previous month.

In 1943, the Report was expanded to include not only Homes Registration Offices but War Housing Centers also. 2/

Subsequent to December 1943, current monthly reporting of the Homes Registration Offices was dropped. As the Introduction to the report of February 1945 put it: "Because of the curtailed and diversified activities of the latter, (the Homes Registration Offices), the reports issued subsequent to December 1943, covered the operations of War Housing Centers only." 3/

1/ Report on Operations of Local Homes Registration Offices for the Month ending March 20, 1942

2/ See Report on Operations of War Housing Centers and Homes Registration Offices for the month ending July 20, 1943

3/ See Operations of War Housing Centers for the month ending February 20, 1945. Report H-144

7. Petitions For Change Of Price Reports

On August 16, 1943, the Research and Statistics Division of the Office of the Administrator issued a Report On Action Of Petitions For Change For Stipulated Rental Or Sales Price Recorded On Preference Rating Applications PD-105, by months for the period between August 1942 and July 1943. Such reports continued through August 30, 1944. The reports as of July 31, 1944, released August 30, 1944 bore the caption "Actions On Petitions For Change Of Stipulated Sales Or Rental Or Priority Assistance, Private War Housing." It was issued by the successor to the Research and Statistics Division, the Housing Market Service. For the month of August 1944, however the Report appeared as "Privately Financed War Housing, Report H-143. Summary of reports in applications, notices and petitions received in Forms NHA 60-1, 60-2, 60-3, 60-4 and 60-5." In February 1945, a report on Form NHA 60-8 was added. 1/

1/ See "Introduction" to Report H-143. The forms referred to had the following full titles:

60-1 Notices of sale of private war housing

60-2 Petitions for relaxation of occupancy or disposition standards

60-3 Petitions to rent war housing originally authorized for sale

60-4 Petitions for change in stipulated rental or sales price

60-5 Applications for exemption for Regulation "W"

60-8 Compliance Report on Occupancy

8. Report On Army Equipment Assigned For Housing Of Civilian War Workers

Beginning in May 1944, the Housing Market Service issued also a monthly Report on Army Equipment Assigned For Housing Of Civilian War Workers. This Report gave the State and locality, the company or corporation and the number of workers provided with equipment. Equipment was broken down into: tents, bedding, messing and kitchen ranges. The data available and the date removed were listed. 1/ From a one page sheet, the Report grew to a more formal document of nine pages with a title sheet and a prefaced explanatory statement.

9. Limited Distribution Reports

In November 1944, a typewritten report to the White House on the Public War Housing Program was formalized in NHA Form 14-32, prepared by the Housing Market Service. The form gave the Status of Construction from the beginning and broke it down by Family Dwelling Units, Single Person Units and Stop-gap Accommodations. It gave the totals and similar breakdown for "units assigned but not under construction," for "units under construction" and for "units completed". Family dwelling units were broken down also into "new construction" and "HOLC Conversion Units". The Report went to the White House, via the Bureau of the Budget, monthly on the twenty-fifty of each month. In the Section which prepared it, it was known as the "Presidential Report." 2/

1/ See Report on Army Equipment Assigned For Housing of Civilian War Workers

2/ See copy attached

In July 1944, the "Press Release" Report was inaugurated. It went primarily to the Director of Information who used it as a basis for his press releases. It too was a monthly report. Entitled "Total War Housing Program - H-1 and H-2", it gave the number of units started, completed, under construction and yet to be completed by type of program, type of financing and type of accommodation. 1/

10. Distribution of General Reports

It is of interest to know what happened to the above described reports. Who got them? Who used them? How? Some indication of who got them may be had from the Distribution Lists. The attached Tables tell exactly who was scheduled to receive them.

In 1945, July, the reports were distributed in the following quantities:

Report	H-140	H-141	H-142	H-143	H-144	H-145
Constituents	145	102	27	3	37	2
Regions	44	70	35	14	35	14
Office of the Administrator	50	56	43	25	28	20
Total	239	228	105	42	100	36

1/ See Copy attached

COHEN:it 10-25-45

Office of Administrator List	Office of Administrator					
	H-140	H-141	H-142	H-143	H-144	H-145
	a/	a/	a/	a/	a/	
Ascher, Charles (Washington) Acting Director, Urban Development Division	1	1	1		1	
Ashley, E. Everett, Chief, Statistics Section, Housing Market Service	2	10	1	1	1	1
Beyer, Glenn, Chief, Market Research Section	1	1	1		1	
Blandford, John B., Jr., Administrator	1	1	1	1	1	1
Bloom, William, Acting Chief of External Data	1	1				
Broderick, M.J., Chief, FHLBA, Section of Information		1				
Collins, William, Program Analyst	1	1	1			
Davis, Maurice, Chief, Program Review Division (Acting)	1	1	1	1	1	1
Davitt, John, Program Analyst	1	1	1			
Farrier, Clarence, Director, Technical Division	2	1	1	1	1	1
Gollaher, George, Chief, Finance Section	1		1			1
Grebler, Leo, Chief, Credit and Finance Division	1	1	1			
Hyde, John, Washington Area Representative	1	1	1	1	1	1
Information Division, 520 FHA Building, Vermont and K. Streets, N.W.	4	4	4	4	4	4
Nathaniel S. Keith, Special Assistant to the Administrator	1	1	1	1	1	1
Keyserling, Leon H., General Counsel	1	1	1	1	1	
Harper, Ellen, Chief, Homes Use	1	1	1	1	1	
Lewis, Ben, Chief, Budget and Procedures	1	1	1	1		
Mayes, J. Marshall Director, Material Requirements Division	2	2	4		1	
McGraw, B.T., Housing Analyst	1	1	1	1	1	
Monchow, Helen, Housing Economist			1			
Moore, Lyman, S., Assistant Administrator (Administration)	1	1	1	1	1	1
Mote, John, Housing Economist			1			
Niehoff, Richard, Director, Administrative Relations Division	1	1	1	1	1	
O'Hara, Robert, Director, Budget and Accounting Division	1	1	2	1	1	
Philipson, J. Bion, Assistant Administrator (Operations)	1	1	1	1	1	1
Rose, J. Hugh, Housing Economist	1	1	1			
Saxe, David, Chief, Clearance Section	1	1	1			1
Stewart, Florence		1			1	
Williams, Lewis, Director, Administrative Services Division	1	1	1		1	
Wills, Keith, Program Analyst	1	1	1			

(Continued)

	H-140	H-141	H-142	H-143	H-144	H-145
	a/	a/	a/	a/	a/	a/
Wolfkind, Eleanor, Chief, External Data	1	1	1			
Woodbury, Coleman, Assistant Administrator (Program)	1	1	1	1	1	1
Wright, Thelma, Chief, Internal Data	12	10	10	10	10	4
Young, Burton, Director, Program Review Section	1	1	1	1	1	1
Zwerner, Adolph, Assistant General Counsel	2	1		1		
Region I	3	10	2	2	5	2
II	7	10	2	2	5	2
III	4	10	3	2	5	2
IV	9	10	9	2	5	2
V	8	10	7	2	5	2
VI	10	10	10	2	5	2
VII	3	10	2	2	5	2
Washington Metropolitan Area						
Federal Housing Administration						
Draper, Earl, FHA Deputy Commissioner			1	1	6	
Ferguson, Abner, FHA Commissioner			1			
Hart, Shirley K., FHA Statistics Division	16	100	1			
Squire, Lorraine, Administrative Assistant	1					
Swart, Clara, Clerk-Steno			1			
Thorton, Allen, Housing Economist			1			
Federal Public Housing Authority						
Blatter, Rudolph, Disposition				1	1	
Klutznick, Philip M., Commissioner						1
Kreuger, P.F., Rental Analyst					3	
Parker, Lou		1				
Voris, Ruth, Statistics Division						
Wolfe, George, Director, Statistics Division	100					1
Wolfe, Roberta, Librarian	3	1			3	
FHLBA						
Armore, S.J.				1		
Fahey, John, Commissioner					24	
Loomis, O.E.						
Weese, Dr. Ralph, Library	24		1			
Constituents	145	102	27	3	37	2
Regions	44	70	36	14	35	14
OA	50	56	43	25	28	20
	239	228	105	42	100	36
Supplementary	11	65	12	3	16	0
	250	293	117	45	116	36

a/ See Supplementary List

COHEN:it 10-26-45

SUPPLEMENTARY MAILING LIST

For The Office of The Administrator and Federal Public Housing Authority

PROGRESS REPORTS
H-142

Note: All of the following addresses are in Washington unless otherwise stated	H-142
Dorothy S. Coleman, National Income Unit Bureau of Foreign and Domestic Commerce Room 2097, Commerce Building	1
Benjamin Field, Research Director New York State Industrial Union Council Room 2401, 101 West Thirty-First Street New York 1, New York	1
F. Hardings, Jr., Secretary Society of Residential Appraisers 221 North LaSalle Street Chicago, Illinois	1
Edmund H. Hoben, Associate Director National Association of Housing Officials 1313 East Sixtieth Street Chicago, Illinois	1
Mrs. Marion B. Howden, Chief Community Services Section Office of Labor Production Room 3273 Social Security Building	1
Robinson Newcomb, War Production Board 1621 Social Security Building	2
R.W. Ribsby, Bureau of Labor Statistics 1724 F. Street, N.W., Room 207	1
J. Hersey Riley, Bureau of Labor Statistics Department of Labor	1
Mary Lou Rogers, American Federation of Labor Room 105, 901 Massachusetts, N.W.	1
Walter F. Stettner, Federal Reserve Board	1

COHEN:it 10-26-45

SUPPLEMENTARY MAILING LIST (continued)

	H-142
Melville J. Ulmer, Bureau of Labor Statistics Room 2413, 14th and Constitution Aves., N.W.	1
Elizabeth Champe 1713 Eye Street, N.W.	1
Ramsey Wood, Federal Reserve Board	1

SUPPLEMENTARY MAILING LISTS
For Reports Issued By
HOUSING MARKET SERVICE

(Consolidated Directory of the H-1 and H-2 Program)

H-140

4 Dean Snyder, Director
Field Operations Division, CWS
Federal Security Agency
5360 Social Security Building

1 Verna Mae Feuerhelm
Room 2409, Labor Department

1 Robert C. Goodwin,
Director, Region V
War Manpower Commission
693 Union Commerce Building
Euclid Avenue and Ninth Street
Cleveland 14, Ohio

1 Ottis Peterson, Acting Chief
Relocation Division
War Relocation Authority
Department of the Interior

1 G.L. Parks
War Manpower Commission
1778 Pennsylvania Avenue, N.W.

1 Ramsey Wood
Federal Reserve Board

1 R.W. Rigsby
Bureau of the Budget
Room 207, 1724 F. Street, N.W.

1 F.C. Robbins
Robert Heller & Associates, Inc.
Union Commerce Building
Cleveland 14, Ohio

1 Walter F. Stettner
Federal Reserve Board

1 Mary E. Woods
Director of Region V
Community War Services
925 Euclid Avenue
Cleveland 14, Ohio

1 Elizabeth Champe
1713 Eye Street, N.W.

1 Dr. A. Rose Eckler
Chief, Special Surveys Division
Room 2709
Bureau of the Census
Department of Commerce

H-141 (Private and Public Housing Priorities Localities List) Washington, D.C.

1 Miss Baldwin, Librarian
Federal Works Agency
Room 5002, North Interior Building

2 Mrs. Bowman
National Association of Real
Estate Building
1737 K. Street, N.W.

50 Dr. Bonnor Brown
Federal Reserve Board

1 C.H. Johnson, Chief
Construction Products Brand,
Office of Civilian Requirements,
War Production Board, Room 2455
Social Security Building

1 Roy Leonard, Room 2639
Tempo E Building, WPB

1 Joseph Margolos, Project Rating Division
WPB, 121A Railroad Retirement Building

SUPPLEMENTARY MAILING LISTS (continued)

H-141 (Private and Public Housing Priorities Localities List) Washington, D.C.

1 H.L. Clary
Consumers Durable Goods Section
Room 209, Jefferson Jr. High School
Sixth and Virginia Sts., N.W.

1 Ralph W. Emerson
National Paint and Varnish Company
1500 Rhode Island Avenue N.W.

1 Irwin Fine
Rent Department, OPA
Federal Office Building #1
Room 3221

1 Joseph Place, Aircraft Production Board
4420 Social Security Building

4 Joseph Stepper
1321 B, Federal Office Building #1
Office of Price Administration

1 Elisabeth Champe
1713 Rye Street, N.W.

SUPPLEMENTARY MAILING LISTS (For Reports Issued By Housing Market Service)

H-143 (Summary of Applications, Notices and Petitions Received on NHA Forms 60-1, 60-2, 60-3, 60-4, 60-5 and 60-8)

Copies		COPIES	
1	Marion B. Howden, Chief Community Services Section Office of Labor Production Room 3273, Social Security Building	2	Robinson Newcomb, Coordinator Industry Section, Statistics Division War Production Board 1621 Social Security Building

---

H-144 (War Housing Center Reports)

16 Dean Snyder, Director of Field Operations
Community and War Services
Federal Security Agency
5360 New Social Security Building

HOLD-509

1 Eugene D. Vinogradoff
War Manpower Commission
Room 418, 1778, Pennsylvania Ave., N.W.

1 R.W. Rigsby
Bureau of the Budget
Room 207, 1724 F. Street, N.W.

1206 a Ramsey Wood
1206 b Federal Reserve Board
1206 c Washington, 25, D.C.

Operating Manual Procedures

Office of the Administrator Procedures

On March 24, 1942 the first Administrator's orders was issued. 1/

It established a classification of issuances into which general instructions were to be issued for staff distribution there were five series projected:

1. Administrator's Orders
2. Office practice orders
3. Staff memoranda
4. Regional circulars and
5. Homes registeration office guides.

It was indicated that instructions of an essentially permanent nature such as orders and homes registeration office guides would be numbered in sequence. Those of a temporary nature such as staff memoranda and regional circulars were to be quoted in the upper right hand corner for reference and control purposes. Directed for the central office staff of the Office of the Administrator only were to be quoted "W". Those which were for the regional office staff were to quoted "R" and those which imposed responsibilities on both staffs were to be designated by a "G". The Administrative planning office was made responsible for review coordination with existing instructions, preparation and final forment and for securing necessary approvals for issuance.

1/ Administrator's Order No. 1, dated March 25, 1942

As of October 24, 1942 a new system of administering the issuances of the authority was established. The objective was "a single, uniform, consistance and complete operating manual". 1/

All material primarily administrative in character was to be published in NHA general orders, regulations and memoranua. Material primarily technical in character and general news were to be excluded from these publications. Each division of the Office of the Administrator and the regional offices were permitted to issue Administrative publications, applying to units, personnel, and subject matter within its own jurisdiction but not effecting other offices or activities. Such publications were to be the responsibility solely of the issuing office. They were, however, to contain no directive as to policy or procedure pertaining to any other organizational units.

The operating manual was to supersede the existing series of NHA directors which were to be retained, however, until they were specifically subplanted by sections of the operating manual.

The general order the regulation No. 22-1 contained a description of the issuances that is general orders, regulations and memorandua it explains the system of title and numbering, it sets forth the procedure for preparation and review authorization and issuance. It made provision for revision of administrative issuances. It sketched the policy with regard to distribution. 2/

1/ NHA Regulation No. 22-1, effective October 24, 1942

2/ See NHA Regulation No. 22-1, effective October 24, 1942

This system remained unchanged until December 1943 when a new general order was issued redefining the series of issuances as four:

1. general orders
2. regulations
3. agency policy statements and
4. administrator's letters. 1/

On March 8, 1943 NHA regulation No. 22-1 was amended to provide that "the general council may issue numbered and unnumbered memorandua covering legal matters under the general title."

"Legal" as established by NHA regulation No. 22-2a, approved March 8, 1943". 2/

The subject classification for the issuance of the Office of the Administrator was issued on October 24, 1942. It provided for Housing Policy, Administration, Homes Use, Intreptation of Legislation, Public Relations, and Public Regulations as major breakdowns. Under Housing Policy, were sub-listed Programming, Technical, Urban Planning, Research and Statistics and Racial Relations. Under Administration there were, Organization, Procedures, Personnel, Training, Fiscal and Budget, Administrative Services and Office Practices. There were no breakdowns under the other four items. 3/

1/ General Order No. 22-1, Approved December 15, 1943, effective December 18, 1943

2/ NHA Regulation No. 22-1a, Approved March 8, 1943

3/ See NHA Regulation No. 22-2

Initially, the distribution of issuances had been general to every employee in the Office of the Administrator. The rationalization behind this general distribution was "to train all employees in the various activities of the Office of the Administrator".

Several divisions of the Office of the Administrator maintained operating manuals of FPHA, FHA and FHLBA. This practice placed an unnecessary burden on the duplicating and distributing services of the Agency and involved a large amount of duplicated effort in filing. In September, 1943 a memorandum was issued stopping any current additons to the Manuals in all but the Office of the Assistant Administrator (Program) and the Administration Relations Division. The Administrative Relation Division undertook to scan all issuances and to route those of interest to specifid divisions to the directors of those Divisions. Other divisions of the Office of the Administrator were permitted to borrow sections of the manuals as they needed them. The regional Offices of the Administrator were to continue to receive one copy of each issuance and were instructed to continue to maintain current manuals. 1/

An index of Administrative issuances under the new manual as set up to June 7, 1943 was issued. 2/

1/ NHA Memorandum No. 22-2, Approved September 10, 1943

2/ NHA Regulation No. 22-3, Approved June 5, 1943

A second numerical index of administrative issuances up to August 21, 1943 were issued. 1/ An alphabetical index of administrative issuances to August 16, 1943 was issued August 30, 1943. 2/

At the end of December, effective as of the first of January 1944, the proceedures for preparing and distributing administrative issuances of the Office of the Administrator were revised. A series of Operating Instructions replaced the NHA Regulations and NHA Memorandua Series established by NHA Regulation 22-1. 3/

In this series, provision was made not only for revisions but also for the numbering of supplements. Additional series of informational issuances were established and defined. These were the Office of the Administrator Memorandum Document, Divisional and Office Instructions, Technical Bulletins, Legal and Press Digest and Technical Abstracts.

1/ NHA Regulation No. 22-3b.

2/ See NHA Regualtion No. 22-9, Approved August 30, 1943, effective September 1, 1943.

3/ See Operating Instruction No. 22-10, Approved December 29, 1943, effective January 1, 1944.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

OA BUDGETING OPERATIONS

The budgeting operations of the Office of the Administrator were, as we have seen, a new function introduced as a result of the Reorganization of 1942. Under the DDHC, it will be remembered, budgeting was a function of the OEM. In the Office of the Administrator, a new Budget Division was established. The Budget Division, under the direction of its Budget Officer, began slowly and cautiously. This policy appeared necessary in view of the responsibilities with regard to hitherto autonomous and independent constituent units.

In the following pages, the reader will need to tread his way through two types of inextricably related budgeting operations. There is the budgeting for the Office of the Administrator, per se, and the over-all budgeting in which the constituents were involved. There is no attempt in the following pages to uncover the details of the budgeting processes of the constituent units. The primary emphasis in on the budgeting operations affecting the Office of the Administrator with some mention of the constituent units as these reflected themselves in the overall coordination of its budgeting activities.

The submission of Estimates for fiscal year 1943 on September 12, 1942 to the Bureau of the Budget represented the first submission of a financial program for the operation of the Office of the Administrator.

During the first months after the Reorganization, operations of the Office of the Administrator had been financed from three sources. One of these was the periodic allotments of Lanham Act Funds. (These allotments had been made available by Congress without

limitation on the portion to be used for administrative expenses.) The second source was the sum of $25,000, transferred to the National Housing Agency from the amount which Congress had authorized the Federal Home Loan Bank Administration and the Federal Housing Administration to contribute to the Federal Loan Agency for administrative expenses for fiscal 1942. The third was a special allotment of money from the President's Emergency Fund. This had financed a special mission to study housing conditions in Great Britain.

The letter transmitting the 1943 Estimates requested the Bureau of the Budget, under Section 3, 11 and 16 of Executive Order 9070, to allocate to the National Housing Agency, from some funds already appropriated to its constituent units, the sum of $350,000. It stated that the portion which should come from each constituent would be determined by the Administrator. The General Counsel of the National Housing Agench held that no further authorization from Congress was necessary to secure funds for administrative expenses in fiscal year 1943 from constituent units.

The Office of the Administrator in 1942 distinguished three major divisions in its operations. These determined the three phases of its 1943 Budget Estimates. These were: 1. General Administration, 2. Programming and 3. Homes Use. Contributions from the constituent units were ultimately to finance the basic continuing organization of the Office of the Administrator. Much of the time of the basic organization during the fiscal 1943, was, however, to be devoted to programming war housing. General Administration costs, therefore, were not considered properly a charge against constituent units. It was proposed, consequently, to charge

directly to the Lanham Act Appropriations, a sum of $219,237 as representing that portion of the budget for General Administration. To be financed by contributions from the constituent agencies was $350,000 because this portion of the basic budget represented supervision over, and services to, the constituent units. Arbitrarily, the contributions were to be made in the following ratio:

Fifteen percent of the $350,000 from the Federal Public Housing Authority; thirty percent from the Federal Housing Administration and twenty percent from the Federal Home Loan Bank Administration. The latter amount was to be apportioned within FHLBA again, - among the Federal Home Loan Bank System, the Federal Savings and Loan Insurance Corporation and the Home Owners' Loan Corporation. Studies were begun on the distribution of staff time in the Administrator's Office to provide more precise data on which to base the apportionments.

Programming, in the 1943 Budget, was to be financed entirely out of Lanham Act Funds. The regional offices' entire expense was charged to Programming and Homes Utilization, because their entire time was to be spent in the emergency war activities. Several divisions in the Central Office divided their time between General Administration, Programming and Homes Utilization activities. In apportioning costs to the various funds, an attempt was made to calculate the actual assignment of personnel service time to work directly connected with these three activities.

The Homes Utilization Budget was also to be financed entirely from Lanham Act Funds. Because the Homes Utilization Budget was in an evolving state, the Office of the Administrator, in September 1942, proposed to report to the Bureau of the Budget on the details of its program and to keep the Bureau

of the Budget informed as to what monies were expected to be spent in succeeding quarters.

In actual practice, however, the Homes Utilization Budget and the Programming Budget were combined and called the Programming-Homes Use Budget. 1/

In the Budget Estimate for Fiscal 1944, the Office of the Administrator presented to the Bureau of the Budget for the first time, a over-all picture of the National Housing Agency budget requirements. It submitted the combined constituent work programs for which amounts were estimated. The Office of the Administrator had participated somewhat in the budgetary process of each of the constituents. Its presentation of a unified budget policy and fiscal program for the entire Agency made available to the President and the Bureau of the Budget, and subsequently to the Congress, a single over-all view of the Federal Government's housing policy and of its execution.

Estimates for housing were no longer scattered through the budgets of the Federal Loan Agency, the Federal Works Agency, the United States Department of Agriculture (Farm Securing Administration), the Office of Emergency Management, and the Army and Navy Departments. They were consolidated in one document.

The war housing program for the fiscal year 1944, however, was difficult to forecast with any high degree of precisions. The complexities of the housing program varied with (1) the trend of the war; (2) the development of national strategy and (3) the impact of both upon the internal economy.

The character and extent of future migration into war production communities was affected by the factors such as: (1) The success of concerted

---

1/ Ben Lewis, Chief of Accounting, see Infra Section---

drives to make maximum use for women, Negroes and other relatively untapped sources of labor supply; (2) The age groups called for selective service; (3) The content of national policy with respect to occupational deferment; ( ) Other similar manpower policies and (5) Developments in the field of transportation. These complexities made it impossible to relate budgetary estimates to any precise picture of the scope and character of migration of war production communities in fiscal 1944. The budgeting policy adopted, therefore, by the Office of the Administrator was one of basing the over-all Agency budget upon the underlying assumption that two types of activity would have to be supported in fiscal 1944. These were:

1. The fulfillment of the basic continuous responsibilities of the Office of the Administrator which were without wide fluctuation regardless of radical development in the war and in war production.

2. The completion in 1944 of the war housing jobs staked out for the National Housing Agency to meet housing needs occasioned by estimated 1943 in-migration.

Due to unavoidable delays in the prosecution of construction, it was foreseen that the program would not be finally completed until at least the conclusion of the first four months of fiscal 1944. Conversion activities too, overlapped fiscal years 1943 and 1944.

This overlap of the 1943 program into fiscal 1944 was seen to mean for the Office of the Administrator in the early part of 1944, direct responsibility for determining and scheduling housing needs. Sudden changes in needs were still anticipated with

a consequent necessity for re-programming even after construction had begun. The program overlap meant also a continuation of responsibility for insuring an adequate supply and flow of materials for public and private conversion.

In addition to the construction and conversion jobs, there were two other important war housing functions which were responsibilities of the Office of the Administrator. These were: (1) the registration of vacancies in critical war housing areas through the local war housing centers, and the filling of applications so that these vacancies be made available to in-migrant war workers and (2) the day to day management of the war housing projects. Both these functions were seen as needed during fiscal 1944.

In the Budget Estimates for 1944, for the over-all administrative expenses of the National Housing Agency, it was requtested that Congress authorize some twenty seven million dollars. This amount was to be expended from the corporated funds of the constituent units without any appropriation of general revenues. The amount was approximately nineteen percent less than the amount which Congress had authorized for the same purpose in fiscal 1943. It was approximately a nine percent reduction in authorization for fiscal 1944 from the revised figures.

In addition to the expenditures which were requested from Congress, justifications were submitted to support an expenditure of an additional eleven millions from Lanham Act and Temporary Shelter Funds and from funds of the Defense Homes Corporation as administrative expenses incident to the programming of war housing, construction and homes conversion program. This amount was over two million dollars less than the then sources in fiscal 1943. It was a reduction of 17%. 1/

1/ Budget Estimates of 1944, page 6

In addition to the decrease in the Administrative Budget of the National Housing Agency, there was an estimated reduction of 39% in the request to Congress for funds with which to subsidize local housing authorities. The decrease was due largely to an estimated large carry-over ($4,700,000 from the 1943 appropriation). On the other hand, there was an increase of $2,000,000 in the subsidy required to be advanced to the Federal Housing Administration from Reconstruction Finance Corporation funds for the payments of losses under renovation-and-modernization insurance granted under Title I of the National Housing Act. It was calculated that, if no further Title I legislation were enacted, upon expiration of Title I, June 30, 1943, the bulk of all claims would probably be paid and all collections expected would probably be received by the end of fiscal year 1949. During 1944, however, it was felt that such claims should be paid by allocation of RFC Funds, in order that the resources of Title I Funds might be available for the complete support of administrative expenses chargeable against that Fund in fiscal 1944.

The Agency recognized that its budget estimates were not precise. They were, however, the most precise that could be made, it claimed, in an uncertail period. The budget reflected an estimated reduction in workload in each constituent unit. The Office of the Administrator reduced its proposed budget expense for programming by fifty-one percent. This reflected the reduction in the programming workload. It increased its expenses for Homes Use Service, however by twenty-four percent in order to reflect a full year's operation of the Homes Use Program. The

net result of the decrease and increases was a decrease in the expense for the operation of the regional offices by thirty-one percent, and of the total expense for programming and homes use combined by almost ten percent. The Federal Home Loan Bank Administration reduced its total estimate by seventeen percent. This reflected the continued process of liquidation of HOLC loans and properties.

Although the administrative expenses of the entire Agency were fianced from institutional funds and no direct appropriations from the Treasury were made, the Agency recognized fully that the Treasury had made substantial contributions to the capital of the Home Owners' Loan Corporation and to the Federal Savings and Loan Insurance Corporation. The Treasury had likewise made contributions to the capital of the United States Housing Authority and the Federal Housing Administration.

The three-fold division of estimates of the 1943 Office of the Administrator Budget (into General Administration, Programming, and Homes Utilization later Homes Use Service) was not retained in the 1944 budget. The estimates for Programming and Homes Use Service were merged because the actual performance of the work was merging. The estimates, consequently, in the 1944 Budger were divided between General Administration and Programming-Homes Use Service. The continued division of the budget estimates between General

Administration and Programming-Homes Use Service recognized the separateness of the long range supervisory functions of the Office of the Administrator and its emergency responsibility for programming war housing. All regional office expense was still charged to Programming-Homes Use Service.

General Administration still comprised the general supervision over and service to constituent units. These functions were expected to continue for the life of the National Housing Agency. The programming of war housing and the Homes Use Service, however, were expected to last only for the duration of the national emergency. There was shift in emphasis during the year from Programming to Homes Use Service.

Because of the size of the personnel recruiting job, there had been some delay in filling positions in fiscal 1943. During fiscal 1944, however, recruiting had been almost completed, and the proposed expenditures for General Administration in 1944 were, consequently, larger.

The expenses of General Administration in the 1943 Budget were to have been financed partly from monies of the constituent units and partly from Temporary Shelter Funds (Emergency Fund for the President, Defense Housing). The actual charge was made to the Temporary Shelter Funds rather than Lanham Act Funds as had been proposed in the 1943 budget, merely in order to facilitate budgetary accounting. The fact was that the appropriate charge to Temporary Shelter Funds, when calculated equalled approximately the amount of 1943 General Administration expense

to be financed from sources other than contributions from constituent units. It was therefore, administratively determined that this portion of the General Administration expense should be financed exclusively from Temporary Shelter Funds, and that all 1943 expense for Programming and Homes Use Service should be financed from Lanham Funds. 1/ Later an accounting adjustment was made and a small portion of the budget for programming and homes use activities was financed from Temporary Shelter Funds.

The Office of the Administrator, in forecasting, indicated that in 1944 a larger proportion of General Administration will be financed from funds of the constituent units than was the case in 1943. It was anticipated that more Central Office time would be spent in supervising and providing services spent on programming activities. Because it was impossible to forecast precisely the portion of the amount of time which would be given to the service of constituent units, periodic time analyses were planned to discover the developing relationship between the Office of the Administrator and the constituent units.

The General Administration Budget was prepared in September 1943 for fiscal 1945. At the time of submission an agreement was made that a complete presentation covering General Administration and Programming-Homes Use activities would be submitted in the Spring. This total budget submission represented a substantial change in the theory of developing the budget.

1/ 1944 Budget Estimate, p. 10

The total anticipated requirements for administrative expenses of the Office of the Administrator for the fiscal year 1945 amounted to a little more than four million dollars. It was a consolidation of estimates which, the year before, had been identified as the General Administration Budget and the Programming-Homes Use Budget, which distinction was dropped. This unified budget resulted from certain fundamental changes in the organization and program of the agency.

The formulation of a new budgetary policy was dictated by the cumbersome nature of the current budgeting principles and by the transition which had occured in the war housing program. The housing program had passed from a period of high volume demands for new construction, both public and private, into a transition period.

During this period, the following five factors emerged as significant:

1. The volume of programming was less, though such programs as were needed were still very urgent.

2. Concentration on the best utilization of housing supply to meet varying kinds of war needs was necessary.

3. Economical and sound disposition of housing no longer serving any war need was desirable.

4. Quick advantage had to be taken of every opportunity to relax war time controls where justified.

5. The Office of the Administrator was being called upon more and more by other Federal agencies and by the Congress to give advice and assistance in the preparation of a transition and post-war housing policy.

It became necessary to make constant adjustments to policy changes in other segments of the war economy and to undertake new types of research in order to move competently through the transition period into the post-war housing program. In addition, the inherent mechanical and administrative difficulties in the previous method of developing and presenting budgetary control called for correction. Initially, not only were funds made available from several sources, but accountability was required to be maintained for such funds by major source as though they financed unrelated activities.

Recognizing that this process was costly and its results arbitrary and of doubtful value at best, Congress remedied this situation in the Independent Offices Appropriation Bill of 1944, by consolidating the amount contributed by the several appropriations into one fund for the purpose of expenditure and accounting. It was still necessary, however, under the existing budget theory to attempt to allocate costs attributable to one or the other of the contributing funds on a position-by-position basis.

As the Agency began to sight the end of the war housing construction program, and as transition and post-war problems began to crystalize and to become urgent, such a position-by-position allocation became increasingly troublesome and often unrealistic. It became increasingly difficult to present a clear and adequate description of these related activities without consolidating the separate budgets into a single integrated document.

It appeared anomalous to use funds intended primarily for the construction of housing to finance newly emphasized activities such as:

1. The management of completed properties;

2. The disposition of war housing in accordance with Congressional policy that such housing should be eliminated as promptly as may be when it had served its war need.

It appeared desirable to add a third source of the funds.

Congress, consequently, authorized the establishment of reserves from the revenue of war housing operations for maintenance, operation, distribution and removal of war housing. It thus became possible to provide, from rental receipts, the funds required for those activities of the Office of the Administrator in connection with management and disposition of war housing. 1/

A different approach was taken also, because of the new and changed circumstances in the development and presentation of the 1945 budget estimates. The total administrative expenses of the Office of the Administrator, Central Office, Regional Offices, and War Housing Centers, would be, it was assumed, financed from the following three sources:

1/ 1945 Budget Estimates, P. 7

1. Contributions from constituents;

2. Was housing construction funds; and

3. Rental receipts.

Instead, however, of presenting this program in three separate budgets, a single consolidated budget presentation indicated for each part of the organization, the proportion of its cost attributable to each of the three sources of funds.

In arriving at these proportions, however, no attempt was made in the budget to allocate individual positions job-by-job to one or another of the funds involved. Instead a study was made of each division and office. On the basis of its functions, its anticipated work program and workload, and estimate was arrived at as to the division of its activities during the forthcoming year. It was expected that these estimates would be tested from time to time during the year by detailed studies, and adjusted as the studies might reveal increased or decreased emphasis on one or another class of activities in a given division. 1/

Four major changes in the scope and activities of the Administrator's Office were proposed:

1. The Central Office personnel was to be expanded about 10 percent.

2. Central Office expense as a whole was to be reduced about $150,000 due to the development of new streamlined procedures in processing priorities.

1/ Ibid. p. 9

3. Regional Office expense was to be reduced about 12 percent because of the anticipated reduction in the volume of new programs. The Regional Offices were expected nonetheless to assume an increased workload in connection with occupancy control and programming for disposition. They were also expected to introduce a new programming formula when material relaxation permitted relief of war-induced community congestion. This was expected to afford valuable experience in the application of market analysis techniques.

4. War housing center expense was to be reduced about 40 percent, as the need for their services diminished.

In order to prepare for post-war problems, studies were projected on such varied problems as:

a. Housing for returning veterans.

b. Proper timing for the removal of NHA-OPA rent rent and occupancy controls.

c. Man hours of labor required in the construction of the various types of housing.

d. Identification of elements of the total cost of the house, and

e. A thorough examination of the legal tools available for the execution of a transition and post-war housing program.

Funds were not available for the preparation of the housing program which would be needed immediately upon the cessation of hostilities. Such activity should include, it was maintained, market, technical, legal, and information services, each of substantially greater scope than was provided for in the Budget of 1945.

Administrative expenses of the Office of the Administrator were expected to decrease $800,000 from 1944 estimated expenditures. Man-years in 1945 were expected to decrease by 165. These decreases were the result of net reductions in costs in regional offices, war housing centers, and the central office. The man-year reductions were expected to occur in the combined war housing center and the regional office operations. On the other hand, some increase in Central Office personnel was necessary to staff basic activities.

The 1944 Programming-Homes Use Budget contained some $1,145,000 to reimburse the Federal Housing Administration for processing private priorities and for exercising supervision over the controlled material plan as applied to private war housing. In 1942 and 1943 this financial burden has been borne by the War Production Board. It was shifted to the Office of the Administrator for 1944 and 1945 after the WPB became a Claimant Agency. 1/

As a result of the previous change in theory the 1946 Budget presentation to Congress for the Office of the Administrator differed from the past presentations. It contained a total budget estimate for the Office of the Administrator, in which Congress was asked to act only on contributions which came to the Office of the Administrator from the constituents.

Instructions were issued to the OA regions and conferences were held with central office division heads for the preparation of estimates for the 1946 administrative expense budget. The preparation of this budget was complicated by the alternative

---

1/ Ibid, p. 32

assumptions as to the end of the war under which the Budget Bureau asked the presentation to be made. These assumptions involved assuming: 1. A two front war; 2. War in the Pacific only; 3. European war only and 4. No war. 1/

Some highly tentative budget estimates were obtained from FHA on the cost of administering the housing provisions of the G.I. Bill in the FHA 1946 administrative expense budget. 2/

In August, 1944, the review of the Administrator's Office and constituent budgets took place.

FPHA figures were not yet firm, in August of 1944. The Office of the Administrator continued to persist in its attemps to resolve uncertainties with respect to FPHA allotments and potential recoveries. During August, $2,750,000 were recovered from FPHA funds. 3/

During November 1944, all budgets were submitted, hearings were held at the Bureau of the Budget and budgets were currently before the Board of Review.

1/ See 1946 Budget Estimates, page 179

2/ Lyman S. Moore to John B. Blandford, Jr., August 12, 1944

3/ Lyman S. Moore to John S. Blandford, Jr., September 14, 1944

The Budget and Accounting Division began to appraise the results of its budget processes with a view to establishing a program for the progressive improvement of the budgets of each constituent unit during the coming year. Steps were taken to provide on a monthly basis a more helpful and a more consistent analysis for the information of the Administrator and the Budget and Accounting Division on the fiscal operations of the Agency.

The workload analysis of the HOLC Budget developed by the staff of the Office of the Administrator, Budget and Accounting Division was discussed in detail with the examining staff of the Budget Bureau.

The report summarizing the activities and accomplishments of the National Housing Agency during fiscal year 1944 was prepared by the Budget and Accounting Division after consultation with other OA staff members, and was transmitted in the form of a letter to Congressman Woodrum, Chairman of the House Appropriations Sub-Committee.

By the middle of December 1944, the Bureau of the Budget approved the Office of the Administrator 1946 fiscal year administrative expense budget in a total amount of $2,884,000. This was $75,000 less than requested. This cut was made after the Office of the Administrator agreed to reduce vacancy surveys from $175,000 to $100,000. The basis upon which this budget was written was:

1. Materials being free enough to eliminate programming;

2. The war with Germany being concluded prior to the beginning of the fiscal year and,

3. A large increase in OA responsibilities for unwinding and programming of disposition.

The Bureau changed the FHLBA estimates by cutting $295,000 in the administrative expense for the HOLC . It eliminated $3,188,800 from the request submitted for FHA. It reduced by $61,900 the administrative expense estimate of FPHA. A letter was written to the Budget Bureau expressing for the record HHA reservations on the various reductions.

Considerable thought and discussion were devoted to the 1946 Congressional Justifications, based in part on conversations with Mr. Woodrum and the Committee Clerk. The overall justification was prepared as a separate pamphlet in the hope that more members of the Committee would read this small document and might thereby be induced to at least sample the longer more detailed justifications. The Office of the Administrator strove to achieve a December 15th. deadline for the entire justifications in order to get the book in the hands of the Congressmen before the Christmas recess. Hearings were scheduled tentatively for January 15th. or shortly thereafter. 1/

By the end of December 1944, the 1946 Budget had been finally processed through the Bureau of the Budget and to the Hill. There had been

---

1/ Lyman S. Moore to John B. Blandford, Jr., December 12, 1944

a last-minute re-write on the basis of a two-front war. This last-minute switch was exceptional and the OA budget staff received special commendation from the Bureau for the celerity with which the job was done. The last-minute switch involved a reduction of $4,879,000. 1/

By the middle of January 1945, reduced construction activity and reduced applications for mortgage insurance, made it necessary to request a deficiency appropriation for the FHA.

On the other hand, for OA administrative expenses, an additional apportionment of as much as $350,000 of Lanham Construction Funds appeared needed. The additional money was necessary because of much higher costs of priority processing than had been anticipated, particularly for H-3 construction, and because of extending a number of war housing centers. 2/ By March 1945, the amount necessary was $460,000 and a formal request for that amount was submitted and approved.

The Budget of 1946 added no new functions or activities. It provided for the continuance of the existing responsibilities of the Agency with such differences in emphasis as the progress of the progress of the war implied. 3/ The Budget

---

1/ Lyman S. Moore to John B. Blandford, Jr., January 16, 1945

2/ Lyman S. Moore to John B. Blandford, Jr., January 16, 1945

3/ Page 7 of 1946 Budget Estimates Justifications, prepared for the Committee on Appropriations, House of Representatives, December 1944.

submitted to the Congress of 1946 Estimates was the first budget containing amounts to finance activities relating to the disposition and removal of war housing. It was, therefore, considered desirable to point out the major of the problems which confronted the Agency in dealing with this phase of its work. The broad policy governing the disposition of publicly financed war housing both temporary and permanent, had already been established by the Congress. The Agency had only to develop procedure for carrying out the policy written into the law and for maintaining appropriate consultative relations with its local communities. 1/

The original Budget Estimate provided $320,150 for the operation of thirty-six war housing centers and sub-centers in fiscal 1946. There was a reduction during B45 from one hundred twenty-two centers to fifty-nine. There was a reduction of manyears estimated for 1946 from a peak of five hundred five to one hundred forty-five and five tenths.

During fiscal 1946, on the other hand, the overall supervisory and research activities of the Office of the Administrator were expected to increase materially as problems of reconversion had to be foreseen and dealtwith. Plans had to be made for the resumption under the Agency's jurisdiction, of permanent functions suspended during the war such as those included in Title II of the National Housing Act and the United States Housing Act.

1/ Ibid., Page 6

In the 1946 Budget Estimates there was introduced a new justification for the need for office of the Administrator field office and personnel:

The Administrator was responsible not alone for initiating the construction for war housing, but for the conduct of the war housing program as a whole. This function entailed representation of the Federal Government in working with local communities with respect to the solution of their housing needs and problems, so long as these were primarily affected by the war emergency. Consequently, although some aspects of the work changed and different problems received first emphasis, the role of the Field Staff of the office of the Administrator in fiscal 1946 remained as essential as in the initial programming of war housing construction. The Administrator it was argued, required local representation to assist him in contact with communities with:

1. With respect to isolated cases of housing shortages;
2/ With respect to the interpretation of the Federal Government policies and war time construction, materials controls and controls of credit;
3. With respect to the utilization of war housing, rental and occupancy policies, and the relaxation of restrictions on occupancy and war houses;
4. With respect to development of the plans for temporary use or for disposition of temporary war housing projects for which the initial war need may have expired; and finally,

See page 260 see page following 267

[illegible] Authority

	2,350,000
	9,484,900
[illegible]	9,132,667
[illegible]	33,600
[illegible]	164,500
[illegible]	84,133
[illegible]	105,100

Federal Housing Administration

Title I Insurance Revolving Fund	684,337
Mutual Mortgage Insurance Revolving Fund	7,497,127
Housing Insurance Fund	415,921
War Housing Insurance Funds	1,959,915

FHA Administrative Expense Funds
$10,558,000

[illegible] Expense

$149,691

[illegible] to Finance the Activities Relating to

[illegible] public and private

[illegible] existing housing [illegible] housing sectors in

[illegible] of materials for housing [illegible] control over occupancy, [illegible] prices of war housing.

Planning for and programming the disposition of war housing.

Stopping at this point, for the moment, for an over-all look at sources of funds for the years 1942 through 1946, the following tables are of interest. The first shows the sources of funds for administrative expenses of the Office of the Administrator. The second presents a comparison of budget estimates with approved budgets and obligations for the Office of the Administrator for those years. It gives the original budget request, the approved budgets, the revised budgets, and the actual expense.

The third table presents the obligations and man years for the Central Office, the regional offices, and the war housing centers of the Office of the Administrator, for each of the fiscal years 1942-1946.

An attempt has been made to cast the second table into graphic form to make more obvious the fluctuations in amounts originally requested and revised during the buggeting process.

1943 *

Original	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$
Approved	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$
Actual	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$

1944 *

Original	$$$$$$$$$$ $$$$$$$$$$ $$$$$$
Approved	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$
Actual 1	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$

1945 *

Original	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $
Approved	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$
Revised	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $$$$
Actual	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $ $$$$$$$$$ $$$$

1945 *

Original	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$ $
Approved	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$
Revised	$$$$$$$$$$ $$$$$$$$$$ $$$
Approved	$$$$$$$$$$ $$$$$$$$$$ $$
Revised	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$$
Approved	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$$$
Revised	$$$$$$$$$$ $$$$$$$$$$ $$$
Revised	$$$$$$$$$$ $$$$$$$$$$ $$$$$$$

* * Each dollar sign stands for 100,000 dollars except the last sign which may represent a fraction.

SOURCES OF FUNDS FOR ADMINISTRATIVE EXPENSES,
OFFICE OF THE ADMINISTRATOR
FOR THE FISCAL YEARS 1942 - 1946

Sources of Funds	1946 Estimated	1945 Actual	1944 Actual	1943 Actual	1942 Actual
Development Funds	$1,509,148	$3,263,510	$4,190,033	$2,028,158	$ 143,658
Management Funds	690,666	641,824	-	-	-
Transfers from Constituents: FHA	150,307	146,903	138,584	82,340	6,756
FHLBA	125,258	124,238	124,987	54,893	11,157
FPHA	225,499	225,810	224,983	137,233	-
Defense Homes Corp.	-	-	-	-	197
Total Transfers from Constituents	501,064	496,951	488,554	274,466	18,110
Emergency Fund for the President (War Housing Center - D. C.)	-	-	-	122,860	3,892
Temporary Shelter	-	-	-	335,098	24,612
TOTAL	2,700,878	4,402,285	4,678,587	2,760,582	190,272
Emergency Fund for the President (British Mission)	-	-	-	13,736	15,494

Prepared by Budget and Procedures Section in August, 1945.
(See Memorandum of transmittal: Ben E. Lewis to Hymen E. Cohen, "Statements of OA Administrative Expenses, dated August 14, 1945.)

COMEN:mbs: 10-11-45

COMPARISON OF BUDGET ESTIMATES WITH APPROVED BUDGETS AND OBLIGATIONS FOR THE OFFICE OF THE ADMINISTRATOR FOR EACH OF THE FISCAL YEARS 1942 - 1946

Fiscal 1942		
Actual Expense	$ 190,272 a/	
Fiscal 1943		
Original Budget Request	2,945,635	
Approved Budget	2,918,422	
Actual Expense	2,760,582 b/	
Fiscal 1944		
Original Budget Request	2,576,529	
Approved Budget	6,000,012 c/	
Actual Expense	4,678,587	
Fiscal 1945		
Original Budget Request	4,056,582	
Approved Budget	3,970,000	
Approved Budget (Revised)	4,430,000	
Actual Expense	4,402,285	
Fiscal 1946		
Original Budget Request	3,127,160	Two front war
Approved Budget	3,030,000	Two front war
Revised Budget	2,259,542	One front war
Approved Budget	2,184,000	One front war
Revised Budget	3,032,000	Congressional Submission
Approved Budget	2,932,325	Congress approved-cut $99,000 and $675 for Penalty Mail
Revised Budget	2,252,325	Excluding Priorities $680,000)-(old pay)
Revised Budget	2,700,878	Based on Public Law 106

a/ Does not include $15,494 Emergency Fund for the President (British Mission)

b/ Does not include $13,736 Emergency Fund for the President (British Mission)

c/ Includes $300,000 reserved by the Bureau of the Budget

Prepared by Budget and Procedures Section, OA, in August, 1945.

OBLIGATIONS AND MAN YEARS FOR CENTRAL OFFICE
REGIONAL OFFICES, AND WAR HOUSING CENTERS, OFFICE OF THE ADMINISTRATOR,
FOR EACH OF THE FISCAL YEARS 1942 - 1946

	Estimated 1946	Actual 1945	Actual 1944	Actual 1943	Actual 1942
Central Office					
Amount	1,624,907 a/	2,756,722	2,415,460	1,259,901	94,342
Man Years	285.3	277.9 b/	290.4	284.4	c/
Regional Offices					
Amount	787,821	793,789	950,923	952,972	92,038
Man Years	149.5	154.5 b/	199.1	206	c/
War Housing Centers					
Amount	288,150	851,774	1,312,204	547,709	3,892
Man Years	117	312.7 b/	505.1	209	c/
Total-Office of the Administrator					
Amount	2,700,878 a/	4,402,285	4,678,587	2,760,582	190,272
Man Years	551.8	745.1 b/	994.6	663.4	c/
Emergency Fund for the President (British Mission)	-	-	-	13,736	15,494

a/ Excludes cost of handling priorities
b/ Estimates
c/ Information not available

Prepared by Budget and Procedures Section, OA, in August, 1945

The preparation of the 1947 budget began in July 1945. The Administrator of the National Housing Agency took a new and unprecedented approach to the budgeting process. He directed a letter to the Director of the Bureau of the Budget requesting a meeting with the Board of Review to determine certain major assumptions on the basis of which the budget would be constructed. He proposed that the determination of the basic assumption and principles on which the budget estimate for 1947 were to rest should be discussed before the detailed work of preparing minute estimates was launched. A meeting was held with representatives of the Budget Bureau some time about the middle of July in which major questions of policy were discussed.

As an outgrowth of this meeting the Agency sent a letter to the Bureau indicating that Agency Budgets would be prepared with the following seven premises in mind:

(1) Disposition of about 200,000 units of public housing during fiscal year 1947;
(2) Construction would start on 600,000 non-farm residential units during fiscal 1947, mostly private, without priority assistance but under some type of controlled authorization basis;
(3) Continuance of the orderly liquidation of the Home-Owners Loan Corporation with a prospective reduction in the outstanding loan balance of 204,000,000 in fiscal 1946 and 157,000,000 in 1947;
(4) Strengthing of supervision by the Federal Home Loan Bank system to the extent required by an economic situation in which inflation in prices and lending practices may be ammended to the stability of

home building and home lending;

(5) Insurance by the Federal Housing Administration of mortgages and 30% of new home construction in fiscal 1946 and 35% in fiscal year 1947;

(6) Renewal beyond July 1, 1946 of the authority contained in Title 2, National Housing Act, to insure mortgages on existing construction;

(7) That prices including rent and wages will continue approximately at present level with or without control.

The Bureau of the Budget directed in July 1945 that all estimates be prepared on the following assumptions:

(1) The war with Japan would continue throughout fiscal 1947;

(2) The 44-hour work week would be in effect through the fiscal year;

(3) The average monthly rate of war production, munitions plus war construction for the fiscal year would be approximately one half that for March 1945;

(4) Civilian production would substantially increase. Although some decline in total economic activities was to be expected during the year, manpower and material in general would be insufficient supply. In some areas, however, shortages would still remain.

The Bureau of the Budget indicated further that, in reviewing budgets it would be guided by the policy that, next to winning the war, the achievement of high levels of civilian activities by private business was the government's important goal. As war programs were promptly adjusted to strategic requirements, private business was to have first call on materials released for non-war use. In line with this the position of the Bureau was that estimates should be limited to those government, activities essential to the war

the maintenance of necessary services, and the support of private reconversion. Any items which were desirable but not essential for these purposes were not to be favorably considered.

The National Housing Agency Budget for Fiscal 1947 was, consequently, to be primarily a war budget. This meant that the budget estimates could not reflect any substantial increases in non-war activities. Funds for war activities could not be increased.....it could be shown clearly that the volume of work anticipated during fiscal 1947 in connection with disposition and veteran housing not only offset the large decrease in war worker programming activities but would be of such size as to bring about a net increase.

It had been hoped that the National Housing Agency would be in a position to ask Congress for a direct appropriation to finance the administrative activities of the Office of the Administrator. However, in July 1945 it appeared advisable to wait with such a request until after legislation establishing a permanent National Housing Agency had been enacted. The financing of the budget in 1947, meanwhile, was to continue as during the past two years to be from three sources of funds:

(1) Transfers from constituents;
(2) Lanham Development funds; and rental receipts from public war housing. The cost of each division was to be pro rated on an estimated per cent basis to the three sources of funds. Divisions and regions were instructed to pro rate their totals against the sources of funds in accordance with type of work contemplated in the Justification.

Chargeable to "Transferred from constituents" were the following four types of activities:

(a) Supervising and providing services to constituents:
(b) Formulation of new housing policy:
(c) Providing general services in the field of housing to communities, the public, industry, and business: and
(d) Coordinating the government housing program and providing representation for housing within the general government housing frame work.

Chargeable to the Lanham Development fund were:

(a) Programming of war housing, both public and private;
(b) Securing maximum utilization of existing housing through the operation of war housing centers in critical production areas;
(c) Controlling the allocation of materials for housing construction and exercising control over occupancy, and the rental and sales prices of war housing: and
(d) The activities in connection with veteran housing (Public Act 87). Receipts from rental income could be used in connection with all activities relating to disposition. 1/

1/ See Memorandum to all division heads in the central office from Lewis E. Williams: Subject - 1947 Budget Estimates, dated July 25, 1945. See also Memorandum to all regional representative from Lewis E. Williams: Subject-1947 Budget Estimates, dated July 19, 1945.

The work program and budget estimates were to be submitted to the Bureau of Budget by September 15, 1945. Fortunately for the country as a whole although unfortunately for the budget endeavor, the war with Japan came to an abrupt close as a result of the use of the atomic bomb and the entrance of the Union of Soviet Socialist Republic on the side of the United States in August. On August 14, 1945, came Japanese acquiesce to surrender. Consequently the assumption as to the war with Japan was immediately vitiated. The assumption as to a 44-hour work week was also invalidated by the Presidential announcement that Federal agencies would revert to a 40-hour week at the latest by the middle of September 1945. The average monthly rate of war production dropped very sharply as millions of dollar of contracts were cancelled. Civilian production began to surge forward much beyond expectations and discharged war veterans began to appear in larger and larger numbers. The estimates concerning the budget on the basis of the initial assumption had to be completely revised. The content of the conversation as to assumption of the National Housing during the discussions with the Board of Review and the top officials of the Office of the Administrator also lost their current validity. On the other hand, a valuable precedent has been established in the procedure of budgeting. It was a premier attempt to get understanding as to top management policy and the degree of the acceptability of that top management policy by the chief officials in the Bureau of the Budget before the details of budgeting estimates were embarked upon by the staff which concerened itself with the specific item in the budget estimate.

As of this writing the budgeting process on the basis of revised assumption is still going on.

5. With respect to the equitable distribution among localities of authorization to construct housing, so long as the materials situation made it necessary to place a limit on the volume of construction.

"So long as NHA follows a policy of carrying out the war housing program in close consultation with local communities, the Administrator must maintain the regional offices, both in size and in number, at the strength estimated to be necessary to provide over-all coordination and competent local representation of the national program." 1/

1/ Ibid., page 39

Justification Of Estimates For Rescission
Of War Housing Funds

The Japanese peace offer first became known in the United States on August 10, 1945. While some uncertainty existed in the minds of the people as to whether this was a genuine surrender offer, the National Housing Agency, convinced that at this stage of the war the most important steps to be taken were those to conserve the funds and resources of the United States, took action at once to suspend all activities leading to the provision to temporary housing for in-migrant war workers. Thus, on August 14, when the genuineness of the Japanese surrender offer was made apparent by their reply, announced by President Truman, accepting the United States call to comply with the terms of the Potsdam Declaration, the war housing activities of the National Housing Agency had been at a standstill for three days.

Action Prior To Japanese Surrender

On August 11 the field offices of the Federal Public Housing Authority, construction agency for publicly financed war housing, were directed to:

(1) Suspend all projects not under construction.

(2) Suspend all betterments to completed projects except those urgently needed to protect the health and safety of the tenants.

(3) Review all projects under construction to determine where savings could be effected by suspending further operations.

First Supplemental Appropriation Rescission Bill, 1946, page 234. Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session.

Action To Conserve Funds Following Japanese Surrender

Following acceptance of the Japanese surrender offer the National Housing Agency mobilized all its resources to effect maximum savings and to prevent any further expenditures of war housing funds not required by the demobilization of the war effort and the housing needs of returning veterans.

All war housing projects not actually under construction have been canceled. All war housing projects under construction have been reviewed and suspended where savings could be realized, except for a few projects where additional obligations to complete were small and where the completed projects would serve a continuing military need identified as such since VJ-day by the War and Navy Departments, or would serve a need for housing the distressed families of veterans and servicement under title V of the Lanham Act. It is proposed to incur additonal obligations on a few projects far advanced in construction where preliminary engineering estimates indicate that there will be a greater return to the Treasury in the disposition of the project than the costs to be incurred.

First Supplemental Appropriation Rescission Bill, 1946, pages 234 and 235. Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session.

The present budget for fiscal 1946 is $620,369. The remaining $400,000 is being reserved for fiscal 1947. A good deal of the savings made for fiscal year 1946 is derived from the prompt action taken, as soon as Japan's surrender offer was accepted, to notify war-housing centers, with one exception, that their operation would be terminated September 30. Because of the extreme shortage of housing affecting service personnel and veterans in the District of Columbia, the local war-housing center is being continued through November, financed from Lanham Act funds, pending negotiations for its transfer to some community agency.

The activities to be financed by these reserved funds are:

(a) the discharge of the Agency's responsibility of watching out for the housing needs of veterans and their families, and giving assistance to communities in establishing adequate housing information services for veterans;

(b) controlling the use of publicly financed housing prior to disposition so that it may aid in every way possible the housing of distressed families of veterans, servicemen, and persons displaced by war mobilization;

(c) reviewing continuously the housing problems of war centers and housing needs of veterans in order to facilitate rapid disposition of war housing;

First Supplemental Appropriation Rescission Bill, 1946, page 236 of the Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session.

(d) concluding in as rapidly and orderly a manner as is possible, in cooperation with other agencies, the wartime restrictions on housing construction;

(e) the maintenance of such legal, statistical, and market survey information as is necessary for the proper performance of these duties; and

(f) the maintenance of accounts, records, histories, and other administrative and supervisory services as are required for such purposes and for the completion and liquidation of the wartime development job.

$1,997,858 as a reserve to cover the cost of possible continued operations by the Federal Housing Administration of the present system of certificates to builders (schedule D-5). During the war the National Housing Agency has acted as a claimant agency for the allocation of housebuilding materials under WPB Limitation Order L1. These materials have been allocated primarily to war housing but secondly to relieve hardships and extreme congestion due to suspension of normal building operations during the war period. Presently there are extended discussions going on between War Production Board, Office of Price Administration, Office of War Mobilization and Reconversion, Office of Economic Stabilization, and National Housing Agency as to the further relaxation of L-41 and the timing of this relaxation. Pending a decision, it is suggested that this reserve be maintained. 1/

1/ Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session, First Supplemental Appropriation Rescission Bill, 1946, page 236.

Other Demobilization Activity

This great national program, which has provided critically urgent shelter at strategic points on the war production front for workers recruited throughout the Nation has now ended its development stage. Under it more than 800,000 new privately financed housing units and nearly 800,000 new publicly financed housing units were completed during the five-year period of defense preparation and actual warfare between July 1, 1940 and June 30, 1945, while 247,000 additional units were supplied by conversion of existing structures (table III).

Although the development stage is over, it is not, however, a close program. The Government cannot walk out and abandon the public war housing which has been erected in more than 600 communities in America. During such time as need for such projects is felt by the communities, as long as private housing is not available to the extent required to shelter some of the present tenants of such projects and supply the emergency housing needs of returning veterans, some of these projects must continue to be operated, although probably on a reduced scale. Perhaps they may have to continue in operation even after most of the houses in a project have been demolished and salvaged, or - if they are permanent in character - sold in accordance with the terms of the legislation which provided the funds for their development.

Disposition - While first action was taken to conserve funds in the development program, prompt action has also been taken to expedite disposition where projects are no longer needed. Such disposition will be another source of recovery to the

---

Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session, First Supplemental Appropriation Rescission Bill, 1946, pages 236 and 237

Treasury of some of the funds used in the development of war housing. Additional funds will be deposited in the Treasury as required by law in the form of proceeds from the sale of either permanent projects or the salvage materials of demolished temporaries. To finance costs to be incurred in project disposition, reserves accumulated from operating receipts have been authorized by the Lanham Act and as of June 30, 1945, approximated $75,000,000.

Conversions - In addition to the housing, permanent or temporary, provided by publicly financed construction of new structures, the National Housing Agency has developed a special war program of conversions, whereby existing buildings, residential or non-residential, have been rehabilitated, modernized, and redesigned to provide housing for additional families. Such conversions were made at public expense under seven-year leases to the Federal Government. Some of these leases are now being terminated and instructions have been given that in all cases, where the leases do not return operating revenues in excess of operating income, they be terminated immediately now that the war worker need no longer exist. In other cases, continued operation of the converted property throughout lease terms will substantially amortize the Govertment investment.

Privately Financed Construction - As to the privately financed contribution to the total war housing program aided by insurance under title VI of the National Housing Act of mortgages underwritten by the Federal Housing Administration, all the unissued quotas as of

---

Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 79th Congress, First Session, First Supplemental Appropriation Rescission Bill, 1946, page 237

August 14 for housing in-migrant war workers were canceled. The Federal Housing Administration is continuing to issue commitments to write title VI insurance only on H-1 construction for which priorities have been granted and remain outstanding. By this course the War Housing Insurance Fund was saved from any additional liability except for underwriting mortgages on private housing construction already under way and involving a considerable investment, where failure to do so would result in definite injury to private investors and home builders. Then, on August 21, to encourage full utilization of all available housing, relieve the immediate postwar housing congestion, and reduce the incidence of housing distress during the period of relocation, National Housing Agency revoked all restrictions and controls on the occupancy of priority assisted private war housing, previously limited to eligible war workers and other persons engaged in national defense activities.

Future Recoveries

In summary, the National Housing Agency proposes, reductions in available funds amounting to $85,341,165.18 (table II) - $2,746,786.12 which will revert to the Treasury automatically; $6,522,378.76 to be returned to the War and Navy Departments; and $76,072,000 in recommended rescissions of avilable appropriations, of which $18,373,000 was appropriated but not made available for expenditure without further congressional action. In effect, this presentation is a first report to the Congress on the savings realized by liquidation

---

Hearings before the Sub-Committee of the Committee on Appropriations, First Supplemental Appropriation Bill, 1946, 79th Congress, First Session, page 237, 3 of 2

activities to date and is concerned primarily with expenditures made unnecessary by the suspension of most war housing construction. Further reports will be made when there is more complete and reliable information as to savings realized through contract termination and settlemts. It is earnestly hoped that further reductions in appropriations can be recommended over and above those proposed here.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Programming Operations

The function of residential vacancy surveys in the defense program was the subject of a memorandum written in June, 1940, by the Assistant Chief of the National Income Division in the Bureau of Foreign and Domestic Commerce in the Department of Commerce. 1/

He pointed out that experience during 1917-1918 showed conclusively that the maintenance of a steady and efficient labor supply depended directly upon the availability of an adequate volume of housing in the locality, where military or naval supplies have to be produced. He wrote: "The successful prosecution of defense program thus requires that the Federal Government be responsible for preventing the development of bottlenecks in the labor supply resulting from inadequate housing facilities." Identification of the critical areas could be made in many instances on the basis of information from War and Navy Departments as to the locations where extensive plant expansion was scheduled to take place for the preparation of munitions and other items essential to the defense program.

The most important single measure of housing needs was "data on the number and characteristics of dwelling accommodations vacant in a given area and available for occupancy by incoming workers." This information, he wrote, could be secured quickly and accurately from surveys of residential vacancy, especially designed to secure the exact

---

1/ Samuel J. Dennis to Mr. Cupper, dated June 27, 1940

information desired in a minimum of time and on a uniform basis. With estimates of the number of workers to be given employment in the defense industry in any locality over and above the number available from the labor supply already resident in the locality, and with allowances made for an increase in indirect employment in local trades, services and consumer goods industries, it would be possible to estimate the volume of housing of various types which the increased number of workers would require in terms of full-size dwelling units, small apartments and single rooms.

The memorandum pointed out that it would be highly desirable to secure as early as possible comparable data on vacant dwelling units in all urban areas in which expanded defense activities might be carried out. Production and industrial training programs then could be planned and allocated geographically with reference to the relative potentiality of the various cities to absorb increased number of workers. 1/

The Office of Defense Coordinator had been established for a few months when operating procedures were issued (November 25, 1940). These contained program procedures which sought to establish uniform work patterns, to clarify the jurisdictional responsibilities of the several organizational units and to coordinate the efforts of the operating staffs.

1/ Dennis to Cupper, June 27, 1940

On November 26, 1940, J. Blon Philipson reported on a summary of field surveys and written reports on the housing needs of defense workers in forty cities. These reports had been prepared between August 8 and November 15, 1940.

From conducting the first eleven surveys it became apparent that a definite outline was prepared. The procedure differed from the traditional methods of Housing Market Analysis in one important aspect. The additional housing requirement was calculated on the basis of additional population which might be required in a community as a result of defense activities. It was not calculated by measuring the existing total supply of housing relative to the anticipated total demand.

The rpocedure proved well adapted to the general problem, however, because, although considerations of the total housing supply and demand are essential in developing any specific program of housing production, the objective of the housing survey was to provide the basic framework around which further analysis and planning could be conducted before actual production of additional housing began. In some cases the survey indicated that no additional housing was required. Thus the effort and expense involved in conducting a detailed analysis was avoided. In other cases, the analysis pointed out the specific problem involved. It thus provided a basis for the most efficient utilization of research facilities in the more detailed analytical work. In other cases the results of the inquiry indicated that the need was so great and immediate that certain steps

had to be taken without further delay in order to avoid the development of a situation which might result in extreme hardships to defense employees.

Three important elements in measurement of housing needs, however, were not subject to adequate field investigation. This was so primarily because the basic data necessary for their study were not available in the local community. These three problem included: (1) the accurate estimation of quantitative and qualitative labor requirements of industry participating in the defense program; (2) the probable duration of defense industrial activity and (3) the amount of secondary employment likely to result from defense activities. The sedondary employment divided itself into two sub-categories: (a) the amount of industrial expansion and resulting employment involved in sub-contracts for defense material, and (b) employment resulting from an expansion of the basic economy of the community, including commercial, educational and cultural facilities.

In spite of these shortcomings, preliminary field surveys still enabled the Coordinator to determine, within broad limits, the scope of defense housing problems.

The forty cities surveyed grouped themselves in three major types. One typical class of city was that in which the defense industry was very important relative to the economic background of the city and where the community itself was small in comparison to the number of employees

required by the defense program. 1/ In such a city, the expansion of employment was very large relative to the supply of labor. The major problem consisted of determining the number of employees who would be brought into the city and of determining with reasonable accuracy their numerical status and income.

The second type of community consisted of a relatively large area over which an adequate labor supply was dispersed among small and medium sized communities. The problem here involved primarily an analysis of characteristics of the labor supply. There was the problem of transportation in order to utilize to the best advantage the existing labor and housing supply. Additional housing was required only for the highly trained technical labor which had to be imported into the area to supervise and direct the local unskilled and semi-skilled labor. 2/

The third type of community consisted of large metropolitan areas in which several of the local industries were called upon to produce defense materials. Here defense employment represented an increase of activity in one or more of the established industries rather than the development of a new industry. Or, it meant the very rapid expansion of relatively inactive industry. There was usually available in the metropolitan area a large supply of labor. 3/ In cities of

---

1/ Typical cities in 1940 were Bath, Maine and Pascagoula, Mississippi

2/ Typical of this type in 1940 were Wilmington, Illinois and Farmingdale, Long Island

3/ Typical of this type in 1940 were Birmingham, Alabama and Cleveland, Ohio

this type, the problem of determination of housing needs was more complex and difficult. The increase in demand for housing resulted not primarily from an influx of population but from an increase in purchasing power which expressed itself through an increase in the rate of new production of new families and a wide spread un-doubling of previously double up families. In these cases, an accumulated need for housing converted itself into effective demand. This increase in an effective demand occurred in the early stages primarily in the lower rental ranges. As a result there was a decline in vacancies and a general rise in rental levels. From the standpoint of housing, in communities of this type, it was almost impossible to draw any conclusions with respect to the increase in housing demand directly from statistics on employment changes. The housing analyst was forced to resort to a study of a basic indicators of changes in housing demand, mainly, the vacancy ratio and a reliable rent index.

After the preliminary estimate of the housing needs in the community, the procedure for further analysis and the development of a housing program depended to a large extent on the type of community involved. In communities of the first type, very little additional information was necessary. The problem was primarily one of policy with respect to type of housing to be provided. There appeared, moreover, to be practically no device which gave any hope of stabilizing the housing market at the time when defense production declined.

In communities of the second type, a complete survey of labor resources in the area in relation to anticipated plant requirement made it possible to select employees and to develop a transportation system which utilized the available housing and labor supplies to the greatest advantage. The survey made it possible to introduce the relatively small increment to the housing supply to the area in such a way that the stability of the housing market would be least affected.

The analysis of the available labor supply would be most useful in avoiding a large influx of labor into the area which would not only prevent the utilization of the local labor supply but would unnecessarily expand the housing demand.

The peculiar characteristic of communities of the second type was the tendency for housing nearest the plant to be most in demand, particularly by tenant families. The major problem was to avoid a sporadic increase in population immediately surrounding the plants and to provide the necessary transportation to allow the already housed labor supply to reach the plant with a minimum of expense and inconvenience.

In cities of the third type, that is, large metropolitan areas in which defense manufacturing activities took on the character of an increase in established industrial activitiy, the defense housing problem assumed great complexity. The metropolitan areas were so

inextricably related to the general housing problem that the approach had to necessarily follow an entirely different pattern from that in the two previous cases. Defense workers were simply industrial workers producing materials for defense use. The general rise in employment resulted in a rise in housing demand both qualitative and quantitative. The problem in the metropolitan area was to prevent an unreasonable rise in housing costs as a result of the rise in housing demand and to maintain a supply of housing sufficient to avoid financial and social hardships on the part of defense workers at least, if not of the community in general.

To attempt to control such a situation, wrote Philipson, "by the introduction of a few hundred or even a few thousand publicly financed dwellings, for defense workers only, at fixed low prices without taking into consideration the forces at work in the entire real estate market, is to invite disaster".

"In these metropolitan areas, the preliminary knowledge of need must be derived from the basic indicators in the market, primarily rental and vacancy index. Since conclusions from these indicators must be based on their dynamic rather than their static characteristics, they must be established and maintained on a sound basis in advance of the development of a disturbance in the market. Here again the research involved after the determination of the need far transcends in importance and difficulty, the assembly of preliminary information."

"Much consideration has already been given to the problem of maintaining a balance between demand and supply for housing both during and after the defense emergency. These considerations are obviously important. On the other hand, the maximum utilization of the existing supply of housing and the integration of additional housing into the social and economic pattern of the community are probably more important to the long term stability of the real estate market and the social structure of the community. The development of sound policies and procedures in the provision of additional housing would seem to require the full effort of the best equipped housing research facilities of the various government agencies. Even a partial recognition of the seriousness of the responsibility involved would make the most efficient use of limited resources appear to be essential." 1/

As a result of the forty surveys, the future Assistant Administrator (Operations(of the yet to emerge Office of the Administrator came to the following conclusions with regard to such Programming Surveys:

a. They were essential to an effective development of a defense housing program.

1/ Page 10 of Memorandum from Philipson to Meyers, November 28, 1940

b. They could be conducted so as to secure information, reliable within reasonable limits of error, within a few days at very little expense.

c. They were in no sense a substitute for the more detailed research and planning necessary for the determination of specific steps to be taken in providing defense housing, but they provided the preliminary knowledge necessary for the conduct of such research and planning.

He felt that the procedure as developed then for the programming surveys was practicable and useful, needing but a few minor changes. He felt further, however, that responsibility for detailed research and effective planning rested with those organizations on which there was an implied responsibility for the maintenance of housing standards and stability in the housing market. 1/

1/ Attached to Philipson's Memorandum to Myers was a list of the cities surveyed and a seven page "Reconnaisance Outline - 2; Housing Needs for Defense Workers"

COHEN:it 9-12-45

	The President	Coordinator	Assistant Coordinator	Analysis Division	Regional Coordinator (s)	Army	Navy	Maritime Commission	Local Officials.	Local Defense Councils	Federal Housing Agencies	Division Research and Statistics	Census	The Press	Operating Agencies & Development Firms	Council National Defense	Advisory Commission	OPMC Registration Division	Division of State and Local Cooperation
Initiate Reports			x	x	x	x	x	x	x	x	x	x							
Receives All Reports and Forwards Them			x(1) x(2)																
Receives Specific Reports					x														
Receives General Reports			x	x	x	x	x	x	x	x	x	x							
Determines Net Need; Formulates LPR And Forwards				LPR															
Approves LPR			LPR																
Prepares Approved LPR Forwards To Coordinator				LPR															
Signs and Forwards		LPR																	
Receives and Accepts															LPR				
Approves Acceptance Forwards to Assistant Coordinator		LPR																	
Prepares for Presidential Finding of Needs			LPR																
Returns to Coordinator		LPR																	
Signs and Forwards to President																			
Notifies Press														LPR					

The accompanying flow chart reflects the programming operation as outlined in "Operating Procedures of the Office of Defense Housing Coordination, November 25, 1940". During 1941, the procedures in preparing locality program reports were changed from time to time. Revisions were made in June and again in August. 1/

In January, 1942, the Preparation and Procedure for Locality Program Reports was again revised to meet restrictions placed upon publication of military activities because of the active entry of the United States into the war. For detailed discussion and thorough analysis of the defense housing need in a locality, a Docket Memorandum was provided in which the justifications of need were presented by the Regional Coordinator. This docket was not available for publication or circulation outside the Division of Defense Housing Coordination. The Locality Program Report, on the other hand, was available for public distribution. It contained no confidential information. It was an operating document intended primarily to serve as a guide to the construction agencies. 2/

1/ See Procedures in the Preparation of Locality Program Reports, August 19, 1941 and the folders on Program Preparation in the Programming Division of the Office of the Administrator.

2/ See Preparation and Procedure, Locality Program Reports, Revised, January 26, 1942

At the same time, moreover, the Temporary Shelter Locality Program Report Form was eliminated. Stop-gap housing was subsequently programmed on a revised LPR Form accompanied by a Docket Memorandum. The "comment period" was shifted from prior to the approval of an LPR to after the LPR had been approved by the President.

Programming Procedures Under the National Housing Agency

In March, 1942, the first Procedure Order under the National Housing Agency was issued. It established the procedure for the preparation and processing of priority quota programs for private construction. The policies indicated in the DDEC documented entitled "Principles for Programming of Defense Housing" were still recognized as governing. 1/

1. The New Locality Program

In April, 1942, a Regional Circular was issued revising the procedure in preparing the Locality Program Report. 2/ Every Locality Program Report was to contain an additional Section, Section 3, entitled, "Private Housing". The purpose of this new section was to show the achievement of private enterprise in comparison with past recommendations. It was to show the potentialities for future private construction.

1/ Procedure Order No. 1, March 1942

2/ Office of the Administrator, NHA Regional Circular, RC-4, April 2, 1942

Within two weeks thereafter, the method used by the Division of Defense Housing Coordinator of charging dormitories against private quotas was changed. In charging rooms in dormitories against the quotas for any given locality of geographic areas, three rooms were to constitute a unit in dormitories constructed with congregage bath and toilet facilities. In dormitories where two rooms were served by one bathroom, the two rooms were to constitute a unit. In dormitories where each room was served by a private bath, the single room was to constitute a unit. 1/

2. Standards in Transportation Considerations

The critical rubber situation forced a re-definition of standards for defense housing transportation. Because of the crisis, in the rubber supply, housing projects were to be located, wherever possible, within walking distance of the work of their occupants. It was anticipated that automobiles would soon be of little use for want of tires. The types of transportation to be used and the order of their preference in determining the distance of project sites from the plant, was set up on April 20, 1942, by Regional Circular-7 as follows: 1. Walking; 2. Bicycling; 3. Existing rail lines; 4. Existing bus lines; 5. New rail lines; 6. New bus lines and 7. Makeshift expedients. 2/

1/ RC-5, April 14, 1942

2/ See RC-7, dated April 20, 1942

3. Vacancy Data Use

In May, 1942, the use of NPA vacancy data in programming was clarified. It was to be considered not only a measure of the physical quantity of vacant housing available to in-migrants, but also a measure of the relative "tightness" of the housing situation. 1/ Instructions were issued to utilize NPA Vacancy Survey Data as an index of pressure in the areas where housing was being programmed. Because most NHA field representatives did not have access to complete files of NPA Surveys, a tabulation was distributed of the vacancy ratio reported by NPA in its last survey of each major city or area. 2/

4. Programming for Service Men and Officers

NHA programming policy in the middle of 1942 provided that no public housing be programmed for officers or enlisted men. Private construction, however, was permissable for officers. Regional representatives were instructed in preparing provision for the needs of officers, to distinguish between transient and permanent officer personnel. Only for the latter were NHA representatives to program private construction.

1/ Circular issued May 12, 1942

2/ See Supplement RC-10, dated August 24, 1942. In August, 1942, NPA Survey activities were transferred to the Census Bureau. The fact was announced to the Regional Representatives

By July, 1942, there was a tremendously expanded demand for air bases, flying schools and depots, to staff naval stations and bases, and to replace enlisted men performing non-military duties at the older posts. This greatly increased the number of areas where housing shortages developed. New procedure to expedite matters was outlined for the National Housing Agency Field Representatives. For preliminary data and analysis in such situations they were to go, not to the commanding officer of the military establishment, but to the district offices of the Civil Service Commission, and to the Bureau of Employment Security and United States Employment Service Reporting System. 1/

The NHA Regional Representatives were instructed to establish and maintain close relations with the proper district offices of the Civil Service Commission. In the absence of BES reports, Field Representatives were to secure information on civilian hiring directly from local employment offices, and, where necessary, the Regional Labor Supply Office. The final estimate, however, of civilian personnel housing needs and the proposed housing program still had to be discussed with the commanding officer of the base before final recommendation. But the new procedure saved time by delaying the contact with him until all preliminary data was in. 2/

1/ Army-Navy-NHA Joint Directive of July 16, 1942

2/ RC-30, dated July 24, 1942. A list of Civil Service Commission District Offices was also sent to the Regional Representatives

5. Programming War Housing for Negroes

In July, 1942, too, it was recognized that in the face of the tightening labor market and other factors, traditional employment policies were changing sharply to bring about an ever-widening use of Negro labor in war industries. This fact was reflected in an increasing trend toward in-migration by Negro war workers. This necessitated the most careful evaluation of the present and prospective housing needs for the Negro war worker. Such evaluation was to be included in the locality housing program in every possible instance. 1/

In many cases, public war housing projects had been programmed in anticipation of an in-migration composed exclusively of white war workers. Actually, in several cases, the racial composition of the in-migration was not exclusively white. Consequently, it was necessary to make adjustments in the program to provide housing for the non-white in-migrants. A Supplement to the Administrator's Order No. 9, issued September 8, 1942, and again in a somewhat revised form on October 21, 1942, indicated the need for the most careful evaluation of the present and prospective housing needs of Negro war workers. The Supplement indicated that depending upon the state of project development, this change of the need may be met through change of sites, re-distribution of units among two or more sites, or the utilization of existing public and private facilities.

1/ HC-31, July 25, 1942

"Only when it appears that there will be insuperable difficulty in meeting this changed need within the scope of the existing program should a solution be sought through programming additional public housing."

The problem of housing Negro war workers occasioned a change in the Docket Justification Memoranda which normally supported locality housing programs. It was made a requirement that Memoranda show in particular: 1. The present employment and anticipated employment of Negroes, men and women, in war activities; 2. In non-war activities; 3. Available training facilities for Negroes; 4. Present and prospective Negro labor supply; 5. Anticipated essential migration of Negroes; and 6. Number and rates of habitable vacancies available to them. 1/

In February 1944, after the racial relations function as such had been eliminated from the Office of the Administrator, in 1943, the statement dated October 21, 1942 in the Supplement to Administrator's Order No. 9, was superseded by a General Order which restated substantially the same facts and policies, but added a section indicating that, "the service of the FPHA Regional Racial Relations Advisors should be utilized wherever programming of occupancy involved the housing need of minority racial groups". 2/

1/ See RC-42, dated September 8, 1942

2/ General Order No. 11-14, Approved February 5, 1944

In order to minimize racial difficulties at later stages, it was urged that these advisors be consulted early in the original program determination, and in subsequent changes.

6. Programming Principles - April, 1942

In April, 1942 a new policy had been arrived at by NHA and the War Production Board, which recognized the greatly increased necessity of conserving materials and manpower. The policy was expected to result in a much smaller volume of new housing than previous policies had provided for.

The new principle of programming was to place first reliance upon existing housing and to use existing housing to the greatest possible extent. The estimate of housing agencies were to be highly conservative. Programming was to be only for essential in-migrants. The locality housing program was to include programs for families of various compositions. Previous programs were to be reviewed in the light of these principles and a great many were changed accordingly.

On August 10, 1942, revised procedure for the preparation of locality housing programs to conform with the new policy and programs for war housing for the period of May to December 1941 were issued. 1/

1/ See Administrator's Order No. 9, revised, dated August 10, 1942. It contained in addition to the procedures, a copy of the WPB NHA Programming Policy (April 14, 1942), and an outline of the section in the locality housing program covering the coordinated program for housing of essential in-migrants. It also contained a Statement of the Program of War Housing, May to December, 1942

In September, 1942, the regional offices were advised that in very critical localities they could prepare and submit Interim Programs. without waiting for all the detailed information needed for the final preparation of locality housing programs. Interim Programs were to be conservative estimates of ultimate needs. In these the regional representatives could use their initiative and judgment in determining what short-cuts from the regular procedure were safe under each set of circumstances. The inauguration of Interim Programs, was the result of delegations to the Washington Office protesting delay and lack of speed. The Interim Programs were instituted to speed up processing for very urgent critical localities. The procedure was not resorted to on a broad scale by the regions, however, 1/

7. Programming for Public Conversion

At the end of October, 1942, the policy and procedure for programming public conversion were issued. 2/

Like other private and public construction, public conversions were to be provided only to meet the need of in-migrant war workers. Conversion was not a separate activity to replace NHA's existing program. Lease and conversion through the Homes Use Service was placed as the first of three possible ways of meeting housing needs. Only after it came new private construction, and lastly, new public construction.

1/ See HC-49, dated September 21, 1942

2/ See NHA Memorandum 11-1. October 28, 1942

In its early stages, it was assumed that most of the housing units offered under the conversion plan would be large units occupied currently by a relatively small number of persons. The Chief of the Programming Section in 1945, felt that lease and conversion was really third of five possible ways. He noted:

"Before programming public conversions, the possibilities of the existing housing supply and of private conversions were to be exhausted."

The Research and Statistics Division developed a method of estimating the amount of public conversion that might be programmed during the first few weeks of the program. The method was based on materials from WPA Occupancy Surveys in about thirty localities. Perfection of the method was assumed during the course of the actual application.

In the estimate of conversion potential, it was assumed that conversion potentials in dwellings housing a small number of persons offered the greatest potentiality. On the basis of the relationships which were shown in the thirty cities surveyed, a prediction equation was derived whereby the conversion potential could be determined for any city if data were available on the total number of dwelling units and the number of dwellings of seven rooms or more in size. The formula for

application to dwellings occupied by white was as follows:

$$x = .47y - 1.18,$$

where x equals the conversion potential as a percentage of total dwelling units (white) and y is the percentage of all dwelling units (white) having seven or more rooms. 1/

A further analysis was made of past conversion experience in twenty-six war localities and the estimated conversion potentials in those cities and others were judged in the light of all known factors. As a result it was proposed that one-fourth of the conversion potential be considered as the number of expected conversions.

The number of two-room units to be expected ranged between thirty and forty percent of the total units added through conversion. The balance of the units were assumed to be three rooms in size, although actually there were expected to be many one-room and five-room units too, depending upon the physical characteristics of the structure to be converted. For programming purposes, it was assumed that one-third of the conversion would be for families of three persons or more.

8. Programming Principles - December 1942

A new Joint Declaration of Policy of the War Production Board and the National Housing

---

1/ Addenda to NHA Memorandum 11-1, page 2

Agency regarding war housing was issued on December 11, 1942. In accordance with this Joint Policy statement, revisions in existing programs and future programming were made. The Statement in large part reiterated the April, 1942, agreement, major revisions were in Section 1C of the Joint Declaration of Policy and reads as follows:

"For the duration of the war emergency, the dwelling units in war housing projects, construction of which is begun hereafter, shall be rented to war workers; provided that an occupant, after four months of occupancy, may purchase the privately financed units subject to such regulations as the National Housing Agency may determine from time to time." 1/

In keeping with this agreement, regional representatives of the Administrator were ordered not to submit any recommendations for private priority quotas containing any new sales quotas, or increase in new sales quotas. All construction had to be rented without an option to purchase for at least the initial four months of occupancy. The FHA field offices were ordered to accept no new applications for priority assistance for houses to be built for sale or owner occupancy. 2/

1/ NHA General Order 11-1, Approved February 5, 1943

2/ NHA Regulation No. 11-1

9. Post Audit of Priority Applications

In October, 1942, it had been indicated that the FHA Field Offices would process preference rating applications without review or recommendation by the Regional Office of the Administrator. 1/ Consequently, in normal cases the regional representatives no longer needed to concern themselves with the specific location of private housing in the preparation of programs. They had only a post review function. They were to exercise it through personal calls at the FHA Field Offices for the purpose of reviewing and discussing records of both rejected and approved applications. They were to review a fair sample of applications for each active locality.

It was recommended that to the extent needed, the staffs of the regional offices previously engaged in priorities work should be used in connection with the post review of FHA priority processing. 2/

As the purposes to be served by war housing became more clearly understood, and as close working relationships were established between FHA State and District Offices on the one hand and Regional Representatives on the other, the need for the post-audit gradually disappeared, and Regulation 70-2 was formally revoked in 1945.

1/ Regional Circular No. 60, October 16, 1942

2/ NHA Regulation 11-2

10. Programming Private Housing Under Title VI

In designating geographic areas as areas where funds might be made available under Title VI of the National Housing Act, i.e., as "Title VI areas", the regional representatives and the FHA Field Offices were to consider the localities being programmed for private priority quotas. The regional representatives were to include with every program for a private priority quota, a recommendation as th whether the locality was to be designated as an NHA Title VI area. He was to inform the appropriate FHA Field Office of his recommendation. Then, it was to transmit its recommendation as to the designation of the area for assistance under Title VI to the FHA Washington Office.

Within fifteen days after the field FHA had been notified, the Washington FHA was to advise the Program Supervisor in the Office of the Administrator of its concurrence or non-concurrence with the regional representative's recommendation. If no notice was received from FHA within fifteen days, the locality could be submitted to the President for designation as a Title VI area. If there was notice of disagreement, the Administrator became the final point of review. The Program Review and Clearance Division was to prepare the

Presidential findings from the White House, it was forwarded to Washington FHA, which notified its field offices. 1/

On November 26, 1943, through General Order No. 11-2A, Form NHA-11-18, dated October 30, 1943, was inaugurated. It was a formal recommendation for designation under Title I and Title VI of the National Housing Act. The requirements under both titles were identical so the same form was useful for both.

The issuance of priorities for private building in one hundred-fifty selected localities was suspended in November, 1942, until December 1, 1942 in order to conserve critical materials even further. 2/ During this period each regional representative was instructed to review those localities in his region and indicate whether the locality program was clearly needed. A supplementary memorandum was sent out some three weeks later announcing that rehabilitation work eligible for priority assistance on Form PD-406 was exempted from the suspension of priority issuance in the localities listed in Memorandum No. 11-3. 3/

1/ NHA General Order No. 11-2, effective February 19, 1943

2/ For the list of localities, see NHA Memorandum No. 11-3 dated November 6, 1942

3/ See Supplementary Memorandum dated November 25, 1942

11. Programming and Movements of Trailers

In March of 1943, an agreement was reached between NHA and FPHA with regard to the programming and movement of trailers. The agreement was to the effect that the regional representatives of the Office of the Administrator would program trailers only in localities: a. where the duration of the need was relatively brief or b. where the need was so immediate and urgent that it had to be satisfied prior to the time when other types of housing could be made available. Informal joint conferences between FPHA and NHA were anticipated in the regions to determine the urgency of the need and the earliest dates of initial occupancy.

FPHA undertook to provide its trailers within forty-five days after notice of assignment. Its Management Branch was to give preference for families living in trailers when other types of housing became available. It was made responsible for maintaining current and comprehensive central records of trailer occupancy. The Regional Director of FPHA was to discuss informally with the regional representative of OA, the possibilities of secondary movement of trailers or other stop-gap projects where they were currently assigned. 1/

1/ NHA General Order No. 11-3, dated March 30, 1943, effective April 1, 1943

12. Processing Rental Increase in Preference Rating Application

On August 14, 1942, a procedure was issued to the field by the War Production Board and the National Housing Agency providing for the processing of requests for increases in the rental or sales price stipulated in Preference Rating Application, PD-105. This procedure called for the submission of a completely documented case which seriously handicapped the proper processing of requested increases. Consequently, in November 1942, the Central Office prepared Documentation Sheet, PR-1015. 1/

The use of the Documentation Sheet (PR-1015) standardized to a desirable degree the presentation of sufficient pertinent information to develop a proper analysis. 2/

13. Occupancy Categories and Standard Plans

On April 14, 1943, a General Order No. 11-4 went out eliminating specific programming for couples. Subsequent to April 19, 1943, war housing was to be programmed for occupancy by two categories: 1. single persons and 2. families of two or more persons. Assignments of family accommodations were to be

---

1/ See NHA Memorandum No. 11-4, Approved November 23, 1942

2/ See Attachment 2, Memorandum 11-4, for a copy of PR-1015

submitted to FPHA directing the construction of a stated number of units for families of two or more persons. FPHA was then to build unless otherwise directed, 10 percent of each assignment as units without bedrooms; 30 percent with one bedroom; 40 percent with two bedrooms; and 20 percent with 3 bedrooms. The design would be based on standard 20 family dwellings or multiples of 20 family dwellings.

On December 24, 1943, General Order No. 11-4 was revised. It recognized the fact that FPHA standard plans for temporary dwelling units had changed. They provided for 25 percent one bedroom; 50 percent 2 bedrooms and 25 percent three bedrooms instead of the previous percentages. The new distribution of percentages provided an average of two bedrooms per unit. Projects were so designed that the distribution of bedrooms in units could be readily changed after completion. By removing a wall panel and erecting a door in its stead, a bedroom could be transferred from one unit to another. This flexibility eliminated much of the need for programming of exceptions to standard plans.

Specila design and delayed development were thus avoided. The standard new plans used by FPHA provided a project containing multiples of four family units.

14. Programming Public Conversion Units

The characteristics of the public conversion program made it impractical to state definitely the number and distribution of bedrooms to be provided in converted family units. The units produced by public conversion tended to be small in terms of the number of bedrooms. On the other hand, the proportion of immigrants with large families tended to increase. The public conversion program consequently had to concentrate to a greater extent on the production of units with two and three bedrooms. HOLC was directed to strive to achieve insofar as practical, a distribution of unit sizes somewhat in proportion to the 25-50-25 ratio.

In order to get the correct ratio, the regional representative was given power to include a restriction in HOLC programs that not less than a certain percentage of additonal units contain a given number of bedrooms. This restriction was binding upon HOLC. If the total number of units programmed could not be produced within these limits, then the regional manager of HOLC was instructed to notify the regional representative who could made any necessary adjustments in the program.

Ordinarily it was not considered practical to develop programs for privately financed construction limiting the number of bedrooms to be produced. In cases which were exceptional, where such restriction was considered essential, the concurrence of the FHA, State or District

Director had to be obtained before such an instruction could be embodied in a program. 1/

15. Service Workers in Public Housing Projects

In certain FPHA public war housing projects it became necessary for the management to reserve in advance certain dwelling units to house service workers, such as doctors, nurses, teachers, etc. This was the only means by which such persons could be induced to serve the project. Consequently, in General Order No. 11-5, Approved June 26, 1943, the Federal Public Housing Authority was given authority to make a maximum of one percent of the total units of any of its projects available to service workers. Three restrictive criteria were set forth. Such persons had to be civilian in-migrants whose services were essential to the health and safety of war workers occupying such projects. Secondly, such persons had primarily to service the war workers living on the project or to operate facilities provided primarily for such projects. Thirdly, such persons were to be accommodated only where adequate housing was not available within practicable daily commuting distance of the project, or where the presence of such persons on the site at other than normal working hours as necessary to the provision of the service or to the operation of the facility.

16. Construction of Dormitory Units in Multiples of 36

In April, 1943, the FPHA adopted standard plans for dormitory accommodations as well as for

other types of dwelling units. The standard dormitory plan provided a project of thirty-six units, or multiples of thirty-six units. A special plan for use only on small projects was adaptable to assignments from twenty to fifty persons in multiples of two.

The regional representative in preparing programs for dormitory accommodations to be provided through new construction was instructed to bear the standard plan requirements of FPHA in mind. The regional offices of FPHA were required to build the exact number of units assigned to them. Any change from their standard plans involved additional time and money in adjusting plans or in drawing special ones. 1/ Consequently, in projects over 100, regional representatives was to program a number of units which conformed to FPHA standard plans.

17. FPHA Management Programs

The FPHA was responsible for formulating management programs of public war housing projects under its jurisdiction. These programs had to be responsive to the need which occasioned the programming of the project, and as far as possible, also to needs which arose subsequently.

1/ See NHA Regulation No. 11-6, approved April 21, 1943

General Order No. 11-6, made it the responsibility of the regional representative for any project for which he though such action necessary to assure proper occupancy, to make determinations in regard to (a) establishing maximum income limits, and (b) allocating a specific number on units for workers in designated plants or other establishments. These determinations were considere addenda to the original program and were binding on constituent units concerned. The regional representative had authority to fix the maximum income limits of occupants to delineate the portion the market public war housing could serve in any area where a substantial amount of war housing had been programmed for private enterprise. The maximum income limits he established were effective for the period of war emergency, unless he thought it desirable to set a shorter period. He could, where there was a critical need, allocate a specific number of units in a public war housing project to be held in reserve for workers in one or more of the plants or other establishments included in the locality list. The representative was advised to consult with the FPHA regional director and to transmit his determinations in writing not later than thirty days in advance of the date on which the first units in the project was to be available for occupancy. 1/

In a supplement to General Order No. 11-6, the meaning of income was defined as "all maximum

---

1/ NHA General Order No. 11-6, dated July 19, 1943

income limits for public war housing are to be established in terms of earnings of the principal wage earner, including compensation for over-time regularly worked. The total family income is not to be considered in establishment of maximum income limits." 1/

16. Privately Owned Trailers in Public Trailer Projects

The FPHA had reported that it received a considerable number of communications from owners of trailers, requesting permission to locate their trailers in public trailer projects.

Regional representatives were instructed that if they found a need for accommodating privately owned trailers in a public trailer project, they could submit a recommendation for the inclusion of a specified number of privately owned trailers. The recommendation had to be submitted in a war housing program on a form provided for that purpose. When the need for publicly owned trailers terminated, it was still possible to continue operation of the camp under FPHA management for the benefit of privately owned trailers even after the publicly owned trailers were removed. 2/

1/ General Order No. 11-6-1, approved February 26, 1944, effective March 1, 1944

2/ NHA Memorandum No. 11-7, December 23, 1942

17. Preparation of Locality Lists

On April 26, 1943, each regional representative was requested to prepare on Form NHA 60-7, a locality program for each locality for which any new war housing or conversion had been programmed. Locality Lists were to be prepared also for each new locality for which war housing program was written. They were to be prepared with the advice and assistance of the regional director of the War Manpower Commission or his representative. They were to include three lists:

(a) lists of firms engaged in the production of products used by the armed forces and Merchant Marines;

(b) lists of Federal agencies in the first four classes of the priority classifications of executive departments and agencies, issued as Bureau of the Budget Circular No. 400, on September 25, 1942;

(c) lists of occupations or firms which fell under the category established in Section 2.01.3 of NHA General Order No. 60-1, as amended. The Locality List for each locality was to be made available to the local officers of FHA, FPHA, HOLC, HOLC-Contract Management Brokers, Local housing authorities, (if developing for managing war housing), War Housing Centers, and War Manpower Commission offices in the locality.

Each employer on the locality list was to be advised of his inclusion when the list was

prepared. The local press, trade associations, Chamber of Commerce, Labor Unions, and other means were to be used by the regional representative to obtain as wide an understanding as possible of the significance and contents of the locality lists. 1/

20. Publicly Financed Conversion Programs Over-runs

On August 14, 1943, authority was granted to permit programs to run over the amount originally programmed by a maximum of five percent of five units, whichever was the largest. This did not mean that an automatic increase of each conversion program by five percent or five units was intended. 2/

On July 3, 1944, a revision of General Order No. 11-7A was issued, providing for post-programming of over-runs. The regional representatives were made responsible for submitting programs promptly to reflect increases resulting from over-runs. As the development operations under the conversion program drew to a close, the necessity increased that program records be consistent with the number of units produced. 3/

1/ See NHA Regulation No. 11-7, effective April 26, 1943

2/ See General Order No. 11-7

3/ See General Order No. 11-7A, approved July 3, 1944

21. Relations of Regional Representatives With FPHA Regional Directors

The regional representatives were instructed that their recommendations on stopping, starting, or modifying FPHA projects of any kind, had to be made directly to the Office of the Administrator, and not in the form of directives to the FPHA; the Commissioner of FPHA would instruct his regional directors. Conformity to this procedure, it was stressed, was necessary to maintain clear cut lines of responsibility, to assure that aspects of public projects were in accord with general policy, to make possible accurate records, and to avoid confusion and misunderstanding. 1/

22. Application of Definitions of Eligibility For Occupancy of War Housing to Programming

A special Regulation No. 11-8 was issued June 4, pointing out that not all those who were eligible for war housing needed to be programmed for. There were some who although eligible, did not need or did not want war housing.

23. Review of FPHA Projects Already Assigned

Procedure for the review of the need for projects already assigned to FPHA prior to the advertising for bids for construction of such projects was outlined in August 1943. The FPHA was to notify the Assistant Administrator (Program) of the completion of its pre-development work on Form No. 11-4,

---

1/ NHA Memorandum No. 11-8, dated November 25, 1942

"Notice of Completion of Pre-Construction Work" within five days prior to the date scheduled for the advertising of bids. If the need for the project remained, the Assistant Administrator (Program) instructed the FPHA to proceed with advertising for bids for construction. Otherwise, he notified FPHA to withhold any further action pending a receipt of a properly completed War Program Action, Form NHA 11-12. 1/

4. Preparation of War Housing Programs

A revised Form, NHA 11-8, "Status of War Housing", was issued on June 22, 1943 by the Assistant Administrator (Program) bringing the form in line with NHA experience over the preceding several months and with the development of the Homes Use Conversion Program. 2/

In June, 1944, the availability of information on the status of war housing programs, by locality, in the Directory of the Total War Housing Program, published by the Housing Market Service of the Office of the Administrator, made unnecessary the continued preparation of individual status tables to accompany war housing programs. Consequently, the submission of a status table, Form NHA 11-8, was discontinued as of June 23, 1944. 3/

1/ NHA General Order No. 11-8, Approved August 21, 1943

2/ NHA Regulation No. 11-9, Approved June 22, 1943

3/ Operating Instruction No. 11-9A, Approved June 21, 1944

25. Housing For Workers in Aluminum Production Plants

The War Production Board, in December 1942, requested that top priority be given to expediting the construction of housing for war workers to be employed in aluminum production plants. 1/

The FPHA was requested to give a number of projects first priority and to expedite the acquisition of sites, designs, letting of contracts, and construction.

The regional representatives were requested to submit recommendations on the localities involved as soon as possible, and to keep in touch with the situation developing in a number of other aluminum plants.

26. Progress Reports

In June 1943, the Regional Representatives were again reminded of the need of taking care of critical localities. 2/

The war housing progress in many localities were behind the need. Confusion in programming at the time of NHA organization and construction difficulties under the priority system had caused a gap between housing need and supply. A regulation was issued to point out the

---

1/ NHA Memorandum No, 11-10, dated December 7, 1942

2/ Compare Regional Circular No. 49, dated September 21, 1942

importance and to suggests ways of stepping up the programming process for localities where the regional representatives had reasons to expect serious difficulties in the immediate future. The regional representatives were requested to send to the Office of the Assistant Administrator (Program), at their earliest convenience, a list of the localities in each region that seemed particularly difficult or problem localities. The list was expected to be three to five in number. It was to be accompanied by a summary of (a) the difficulties already encountered in programming; (b) the steps taken to overcome them; (c) suggestions of additional steps which might be undertaken by the Central Office or other Federal Agencies.

These progress reports were to be made on these localities and at no longer than monthly intervals. Additions and subtractions from the list were to be made as developments indicated.

27. Area Production Urgency Committees

The War Production Board established Area Production Urgency Committees in several areas with acute manpower shortages to review all production projects and contracts. It made approval by the Area Production Urgency Committee necessary before the War Production Board or agencies which priorities processing function had been delegated would approve construction projects. In the case of NHA, programs rather than projects were to be passed upon by the APUC. Clearance in writing from the APUC became necessary

for units of private construction and conversion for which priority approval had not yet been granted, and for public new construction projects for which contracts had not been awarded. 1/

The field offices of the constituent units and the Program Director of the Office of the Administrator were to be notified when clearance of the program was secured from the APUC. Formal clearance on new war housing programs had to be secured and on new war housing programs, the words "THIS PROGRAM WAS CLEARED BY THE APUC ON_____ (Date)," had to appear. The approving form CA-862 had to accompany the program if it were used. For information, any NHA program which was reduced or revised in such a way that additional applications or extend blanket preference ratings to any additional projects were not required was also presented to the APUC, but its approval of the revision was not necessary.

All appeals from rulings of APUC's were to be handled by the Central Office.

28. Defense Plants Corporation Housing Construction and Management

The War Department, at the end of 1942, requested that the Defense Plants Corporation be assigned construction and management of all housing and civil contracts

---

1/ See General Order No. 11-10, Effective January 25, 1944

at flying schools where the schools were being constructed by the Defense Plants Corporation. This request was made because the Corporation already had construction crews at work on the schools, and assignments of work on housing to FPHA or the War Department would be a duplication. The Corporation also managed dormitories for trainees. By permitting it to manage housing for operating and maintenance personnel, duplication of management functions would be eliminated. The Administrator approved the request of the War Department subject to the determination of need by the Office of the Administrator, and the financing of construction with Defense Plant Corporation funds. 1/

29. Relations with War and Navy Departments

In March 1944, the procedures for transferring jurisdiction and management of war housing projects to the War or Navy Departments was outlined. Requests for transfer of jurisdiction originated with the Secretary of the War or Navy and were submitted to the NHA Administrator. From him they went through the Assistant Administrator (Operations) to the Program Director. He forwarded a copy of the request to FPHA and the appropriate regional representative. When comments were received, the Program Director drafted a reply to the requesting Department. Disagreements within NHA

1/ NHA Memorandum No. 11-14, dated December 8, 1942

between FPHA and the Program Director were to be submitted to the Assistant Administrator (Operations).

His final determination was to made after consultation with the FPHA Commissioner.

Where a request for transfer of jurisdiction was denied, the possibility of designating the requesting service as management agents for FPHA still remained.

30. Stopping Projects Under Construction Or Under Contract

By the middle of April, 1943, the volume of recommendations from the field for stopping projects under construction or under contract increased markedly. Many of the projects going under construction were intended for marginal in-migrants. Slight changes in expected employment peaks resulted in the elimination of need.

The regional representatives were instructed that before recommending stoppage of a project already under construction or under contract, they were to review its current status in detail with the Regional Director of FPHA. The regional representative was to learn of the specific stage to which work has progressed in concrete terms of work actually done on construction, and on utilities. He was to get a statement of the probable financial obligations that would

have to be met if the project were stopped at its present stage. This information, with a locality analysis, was to be forwarded to the Program Supervisor only after consideration with the War Manpower Commission representative; Army or Navy officials or principal employers; local housing authorities; local groups, such as Chambers of Commerce, housing committees, defense counsels and others concerned.

This procedure proved unworkable in practice; there were very few cases in which such detailed information was available in time.

31. Priority Quotas and Construction For Owner Occupancy

In March 1944, Regulation 11-12 was amended to provide for reserving parts of priority quotas for the use of in-migrant civilian war workers, desiring to build for their own occupancy. Construction of housing for occupancy by an owner-builder was a regional practice rather than a national pattern. Each program had to be considered in the light of past and current building operations in the particular locality.

When such occasion arose the regional representative was instructed to append a footnote to the proper price bracket and a statement as to the number of units to be reserved for such applicants. 1/

1/ Operating Instruction No. 11-12-1, Approved March 13, 1944

32. Exceptions in Small Private Priority Quotas

When reports of needs for a few dwelling units to serve smaller isolated war activities reached the War Production Board, in some cases it authorized construction of the needed housing. Particularly was this true when the need was so urgent that time would not be spared for the regular programming process. In August, 1943, a procedure was set up to bring such housing needs within the scope of the NHA program, and to simplify and expedite the preparation of small private programs.

The procedure was applicable in localities where there was no available quota for private construction, provided that the number of units to be built did not exceed ten in any twelve months' period. A report of need in such cases could be submitted to the regional representative by any of the following: the regional or other field offices of WPB; an official of the war enterprise, which the housing was intending to serve; or by the Central Office.

The applicant was to be instructed not to fill out a PD-105 application (later designated Form WPB-2896) until after the quota had been established for the locality. He needed only to write a letter to the appropriate regional representative, stating the location of the proposed project, the number of dwelling units needed, the name of the employer whose employees were to be housed, the war activity in which the employer

was engaged, the type of work performed by the prospective tenants, and the annual income of those tenants. The regional representative could then prepare Form NHA 11-10, Private Priority Quota, and submit it together with a summary or copy of the information on which the recommendation was based, to the Program Supervisor.

The Program Supervisor, would clear the program and submit it to the Administrator for approval. Thereafter, the FHA would be notified in the usual manner and it would process applications as in any other quota area. 1/

In a revision of Regulation No. 11-13, in November, 1943, it was made clear that individual applicants were not be be referred to the regional representative, but that reports of needs were to be presented to the regional representative by an official of the war enterprise, or by a WPB field officer of by the Administrator, Central Office.

33. Exceptions to WPB Minimum Housing Standards

Directive 24 of the War Production Board, as amended May 24, 1944, permitted the NHA to deviate from the Minimum Construction Standards in Schedule 2, Limited Preference Order P-55-C. Consequently, the Office of the

---

1/ NHA Regulation No. 11-13, Approved August 7, 1943

Administrator set up the procedure to be followed in permitting deviation from these standards. 1/

There were areas in which the minimum standards specified by WPB in P-55C, were superior to the type of housing normally erected. In such areas, exceptions to the minimum standards were to be permitted. The FWA State Director, however, had to be consulted and his concurrence obtained.

In other areas, projects were intended for short terms of seasonal use, or as mobile shelter. These could be processed under regularly established private priority quotas, even though they did not meet the minimum standards.

Workers in occupations such as railroad maintenance of ways and structures, oil well drilling and food processing, were envisaged as probable exceptions under this policy.

34. Relations with Local Agencies and Groups

In June, 1943, when major war housing needs appeared to have been met, the Office of the Administrator issued a memorandum reaffirming

---

1/ General Order No. 11-1, dated June 5, 1944

and seeking to strengthen NHA's policy on obtaining information, advice and if possible, approval on locality recommendations by responsible local agencies and groups concerned with war time housing. 1/ It warned of the danger that the accumulating experience and the growing understanding of local needs by NHA's staff members might lead them to neglect the information and advice of local officials and citizens in the programming process. It pointed out that local participation in programming became more significant as the job of programming of war housing reached its later stages. For one thing, later recommendations had to be more accurate than earlier ones, if possible. This was so, because as in-migration into a locality neared its end, it was no longer possible to rely upon later migrants to take up any slack in new constructions or conversions. On the other hand, the last locality program gave an opportunity to review with local groups the facts and reasoning behind the entire war housing program for their localities.

Misunderstandings and criticisms, where they had occured, could be modified by an effective round-up job in programming. At least the impression could be left that NHA members had made an honest and intelligent effort to supply necessarily difficult war-time requirements. 2/

1/ From NHA Memorandum No. 11-14, Approved June 8, 1943

2/ From NHA Memorandum No. 11-14

35. Narrowing Rental Brackets

In August, 1943, the regional representatives was given permission to lessen the top of a rental bracket in exceptional cases -- in the case of new private war housing, he could narrow the range by lowering the tops of the rental brackets for a given number of housing units. 1/

36. War Housing for Farm Laborers

War housing for farm laborers was a problem which had at least three phases. One involving the provision of shelter in the form of highly seasonal labor required by fruit growing and similar forms of agricultural production. The second required provision by the Federal Government of shelter for year around farm help. The third involved means by which farmers could themselves increase the housing accommodations on their farms. The first phase of the problem had existed in many agricultural communities for a number of years and was aggravated by shortages of local labor for seasonal jobs. This intensified need meant bringing in outsiders, including Jamaicans, West Indians and Mexicans. The other phases of the problem of war housing for farm laborers resulted from the replacement of unattached farm laborers by men with families. These were unable or reluctant to take over the quarters available to single hired men of the farms. 2/

1/ Regulation No. 11-14, apppoved August 7, 1943

2/ See NHAMemorandum No. 11-15, approved June 16, 1943

The War Foods Administration had a Control Materials allocation for materials for use by individual farmers, who wished to increase the housing accommodations on their farms. They could apply to the United States Department of Agriculture County War Board, and file a Form PD-200 C, which was reviewed and passed on to the United States Department of Agriculture War Board. From there it went to the District War Production Board where decisions were made.

In appropriating funds for the farm labor program, however, Congress had prohibited the expenditure of funds of providing additional labor camps. It voted some $26,000,000 which was to be used to transport seasonal workers and to rent and operate existing labor camps or other temporary housing facilities for them. Old FSA and CCC Camps, auto camps, temporary accommodations in school buildings, local meeting halls, auditoriums and the like could have been used where available for use.

The War Food Administration discussed with the National Housing Agency the possibility of using NHA funds for housing seasonal farm workers and possibly for the year around hired men. NHA refused on two grounds: (1) the funds would have had to be made available almost immediately in order to provide the facilities as soon as they were going to be needed in many areas, and its existing funds were very low; (2) it seemed inadvisable to use NHA funds without specific approval of Congress for a purpose that Congress had just turned down. This left, as the only solution in which the Government could participate, the use of existing structures.

It was underscored to the regional representatives that it would be a rare case involving an extreme need before NHA would go very far in attempting to provide assistance by constructing additional accommodations at the time.

37. List of War Housing Shortage Areas

In October, 1943, it appeared necessary to determine those areas in which extensions to existing utility systems had to be permitted. Consequently, the regional representatives were directed to submit to the Assistant Administrator (Program) three copies of the list entitled, "War Housing Shortage Areas" on FORM NHA-11-17, beginning on November 1, 1943 and quarterly thereafter. The list was to be made up in two sections; one, including all localities in which a war housing program of any kind had ever been written, excluding those in which there was no longer a housing shortage. The second, a list of areas in which no war housing program had been written but where the regional representative had knowledge that the housing situation was so tight that the use of the existing supply had to be maximized to preven interference with necessary war activities. 1/

The requirement to submit this report was withdrawn through Operating Instruction No. 11-22, dated March 15, 1944.

1/ NHA Regulation No. 11-15, Effective October 16, 1943, Approved November 1, 1943

38. Schedule of Programming Actions

In November, 1943, a Regulation was issued to provide for a report of the programming actions scheduled in each region, to be submitted monthly to the Program Review and Clearance Division. This report was to serve as a partial report on regional work-loads. It was to consist of the name of the locality, the action to be taken in connection with it, and date on which it was planned to take such action. 1/

39. Relations with Army

Early in May, 1943, the regional representatives were informed that they could get current information regarding changes in employment needs caused by production re-schedules from the regional offices of the War Manpower Commission.

On May 27, 1943, Lieutenant Colonel A.C. Knight, Corps of Engineers, requested that regional representatives be instructed to contact the Housing Office of the Service Command in any area where they wanted information. He in turn, would arrange with the Field Director of Plants for a conference between his representative, the operators, the commanding officers of the Munitions Plant and NHA representatives. This was

---

1/ NHA Regulation No. 11-16, Approved November 17, 1943

contrary to the procedure issued in an NHA Memorandum, approved June 1?, 1943. The purpose of the request, however, was to preclude stories and rumors concerning changes in production and employment at plants. The Army wanted to centralize requests for information on changes. The new procedure provided for discussions of contemplated changes in closed sessions and ensured that all parties received the same information at the same time. 1/

20. Summary Reports on Locality Housing Situations

In December 1943, a procedure was set up for the preparation and submission by the regional representatives of regular summary reports on the housing program in every locality for which a program had been written. It also provided for the maintenance of these reports in the Office of the Administrator. 2/ The necessity for such a uniform series of reports on locality programs lay in the need to provide information for use in relationship with the Congress and in other central office operations. It had revealed that certain information was not subject to frequent change. Such information, consequently, was to be reported once and thereafter, only when changes occured.

1/ NHA Memorandum 11-17, Approved June 21, 1943

2/ NHA Regulation No. 11-17, Approved December 24, 1943

Generally, the reporting system established by the new regulation provided for a report in four parts: the first dealt with locality background. This contained basic date pertaining to war housing problems which did not change frequently. 1/ It was filed once and revised by means of new sheets prepared by the regional office and substituted for the old sheets on file in the Office of the Administrator. The other three parts contained a narrative description of current developments in the locality, statistical summaries on the war housing need and resources and the status of war housing in the locality. These parts had to be submitted at least once every three months, except for localities close out. 2/

1/ In Part 1, economic data, population data, employment and migration data, housing resources data, maps, notice of termination of agency activity, etc., were to be incorporated.

2/ In the narrative report, Part 2, relating to current developments the locality name and date of the report, the date locality was last reviewed, and the proposed date for the next visit, the date number, nature, and period covered of the program, economic development, changes in employment and migration, changes in housing resources, and program execution information were to be included. Part 3, relating to war housing need and resources, was a report form, NHA Form 11-19, and Part 4, Program Status, was also a form, NHA Form 11-20. See NHA Regulation No. 11-17, approved December 2 , 1943 and Forms attached. Also, Operating Instruction No. 11-18, approved January 22, 1944

In practice, the burden proved too great for the limited staffs of the regional offices. After a long period in which the regions gradually discontinued submission of the reports, the procedure was abandoned early in 1945.

In October 1943, arrantedments were made with the War Production Board for the handling of applications for priority assistance to construct privately financed trailer parks. The responsibility of those in the Administrator's Regional Offices who dealt with privately financed trailer parks, was outlined in a Memorandum NHA No. 11-19, dated October 9, 1943

41. Considerations in the Measurement of Backlog Housing Needs

The general programming policy of NHA provided initially for the housing of migrants yet to arrive, or whose families were yet to arrive. It assumed that the great majority of war workers already housed in the community could continue to live under present conditions until the end of the war, even though those present conditions were often somewhat below peacetime standards. In addition to these assumptions, however, at the end of 1943, it became necessary to consider the backlog of housing needs for which war housing programs had to be prepared.

Current ineligibles who might later become eligible for war housing had to be considered. Dissatisfied eligibles commuting excessive

distances had to be estimated. Eligibles being forced to move from their quarters had to be counted in. Eligibles wishing to bring dependents had to be considered. So did in addition to these, in-migrants eligibles eligibles living under intolerable conditions. 1/

42. Reconstruction or Termination of Units Destroyed

When dwelling units were damaged or destroyed by fire, tornado, flood or other factors, the regional offices of FPHA were instructed to report the loss to the appropriate regional representative. He determined whether the housing damaged or destroyed was still needed in the locality. He informed the FPHA regional director of his determination in writing, sending a copy to the Program Director. When housing was needed, the regional director took appropriate steps to restore the housing. If the housing was not to be restored, the regional representative submitted to the Program Director a revised program terminating the number of units damaged or destroyed. 2/

43. Agricultural and Food Processing Workers

On Februaly 21, 1944, a joint memorandum was issued by the War Food Administration and the National Housing Agency. In this document the

---

1/ NHA Memorandum No. 11-20, December 20, 1943

2/ Operating Instruction No. 11-20, dated February 28, 1944

responsibilities of these agencies for the housing of agricultural and food processing workers was set forth. NHA was responsible for providing housing for workers engaged in the industrial processing of food. The War Food Administration was responsible for providing housing for agricultural and food processing workers other than industrial workers.

Only such needs which War Food Administration could not meet through maximum use of existing facilities available to it would be certified to the National Housing Agency for action. The NHA would then make available to the WFA such vacant surplus housing as could not readily be re-used in other localities and was not needed as part of the war housing program of NHA. It would also made available such closed war housing dwellings as were being held for future use. This war housing would be for temporary use by non-industrial agricultural workers, however, only when such use did not interfere with the future use of the housing in the primary program of the National Housing Agency.

Contrarywise, the War Food Administration agreed to assist the National Housing Agency in housing workers engaged in the industrial processing of food products within the limits of its resources, and when such assistance did not interfere with its program. It was agreed that requests for housing between the

agencies would be channeled through the regional offices. 1/

44. Food Processing Workers Housing

Operating Instruction No. 11-26, described the policies and procedures to be followed in discharging the agency's responsibilities for housing food processing workers under the agreement of February 21, 1944, with the War Food Administration. 2/

45. Army Equipment for Food Processing Workers

The problem of feeding processing workers normally went hand in hand with the problem of sheltering them. Messing equipment was not always available. The War Department, at the request of the National Housing Agency, supplied necessary items.

Federal financial and material assistance in securing additional accommodations for food processing workers was given to employers only when the full utilization of the local labor supply did not in itself meet the labor need. All reasonable efforts on the part of the employer were to be made to proved the necessary equipment. The first assistance regional representatives gave the employers was one of locating and using housing facilities in the area. This took the form of aiding

---

1/ Operating Instruction No. 11-22, Approved March 15, 1944

2/ Operating Instruction No. 11-21

in the establishment of a Homes Registration Office under the auspices of an employer or a group of employers, or a local civic organization. It took the form of locating unused structures, or of making vacant war housing in active, standby or terminated projects available. In some instances, it took the form of giving priority assistance.

If none of the above was adequate, the regional representative then recommended that Army equipment be borrowed to house the essential in-migrants. The procedure for securing Army equipment involved securing a statement of the War Manpower Commission and submission of a request to the Program Director. He prepared a request for the Assistant Administrator (Operations), to the Commanding General of the Army Service Forces.

The request stated the quantities and items desired, the address to which they were to be shipped, the name, address and telephone number and the employers representative, etc.

The National Housing Agency was responsible to the War Department for the return of equipment without loss or damage beyond normal wear and tear. The regional representatives consequently was instructed to make the processor responsible for the care of the equipment loaned to him by the Government and to obligate him to reimburse the National Housing Agency for any loss or damage beyond normal wear and tear. Tent encampments were not considered suitable for use by families. The processor was also made responsible for seeing that the equipment

was returned to the installation designated by the Commanding General of the Service Command. 1/

On the basis of experience over a period of months, the procedure in handling requests for housing of food processing workers was revised. The War Department in August, 1944 no longer desired to receive the name, address or telephone number of the manager of the local office of the USES serving the employer. It desired better information, however, on anticipated delivery date for requested equipment.

The procedure involved the use of teletype and telegrams to exchange information between the Service Command and Army Service Forces Headquarters. The War Department urged the regional representatives to refrain from contacting Army Installations or Service Command with reference to delivery of supplies prior to date designated by the Service Command as the anticipated date. If the equipment did not arrive on the designated day, then the regional representative should make such inquiries as were required by the case.

1/ See operating Instruction No. 11-26, approved May 29, 1944.

See "Reports on Army Equipment Assigned for Housing of Civilian War Workers", infra or supra, NP____

To provide a record of the equipment delivered, and the date on which it was received by the food processor, one copy of the Memorandum received which the regional representative signed and returned to the Army was to be sent to the Housing Market Service. A copy of the credit slip issued by the Army to the regional representative was also to be forwarded to the Housing Market Service when the equipment was returned. 1/

In September, 2 Second Supplement to the Operating Instruction was issued, It provided that the processor had to fumigate all tents, cots, bedding equipment and other textiles before these were returned to the Army. The Army recommended that cyanide gas fumigation be employed. The Service Command would inspect the equipment before it accepted it for return. In cases where fumigation by commercial establishments was impossible, because of the isolated location of a particular plant, the Service Command would detail a trained group of men to handle the fumigation, but this was a serive available only when commercial exterminators were not to be obtained. 2/

1/ Operating Instruction No. 11-26-1, approved August 24, 1944

2/ Operating Instruction No. 11-23, dated March 18, 1944

46. Railroad Labor Needs

On March 20, 1944 a joint memorandum was issued by the Railroad Retirement Board and National Housing Agency. In this memorandum the responsibility of each agency concerning the certification of prospective in-migration of railroad workers was set forth. 1/

On February 5, 1944, the Chairman of the War Manpower Commission, in a letter to the Acting Chairman of the Railroad Retirement Board, had requested that the Railroad Retirement Board bring to the attention of the NHA any locality in which insufficient or improper housing was impeding the recruitment of railroad labor. In a letter to the Administrator of the NHA on the same date, he had requested that regional representatives of NHA consider such reports from the regional director of the Railroad Retirement Board, "in the same fashion as they presently consider representation from WMC Offices with respect to housing requirements for non-railroad workers."

In the Agreement, the Railroad Retirement Board authorized its regional directors to furnish to the regonal representatives of NHA all pertinent data, by specific communities, concerning the expectant essential in-migration of railroad workers in connection with the war effort. The NHA authorized and directed its regional representatives to secure

---

1/ Operating Instruction No. 11-23, March 19, 1944

certification on the type outline above from the Railroad Retirement Board regional directors before recommending the provision of additional housing to meet the need occasioned by anticipated in-migration of railroad employees. 1/

On September 19, 1944, the Railroad Retirement Board revised its field instructions relating to the certification of railroad labor needs. On October 4, 1944, the NHA issued Operating Instruction No. 11-23-1, approved October 4, 1944, in which in incorporated those revised instructions to the regional representatives. The Railroad Retirement Board and the Office of the Administrator also developed a form, Form NHA 14-29, for the certification of railroad labor needs. It prepared a statement entitled, "War Housing for Railroad Workers," which was distributed to the Railroad Retirement Board employees. 2/

47. Units Converted to Non-Dwelling Use

When non-dwelling use of war housing units was for a relatively brief period of time and did not involve remodeling or reconstruction, no formal programming action was required. The regional director of FPHA merely notified the FPHA Central Office by memorandum and a copy of the memorandum was sent to the regional representative for his information. When, however, units of a project were converted

---

1/ This agreement was signed by Robert M. Lamotte and Lyman S. Moore, as Acting Administrator

2/ See Operating Instruction No. 11-23-1, and attachments

to non-dwelling use by physical alteration of the structure, formal programming action was required. If the number of units converted was five percent or less of the total in the project, the FPHA regional director notified the Central Office which initiated a revision reflecting the reduction. When the number of units converted was more than five percent of the total, the regional director notified the regional representative of the contemplated diversion and requested a program action authorizing the reduction in the number of dwelling units to be prepared. The revision was then processed by the Office of the Administrator and the FPHA Central Office in the regular manner. 1/

48. Programming of HOLC Public Conversion

On April 24, 1944, Operating Instruction No. 11-25 was issued, announcing that after April 14, 1944, the Program Review and Clearance Division would consider no programs establishing or increasing quotas for new HOLC publicly financed conversion. 2/

Programs redistributing public conversion sub-locality quotas without affecting the total quota, were still to be processed as in the past, as were programs resulting in a net decrease in a public conversion locality quota. 3/

1/ Operating Instruction No. 11-24, approved March 31,1944, Effective April 3, 1944

2/ Operating Instruction No. 11-24a, dated April 27, 1945

3/ Operating Instruction No. 11-25

During 1945, in areas where the need for housing war workers had already been met, the Office of the Administrator sought to encourage making private war housing originally constructed for them available to veterans, including disabled ones, to military personnel and to families of absent military personnel.

Section 5 of NHA Regulation, General Order No. 60-30, authorized each regional representative to relax in prescribed circumstances occupancy restrictions applicable to private war housing. When such a relaxation occured, the approval of the petition, therefore, or the notification of the relaxation to the owner of the housing affected had to contain a recommendation specifically so worded. 1/

49. Program Adjustment and Relaxation of Restrictions

In June of 1944, a large volume of the War Housing was already completed. Attention turned to program and occupancy adjustments. This was necessary in order to bring local housing market into balance and to secure the most proper and complete use of war housing. There was an increasing number of communities in which extension of the range of eligibility

---

1/ Operating Instruction No. 11-27-1, dated February 24, 1945. The wording was: "It is recommended that when any housing affected by relaxation becomes available for occupancy or re-occupancy, preference shall be given to military personnel, veterans and families of military personnel, over all others except civilian war workers."

was appropriate. There were increasing requests for relaxation of occupancy and dispositions restrictions. The current policy and procedure required modification.

The regional representatives were instructed to make program adjustments and relaxations of occupancy and dispositions restrictions only after re-analysis of pertinent, quantitative and qualitative demand-and-supply factors. Operating Instruction No. 11-27, approved June 5, 1944, discussed a number of alternative steps which individually or in combination were considered valuable in solving or preventing maladjustments.

The Operating Instruction stated that policy of NHA "to administer its war program with the minimum of restrictions on the normal operations of the housing market and to remove or lessen these restrictions as soon as individual situations or general conditions permitted. "No restriction should be permitted to remain unless they are necessary to the war effort; however, restrictions on sale prices and on rentals should not be raised or eliminated if such actions would have results contrary to the national war-time policy of economic stabilization. 1/

The nature of the rules in program adjustments may be seen from some of the following statements:

1/ Operating Instruction No. 11-27, Section 1.05

"Relaxation should be as broad as is consistent with the objectives of the war housing program. A series of relaxations approved in quick succession places a greater burden upon the operating units and the public than does a single broad relaxation." 1/

"It is just as essential to make downward changes in program when original assumptions as to need or housing supply and resources are altered as it is to program to meet new needs." 2/

"Program reductions should ordinarily be made in reverse order of the normal programming process in the interest of conserving critical materials and public funds and of following the agency policy of preference to private construction and protections to private investments;..." 3/

"It is particulary necessary that programs be cut as far as possible before occupancy and disposition restrictions in a locality or sub-locality are relaxed." 4/

"When all possible steps have been taken to bring the program of potential additonal housing in line with altered circumstances, relaxation should only be considered in relation to other

---

1/ Section 3.05

2/ Section 3.01

3/ Section 3.02

4/ Section 3.03

alternative and supplementary means of remedying market maladjustments affecting housing already completed or that yet to come on the market which cannot feasibly be stopped. More attention should be directed at this stage to qualitative demand and supply factors such as rentals, unit sizes, location, furniture, occupancy by race, etc." 1/

"Federally owned public war housing shall be considered as a reserve to bear the brunt of vacancies in localities where conditions have shifted so as to limit the need and demand to less than the total supply of both public and private housing." 2/

Where the demand for single person accommodation were greater than the supply, while there was an excess of family dwelling units, permission to admit single persons to family units was to be granted by a Notice of Relaxation. 3/ The details of the form to be used, the reporting to be done, etc., were set out at length in the Operating Instructions.

1/ Section 6.01

2/ Section 6.02

3/ Section 6

50. Labor Market Data For Housing Programming

On July 15, 1944, a new agreement became effective between the War Manpower Commission and the National Housing Agency regarding the furnishing of labor market data. This agreement replaced the previous agreement of April 13, 1943. It took the form of a Joint Statement of WMC-NHA on Furnishing Labor Market Data for Housing Programming.

Three major changes were effected by the revised agreement. These were:

1. NHA's request for information could be fulfilled by the preparation of a "Certification." This was a brief letter or memorandum regarding the in-migration necessary in a given area. The Certification, if it indicated a need for additional in-migration or a major revision of previous estimates of in-migration, was to be accompanied by "Demand-Supply-Supplement" or a "Determination of Essentials In-migration."

2. The WMC could make a partial or complete delegation of its responsibility for the preparation of Certification and Determination, at the option of the WMC its regional offices, to the State WMC Offices.

3. The Regional WMC Offices could arrange to delegate to the NHA their responsibility for preparing the Determination of In-migration for localities with a central city of 25,000 or less, or for areas whose principal war activities consisted of military installation

Such Determinations, however, still required a NMC Certification. 1/

51. Conversion of Army Barracks for Use As Civilian Dormitories

On July 10, 1944, Robert P. Patterson, Under Secretary of War, wrote to the NHA Administrator, Mr. Blandford, that surplys Army barracks might be available in communities where additional dormitories for civilian workers were required. He offered to accomplish the conversion from barracks to dormitories whenever programmed by the NHA, provided funds were made available by the National Housing Agency. In a letter dated July 21, 1944 the Administrator responded affirmatively, accepting the offer for whatever areas were necessary. Regional representatives were immediately instructed to discuss the problem with personnel officers of the various Service Commands so that the fullest practicable utilization could be made of surplus Army barracks. 2/

52. Inquiries Relating to Disposition of War Housing

In July, 1944, the Regional Representatives were directed to forward copies of any correspondence inquiring about disposition of public war housing to the appropriate FPHA regional director. 3/

1/ Operating Instruction No. 11-28, approved July 10, 1944. The Joint Statement was attached to this Operating Instruction

2/ Operating Instruction No. 11-29, Approved July 13, 1944

3/ Operating Instruction No. 11-30, Approved July 24, 1944

53. Priorities for Privately Financed Trailer Camps

In July, 1944, the procedure for processing priorities in the construction of privately financed trailer parks was changed in accordance with an agreement between NHA and the War Production Board, April 1, 1944. NHA Memorandum No. 11-19 was declared obsolete and instead a new procedure was announced in General Order No. 11-14. 1/ Persons desiring priority assistance for construction of privately financed trailer parks were to submit an application on Form WPB 2860, to the FHA State or District Office under whose jurisdiction they came. The office was to notify the regional representative by letter and he was to indicate whether such accommodations were needed in the light of this knowledge of the over-all housing conditions. His decision was binding. If he permitted, the FHA reviewed the application for suitability of location and other factors.

54. Housing for Employees of the Petroleum Industry

In August, 1944, an agreement between the NHA, the Petroleum Administration for War, and the War Production Board was made. All housing for employees of petroleum operators to be constructed on, or immediately adjacent to, land leased by operated for the discovery,

---

1/ General Order No. 11-14, Approved July 15, 1944

development and depletion of petroleum resources was to be constructed either by the operator or by the operators' employees. The operator could use his regular allotment symbol and preference rating for construction of housing on lease-holds. Under Direction-1 to WPB P-98-B, an employee of an operator was authorized to use a preference rating and allotment symbol to construct such housing. He was required to secure approval of the appropriate PAW District's Office before applying the rating or before using the allotment symbol authorized in Direction-1 to WPB Order P-98-B.

Where the housing to be constructed was off the lease-hold, then PAW could grant authority for such construction as an exception to Petroleum Administrative Order No. 11. No exceptions were to be granted, however, for housing to be constructed in an urban area (2,500 or more inhabitants). Notification of of all exceptions granted had to be sent to the NHA regional representative in the area.

All housing for the petroleum industry other than that to be constructed on a leade-hold or for a pipe line was to be under the jurisdiction of the National Housing Agency. Reports for needs for housing, other than that to be constructed on a lease-hold or for a pipe line, ordinarily were expected to reach the regional representatives of NHA through the appropriate PAW District Office. 1/

1/ See Operating Instruction No. 11-31, approved August 26, 1944

55. WPB Approval of Trailer Sales

At the end of August, 1944, the War Production Board Steel Processing Instruction No. 30-1, revised July 26, 1944, was clarified for the NHA Operating Staff. The Instruction permitted corporations, agencies and others, to purchase trailers, provided that the intended occupants could meet the same qualifications required of a private individual who wished to purchase a trailer for his own use. Its revision did not changed the existing relationships between the NHA and WPB on the approval for such sales still rested with WPB.

There was a difference, however, in the effect upon the NHA operations. Because employers could purchase house trailers, either new or used on the open market, it was anticipated that NHA would be relieved of some of the necessities for providing stop-gap shelter projects in cases where the employer was financially able to supply the shelter himself. This was expected to be particularly true of shelter for railroad workers, construction workers and employees in oil field operations. 1/

56. Principles and Procedures for Programs H-2 and H-3

General Order No. 10-2, approved March 22, 1944 incorporated in the Agency issuances, and agreement between NHA and WPB, extending the scope of NHA's authority as claimant and as administering agency for specified types of housing programs enumerated in the agreement. This included all housing except farm housing

---

1/ Operating Instruction No. 11-32, Approved August 28, 1944. Compare Operating Instruction No. 12-10

and mobile farm labor camps, housing built by the military services, hotels and similar establishments of more than ten rooms for transients, institutional housing, mobile housing units, that is, trailers, residential construction built by an operator under a PAW order, and housing built and owned by a producer as defined in Utilities Order U-1. 1/

Programs H-2 and H-3 were defined as all housing not programmed specifically for essential war workers. 2/

In September 1944, the procedure was set forth for designating areas eligible for remodeling or converting of existing structures under Criteria No. 5, of Programs H-2 and H-3, as stated in General Order No. 10-3-1, approved September 15, 1944.

The Regional Representative was to examine all localities within his jurisdiction to determine those in which the lack of housing was causing undue stress in living conditions. He was to notify the Production Urgency Committee, and request its approval for remodeling or converting existing structures.

He was to notify the State or District Director of the FHA of the area Production Urgency Committee's approval. This was to be done on Form NHA 11-28. If an area of which the general

---

1/ General Order No. 10-2, Approved March 22, 1944. It contains the text of the WPB-NHA Memorandum of Agreement on the Development and Administration of Housing Program.

2/ General Order No. 10-3, Approved March 22, 1944

approval of conversion under the H-3 Program was to be authorized, had an unissued balance for conversion under the H-1 Program, the unissued portion of the H-1 conversion quota had to be cancelled prior to designation of the area for general issuance of conversions under Criteria No. 5, of the H-3 Program.

The areas were still eligible for Title I insurance, even after they had been designated for conversion or remodeling under Criteria 5. 1/

57. Cost Estimates for Project Conversion

Difficulties arose in the Office of the Administrator and in the Central and Regional Offices of FPHA, because of inadequate estimates of the cost of converting existing structures to provide housing for war workers. Estimates received from the regional representatives had formed a basis for allotments. In cases where their estimates were low, delays in providing the housing resulted, because the FPHA Regional Office could not go ahead until sufficient funds had been provided. Consequently, on February 17, 1945, Operating Instruction No. 11-35 was issued, instructing the Regional Representatives to secure from the FPHA Regional Office an estimate of the total development cost which the FPHA should verify in writing, taking into consideration all costs to be incurred, including architectural work, construction, repair, furniture and equipment. This estimate had to be forwarded with each recommendation for the provision of housing by conversion.

1/ See Operating Instruction No. 11-34, Approved November , 1944

The principles and procedures for Program H-2 were outlined in Operating Instruction No. 11-34, approved November 4, 1944. In this Operating Instruction, the objectives of the program were given; the characteristics of housing to be provided through H-2 Program were outlined; the evidence of H-2 needs were described and the general programming procedure was indicated, as was the manner of programming determination. 1/

1/ See Operating Instruction No. 11-34, Approved November 4, 1944

CORZN:it 9-7-45

Review of the Principles of Programming

"Our principles of programming have now been in effect for about six months. Many programs have been written based upon assumptions that two-person families will find accommodations in rooms or light housekeeping apartments, and that three-or-more person families will find accommodations in vacancies existing at the time the program is written or in new private construction. We recognized the weakness of these assumptions at the time the programs were written, but were willing to make such assumptions in order to program on the conservative side. In addition, there has been a substantial amount of actual in-migration in localities in which the War Manpower Commission had indicated that there would be no in-migration, and the actual in-migration has far exceeded War Manpower Commission estimates in other communities. Without control of existing housing or future private housing, we must recognize that actual in-migration reduces the possibility of/or prevents essential in-migrants obtaining housing. To this extent actual in-migration affects war production. We believe the time has come for a review of our principles of programming and suggest that this matter be taken up at the next meeting of the regional representatives." 1/

1/ William K. Divers to John B. Blandford, Jr., January 25, 1943

COHEN:it 9-7-45

Trailers

"James L. Brown, of Palace Travel Coach Corporation of Flint, Michigan, was in and was surprised to see this Region using trailers in pairs instead of expansibles. I told him we had programmed expansibles, but we understood they could not be transported to the Coast. He indicated that conditions had changed and that they could make deliveries and to me, it is more logical to use expansibles than pairs of trailers, with a resulting saving of money and materials." 1/

Releases on Programming

"The Procedure for releases on programming as outlined by Mr. Vickery provides for notifying congressmen after the information has been furnished the wire services and the story has been released by the regional office. It has been my experience that congressmen usually wish to have the information first and to release the information to the locality.

"We have Mr. Vickery's plan in operation at the present time and propose to send a copy of the releases we prepare for OWI to the FPHA, FHA, HOLC, Local Housing Authority and Chairman of the Housing Committee of the local Civilian Defense Counsil. In some cases, we will notify principal industries by sending a copy of the release to them. 2/

1/ Eugene Weston, Jr. to John B. Blandford, Jr. dated March 13, 1943

2/ William K, Divers to John B. Blandford, Jr. dated March 16, 1943

Programming

"Mr. J.A. Fouts, Utah Field Representative, returned from a sixteen-day tour of isolated areas in Utah. Programming in both Utah and Colorado is becoming increasingly difficult, as numerous small mining areas, some of which are inaccessible by public transportation, are expanding in employment and requesting additional housing facilities." 1/

Result of Draft on Housing Progress

"When in Washington this week, I had an opportunity to discuss briefly the effect of the draft on housing supply. It has been some time now since the Washington Office has indicated that it is considering the question, but the regional offices have not been advised of the results of the consideration. I suggest that in the event you do not as yet know what effect the draft will have this year that, at least, you forward on to the regional representatives the information you have gathered from FPHA Management Division and the National Association of Real Estate Boards. Our greatest problem at the present time is trying to ascertain the number of married men with children who will be drafted this year and the time when they will be drafted. If the recent rumors we have heard to the effect that

---

1/ ~~William K. Divers~~ to John B. Blandford, Jr., dated April 21, 1943

COHEN:it 3-7-45

drafting will be slowed up somewhat for the balance of the year are correct, it will probably mean that the family dwelling units opened up by selectees will not be sufficient to meet housing needs in communities with substantial in-migration. In any event, we are sure that this question of the effect of the draft is the most difficult and most important question at the present time." 1/

"We have the general impression as we go from community to community in the region that things are settling down rather rapidly. With cut-backs on some contracts, labor stabilization plans, greater appreciation of the need for complete utilization of local labor supplies and very little new plant construction starting, all signs point toward less need and less pressure for housing during the coming fiscal year. All of the members of our staff are of the opinion that most of our programming from now on will be adjustments, refinements and the programming of small quantities of housing to serve activities in or near smaller communities. Termination of housing construction in some communities will substantially increase the available male labor supply. Migrant construction workers will take jobs in war plants probably in their home community; local builders and real estate men will likewise turn to other war jobs and all of these factors will help in solving local labor problems. You can be sure that we will tell you when the programming job is done." 2/

1/and 2/ William K. Divers to John B. Blandford, Jr., dated April 22, 1943

COHEN:it 9-7-45

Non War Residential Housing

"Gradually the NHA has acquired all of the functions with reference to war housing. The WPB is still determining the need for non-war residential construction. It seems that the NHA would be in a better position than WPB to determine the need for such construction. Are we doing anything about it?" 1/

Programming Uncertainties

"Most of the programs written during April were revisions either up or down of existing programs. They included the cancellation of trailer projects and stopping of public and private programs. We are faced with violent fluctuations in the labor market and in-migration estimates. Flint, Michigan, for example, has dropped from 10,000 in-migration to 2,500 in-migration this past week. We have had requests from Dayton, Ohio and Warren, Ohio, to review our programs because local officials consider them to be too large. The War Manpower Commission seems to be in a tough spot just now. I believe the next few weeks will probably clarify the situation because by that time, we should begin to know what the effect of recent orders requiring inter-area clearances will be." 2/

1/ William K. Divers to John B. Blandford, Jr., dated April 22, 1943

2/ William K. Divers to John B. Blandford, Jr., dated May 8, 1943

COHEN:it 9-7-45

Effect of Increased Income Taxes, Withholding Taxes, Etc., On Programming Housing

"One of the questions with which we have been concerned recently is the effect of increased income taxes, withholding taxes, victory taxes, etc., on the programming of housing. In the past, the payment of between 20 and 25% of a persons salary for rent was generally accepted or roughly, the payment of one weeks salary for monthly rental. In our programming we have been following this standard as a guide. With the increased income taxes and victory taxes, we are wondering whether there will not be a trend toward paying a smaller percentage of gross income for rental. This question has nothing to do with the war or inflation. We are thinking more in terms of the long term question. In the past, payment of a weeks salary for a months rental was possible because the average wage earner paid no income taxes. Now, it is probable that the amount he pays for rent must be reduced proportionately along with expenditures for other items in order to pay taxes out of the same gross income. We would like to have someone in the Central Office study this, if it is not already under consideration. Probably the experience in England and some other countries which have had much higher taxes during World War I would assist us in our determinations. Because of the extra wage earners in a great number of families at the present time, it will probably not be so important in terms of war housing as in its effects upon post-war planning."

William K. Divers to John B. Blandford, Jr., dated June 17, 1943

COHEN:it 9-7-45

Housing For Japanese

"The War Department has employed about twenty-five Japanese to perform confidential work for which they are peculiarly fitted. It is very difficult for us to find housing for the families of these employees. We are finding such accommodations out, it is very difficult. Strangely enough, the War Department feels that the Japanese should be housed in better accommodations than the average because, most of them were used to superior accommodations before the war started." 1/

Public Housing In Mining Localities

"The problem of providing housing facilities in mining areas continues to be perplexing in view of the attitude of FPHA in insisting upon charging rents, while economically justifiable, are excessive to rents miners are accustomed to pay. We believe that FPHA officials might well afford to consider carefully the provision of a different standard of housing in these areas, which would be more nearly the type provided in these areas and for which construction costs would be much less. After all, FPHA should recognize that in many coal mining areas, for example,

---

1/ William K. Divers to John B. Blandford, Jr., dated July 7, 1943

converted box cars are now used for residential occupancy and the families occupying these units seem to be quite contented." 1/

Ranges and Refrigerators

"We have been notified by the Washington Office that ranges and refrigerators are definitely a part of the shelter rent in rental properties and that they must be included as part of the maximum $6,000 sales price in properties held for sale.

"Such a decision appears realistic but, in two instances, where this Regional Office was called upon for a decision, considerable objections have arisen in this regard. In rental properties in the Kansas City Area, it has frequently been the practice to consider such items as furnishings and separate rentals are charged for them.

"In regard to properties held for sale, a Denver, Colorado, builder has notified us that such items were considered by the state laws of Colorado to be chattel and, irrespective of NHA regulations, could be sold as such, with the total sales price of an individual unit exceeding the $6,000 limit." 2/

1/ Charles J. Horan to John B. Blandford, Jr. dated July 19, 1943

2/ Mr. Joseph P. Tufts to John B. Blandford, Jr., dated July 19, 1943

COHEN:it 9-7-45

Housing For Military Personnel

"During the past two weeks, there has been increasing pressure from all the air bases in Kansas, urging us to permit families of military personnel to occupy vacant trailers being reserved for civilian personnel.

"Two Commanding Officers have written us requestion the use of vacant trailers and offering to evict military personnel as soon as civilians are available to occupy the trailers or if trailers should be needed elsewheres. At the other air bases, local citizens, as well as Commanding Officers, have written in requesting the use of vacant trailers and a few articles have appeared in local newspapers which give the impression that we are quite unrealistic in not allowing the trailers to be used in the above manner. In all cases, duration housing is not yet available but is under construction. We are finding that military personnel are taking the places of civilians because of the difficulty in recruiting civilians. 1/

"At Saline, Garden City and Pratt, Kansas, the wives of military personnel have taken all available local housing. There seems to be a growing uproar because, as long as men are in training and in this country, a large

---

1/ Joseph P. Tufts to John Bl Blandford, Jr., dated September 27, 1943

percentage of wives will follow and attempt to set up housekeeping. Officers know that they cannot be ordered to leave their wives at home. Those who have come from the South are reported to be saying that housing was provided at their previous location.

"At Pratt, Kansas, we are arranging with the Commanding Officer to allow trailers to be used for sixty days only. At Salina, we will probably do the same thing. At the end of this period, we believe the public housing now under construction will become available and the trailers can then be removed. If civilians do not occupy the housing programmed for them, we may then have to allow military occupancy and especially so if enlisted men are doing the jobs intended for civilians.

"I hope the Central Office is giving serious study to a revision of the agreement of July 16, 1942, so that some liberalization will be possible without incurring the displeasure of the War and Navy Departments."

Private

"Evidence continues to come to the regional office indicating that private builders are circumventing the rental limitation. It becomes more apparent that many builders are renting dwellings only if the occupant agrees to purchase the property after two months' occupancy. This lack of control makes private housing less and less desirable

COHEN:it 9-7-45

in meeting a definite in-migration need. I hope this problem can be examined at the conference November 18th, 19th and 20th." 1/

"Our experience with 60-8 reports sent in by builders of private houses and private owners making alterations indicates that this type of report has very little value and is quite unsatisfactory. The instructions state in the second paragraph on the reverse side of the form that within seven days after the dwelling is occupied the 60-8 form must be mailed to the NHA Regional Office from localities where no War Housing Center is located. In many cases through misunderstanding, ineligibles have been placed in a unit before we have even been appraised of the action. The renter has already gone to considerable expense in moving in and resists an eviction strenously.

"It would seem that some process could be devised whereby the applicant is approved before allowed to occupy the unit. We find that private builders have little or no understanding of the required qualifications for in-migrant war workers. It has taken many conferences with WHC managers to work out uniform rulings on establishing eligibility and yet we expect a builder in a small town to perform the same function with no experience or instruction. We are wondering if other regional are not experiencing difficulty in relation to this same problem." 2/

1/ George W. Coplen to J.B. Blandford, Jr., dated November 11, 1943

2/ George W. Coplen to J.B. Blandford, Jr., dated February 18, 1944

"Spring private building programs throughout the region are now getting under way. With quotas pretty well exhausted, quite naturally many private builders who normally would undertake a small program, are unhappy over the situation and feel they should be permitted to somehow carry on their operations in a small way.

"To whatever extent it is possible, I hope to be able to arrange with state FHA officials in Oregon and Washington to make the remaining priorities available only in small lots in order to accommodate as many of these small builders as possible. The housing which they have completed and are completing is on the whole as economical built housing as we can secure privately. It is usually located in existing neighborhoods where vacant lots still remain and seldom involves the development of utility services or other community facilities. In other words, it is clear that this sort of private housing is according to the traditional pattern and should have whatever encouragement the need will permit. By mutual agreement with FHA officials, we hope to work out some plan that will fit this need. It is encouraging to note that even in Spokane, where considerable vacancy in public housing exists, the private housing on that market is being absorbed as rapidly as completed. 1/

1/ George W. Coplen to John S. Blandford, Jr., dated March 11, 1944

COHEN:it 6-7-45

"There continues to be pressure exerted by the private builders to secure bath tubs and other electrical equipment, principally electric water heaters. I hope that Mr. Farrier's efforts to secure the requested numbers of electric water heaters will be successful. I am sure he understands that this type of equipment is unquestionably the most practical for homes in this region."

Programming Progress

"Our regular bi-monthly meeting of the entire staff was held Monday and Tuesday, May 8th and 9th. A review of the workload involving preparation of summaries, reviews and new programs, indicated that our small staff is going to be exceedingly busy during the new few months. The addition of Gordon Howard to the staff for the summer period will provide much needed additional assistance and without which it would be virtually impossible for any vacationing. I have worked the field men now for two summers without any real vacation and I am sure that it is essential that the men have some relaxation this year." 1/

Demounting Public Housing

"A conference with Frank Crutzinger this week dealt primarily with the practicability of demounting TPU's, dorms and semi-demountable units built under the PA-9 program. Mr. Crutzinger has been doing some serious thinking along this line in recent weeks and he expressed complete cooperation with the idea

---

1/ Coplen to Blandford, dated May 20, 1944

that we should develop practical ways of demounting and moving both types of housing. It was agreed that if we saw the opportunity to do so, we would program movements which will give his organization opportunity to develop some experience. The first of these programs is already written providing for the movement of several units from Vancouver into lumbering localities. It is becoming increasingly evident that it is NWA that will be criticized for mistakes in programming and not WMC because of visible evidence of such errors. Therefore, I believe we should seek ways and means as quickly as possible to remove such visible evidence from the points where it is not in use to where it can serve some useful purpose, where such movement can be done within programming regulations." 1/

"The further step of developing a flexible process of disposition, will greatly assist in solving this problem. FPHA regional officials claim that they have no procedure yet established for the disposition of existing units. Recently we have had a number of inquiries from those who might be purchasers. Among these inquiries are those of a lumber company seeking to provide housing for workers in a new camp in the Cascade Mountain area; mining operators asking to puchase units now vacant at Northport, Washington, to meet their needs where they are establishing a new operation twenty-one miles distant; and other general requests for information have come to us a

---

1/ Coplan to Blandford, dated June 13, 1944

CMBEN:it 9-7-45

number of times recently. All of this encourages me to believe that by applying a little ingenuity to this problem we can find a way to distribute these units to those who need them.

"On a recent trip to Tacoma this disposition question arose in a different way. Since it involved legal considerations, I immediately wrote to Mr. Keyserling sending on to him a copy of the letter from the Authority. You have probably already heard of this request of the local Authority requesting authorization to dispose of permanent dwelling units to their tenants." 1/

Housing Programming in the Next (?) War

"Some of our staff, watching at close range the sometimes curious factors which have affected the success of housing programming over the period of this war, are wondering what is being done to analyze and record our programming experience as a resource upon which the nation can draw if we should sometime find ourselves in another war. The basic programming formula, occupancy regulations and the assumptions upon which these and other procedures are based are among the factors which might advantageously be reviewed to determine how realistic these methods have been, whether they might be made simpler and what improvements would be made in case the need ever again arises. We realize that this

---

1/ Coplen to Blandford, June 13, 1944

COHEN:it 9-7-45

work very probably is already under way, or at least contemplated, in Washington but no indication of that fact has come to our attention." 1/

Use of Site For Private or Public Housing

"At Troy, Ohio, where there are both private and public building programs, the FPHA selected a site which was optioned by a private builder. The builder in question told FPHA that he was willing to sell his option on the site and that he had abandoned his plans to use the site for his building operations. The FHA district director had made arrangements for another builder to use the site in question, without the knowledge of the FPHA. When the FHA director objected to the use of the site by FPHA, I suggested that representatives of both agencies meet with me. The meeting was held, and it was agreed by both agencies that, in view of all of the circumstances, the site should be used for public housing and the private builder should look elsewhere for sites in Troy. The FHA Director joined in this conclusion, and a possible disagreement has been averted. In some other cases such as Moraine City, Ohio, we have recommended that a site considered by both agencies be used for private housing, and the FPHA has selected a new site." 2/

1/ Coplen to Blandford dated October 6, 1944

2/ Divers to Blandford, dated July 30, 1945

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Homes Use Service

1. Homes Registration Offices

In April 1941, the President of the United States approved a WPA project of $1,688,848 to assist the local Homes Registration Offices, most of which relied on volunteer assistance for canvassing and inspecting dwelling units.

The number of applicants placed in dwelling units during the first two months of operation of the Homes Registration Offices was 280 in March and April, 1941. The number of applicants placed in rooms during the same period was 215. These numbers increased to 9,032 and 6,218, respectively, in December of 1941. The number of offices grew from 10 to 167. Over 40,000 applicants had been placed in dwelling units and almost 30,000 applicants in rooms during the ten months in which the offices were in operation in 1941. The services of these offices, however, was not restricted to defense workers. Nor was their function merely that of placement work. They were also instrumental in bringing into the housing supply, rooms and units not normally otherwise available. By extensive canvassing and encouragement of local property owners, conversions and the renting of extra rooms were stimulated. 1/

1/ See NHAO Housing Yearbook, 1942, page 54

During the year that the Division of Defense Housing Coordination operated, in 1941, 167 defense localities possessed Homes Registration Offices. By March 20, 1942, there were 290 Registration Offices. The offices were operated under local auspices, under procedures set up by the Homes Registration Division of DDHC.

Under the DDHC, the Regional Coordinator and the Director of the Homes Registration Service were responsible for designating the places where Homes Registration Offices were to be organized, in their respective regions. A Field Advisor of the Division of Homes Registration was attached to each Regional Coordinator's office. After the organizational period, during which the Field Advisors worked under the direction of the Director of Homes Registration, they worked with the Regional Coordinator directly.

The Field Advisor assisted State, Regional, District and local defense councils in establishing Homes Registration Offices. These office maintained a central file of all available rooms and family dwelling units. They received applications for dwelling accommodations and referred applicants to owners, managers and agents. They report periodically to the DDHC on the number of vacancies and the type and the number of applications, and whether the need could or could not be met by existing vacancies. The information thus derived was of assistance to the division in programing new construction. Local offices supplied comprehensive monthly reports to the Analysis Division through the Division of Homes Registration. 1/

1/ Homes for Defense, A Statement of Functions, Division of Defense Housing Coordination, OEM, Executive Offices of the President, Page 24

2. Homes Registration Offices — Budgets

When the National Housing Agency was formed, one of the first issuances was a communication to the Field Representative concerning the problem which sometimes arose in discussing the necessary HRO Budget with the local committee. 1/ The Field Representative was advised that to the extent that he could persuade the members of the committee to obtain necessary facilities without having to pay for them, he should do so. ~~Inasmuch as~~ They would find it much easier to organize their office if they did not have to provide for an extensive budget. A sample budget for communities of various sizes was sent to the Field Representative. This Budget gave the expenses for telephone, stationery and office supplies, typewriters, files, publicity, field expenses, clerks, directors, furniture, and offices for cities of populations beneath 50,000, of 50,000 to 100,000, of 100,000 to 400,000 and of above 400,000. It was pointed out that in many cases it might be possible to secure the services of a competent individual as director, who was on the payroll of the Community Chest, or some other social agency, or of the Chamber of Commerce, the Real Estate Board, the City or some other group. His salary would, therefore,

---

1/ See Regional Circular No. 3, dated March 23, 1942, Subject: "Sample Budgets for Homes Registration Offices".

not come out of Homes Registration Budget. Otherwise, it would. Similarly, in many cases the office might be secured rent free. If there was a rental, it had to be provided for in the Budget.

The Field Representatives were advised that the figures in the budget showed a general average, which was not to be applied inflexibly in the community with which they had to deal.

There was regular reporting of the operation of the local Homes Registration Offices from the first of the reports inaugurated by the NHA throughout the entire program. 1/

1/ See infra, the discussion of the Reporting System, of Local Homes Registration Offices in the Section dealing with Research and Statistics Division

3. Homes Use Program - Reorganization in 1942

In the Division of Defense Housing Coordination, there had been a Homes Registration Branch. Before the Reorganization of February, 1942, the function of Homes Utilization included Homes Registration, Home Recondition and Conversion. It included recommending publicity programs, planning for the volunteer assistance phases of Homes Registration Offices, preparation of general and special guide material on Home Re-Conditioning and Conversion programs and local volunteer registration service and so forth.

In September 1942, the Homes Use Program was under reconsideration. The exact organization necessary for carrying out the program had not been decided. The only staff was that of the Homes Utilization Division in the Washington office. The precise additions to personnel in the local Homes Registration Offices had not yet been determined. The budget for its operations was separately prepared because it was not possible to state, other than in general terms, what the program and its cost would be.

It was contemplated that the entire program would be financed from Lanham Act funds. Estimates for the Homes Registration Offices in Washington, Alexandria and Arlington County, however, were not included in the Homes Utilization Program. These offices had already been financed for the fiscal year 1943 out of Emergency Funds of the President. 1/

1/ Budget for Fiscal 1943, pp. 235 ff

The Homes Utilization Program was intended to make available to war workers as much as possible on the already existing housing facilities, and to reduce the competing demands for accommodations by discouraging non-essential in-migration. It was thought possible that general legislation might be recommended to Congress to establish complete vacancy control over existing private housing in places where deemed necessary by regional representatives and the Homes Utilization Division. Compulsory reporting to Homes Registrattion Offices of all actual and impending vacancies and all renting of space was under consideration.

It was proposed also to make available through purchase or rental by private or public agencies, residential structures and such buildings as warehouses, garages, and hotels. Reconditioning and conversion where necessary were also contemplated. Campaigns to discourage in-migration of non-essential persons and to encourage out-migration were anticipated. It was even considered that, if necessary, authority for compulsory measures would be sought from the Congress to prevent in-migration of non-essential persons in the critical areas.

It was expected that the Division would have a headquarters staff of trained technicians who would be available in problem areas and situations. These technicians would be furnished at the request or with the consent of the Regional Representatives. The Division would have no supervisory powers, except for such reports as the Administrator might require. The Regional Representatives would be responsible for administering the program

within their respective regions. Each region would be supplied with one Homes Utilization Supervisor who would work with the Regional Representative and field men in developing an intensive program. These supervisors would be given a training course in the Washington Office to insure uniform concept approach and techniques in the administration of the program. Regional Representatives would be responsible also for Homes Registration Offices in their regions.

Federal funds were considered necessary for the support of the Homes Registration Offices, which could not be otherwise financed. The estimated cost of the program was approximately $970,000. This estimate provided for an adequate staff in the Homes Utilization Division, a few additions to four other Washington Divisions, a Homes Utilization Supervisor in each Regional Office, and sufficient fudds to provide complete support for twenty to forty offices, and partial local financing was practicable.

The name of the Homes Utilization Program was changed to Homes Use Service. 1/

The organizational pattern was revised, although the major purpose and substance of the program did not change. The major purpose was to effect the maximum utilization of existing structures in war areas, both war production areas and war training areas where there were critical housing

---

1/ See War Housing, 1944 Budget Estimates, page 133

problems. The Homes Registration Offices were changed in name to Local War Housing Centers. 1/ Registration of all vacant rooms and family dwelling units were encouraged to these local war housing centers. These vacancies were made available through the centers only to in-migrant war workers and civilian employees attached to the armed services. Wherever practicable, the main financial support of these centers remained with the local community.

Cities in which shortage were acute in September 1941 and for which programs for complete utilization of existing structures were prepared, or in which it was then estimated the probable demand for war housing would be greater than originally programmed were the following: Mobile, Alabama; San Diego, California; Bridgeport and Hartford, Connecticut; Washington, D.C.; Baltimore, Maryland; Buffalo, New York; Portland, Oregon; Ogden, Utah and Seattle, Washington.

1/ It may be interesting to know that from May 1941 through September 1943, NPA had spent approximately $888,000 on assistance to the Homes Registration Offices

Cities in which shortages were imminent in 1942 and for which programs for complete utilization of existing housing had been prepared or in which it was estimated the probable demand will be greater than originally programmed were listed as: Los Angeles (Harbor area), California; New Britain, Connecticut; Portland, Maine; San Francisco, (Vallejo and Richmond) California; Panama City, Florida; Evansville, Indiana; Wichita, Kansas; Detroit, Michigan; Dayton, Ohio; Point Pleasant West Virginia; Norfolk, Virginia and Charleston, South Carolina.

Cities in which shortages were expected in September 1942 in a relatively short time, and for which programs for complete utilization of existing housing were prepared or in which it was then estimated that probable demand would be greater than originally programmed were: Huntsville, Alabama; Pine Bluff, Arkansas; Wilmington, Delaware; Jacksonville and Tampa, Florida; Brunswick and Savannah, Georgia; Parsons, Kansas; Las Vegas, Nevada; Portsmouth, New Hampshire; Utica, New York; Wilmington, North Carolina; Akron, Ohio, Cleveland, Ohio; Lorain and Youngstown, Ohio Harrisburg, Philadelphia and Pittsburgh, Pennsylvania and Amarillo and Forth Worth, Texas.

4. HOLC and Homes Conversion - 1942

The second approach to the problem of effecting maximum utilization of existing structures in war areas was through conversion of already existing structures into an increased number of family dwelling units. Rather than create a new staff or unit in the Office of the Administrator to effect this conversion program, the Administrator assigned this war housing job to the constituent units. The reconditioning facilities of the HOLC were used to effect conversion of family dwellings. The conversion of warehouses and similar structures into multi-family dwellings was assigned to the Federal Public Housing Authority.

The Administrator of the National Housing Agency on November 3, 1942, signed the first General Order relating to the Homes Use Program. He directed the Home Owners' Loan Corporation to assist the Homes Use Service in the OA in the conversion of existing structures into accommodations for war workers.

The HOLC was to receive assignments for conversion to determine what properties could be converted at a reasonable cost, to acquire by lease, and convert, operate and managed such properties so as to provide rental accommodation for war workers. 1/ This assignment was made retroactive as of October 1, 1942. The HOLC was to be reimbursed for all its expenses and services. These included reimbursement for salaries, fees, rents, per diem, and a proportionate part of the overhead of the HOLC.

1/ NHA General Order 30-1, dated November 3, 1942

All leases and interests in land acquired under the provisions of this order through the HOLC, were to be acquired for the NHA in the name of the United States. All leases were to be in the name of the United States, by the National Housing Agency.

5. Selection of Conversion Areas

In the selection of areas for the Homes Use Program, other things being equal, the areas were to be within walking distance of the war plants or within walking distance of existing or definitely assured public transportation with adequate facilities. As a device for assuring this, it was suggested that the area, be mapped out, that a circle be drawn with a radius of one-half mile from the plant as a center, which should be called the First Belt. The Second Belt had a radius of a mile, and the third a mile and a half; fourth, two miles, and so on. 1/

The procedure of selecting areas was the result of joint discussions between Homes Use Service and the Urban Studies Division. Local and State planning and zoning agencies were to be consulted as needed; so were technical advisors of the constituent units, such as the Lands Planning Division of FSA. The National Resources Planning Board Field Offices were also available for assistance. Map draftsmen when necessary, could also be drawn from the above sources. 2/

On February 9, 1943, Memorandum 30-1, effective November 21, 1942, dealing with factors in determining preferred areas for homes use programs was rescinded. This action was taken because it had not proved practicable to apply geographic selectivity in the operation of the Homes Use Program. 3/

1/ NHA Memorandum No. 30-1, approved November 21, 1942

2/ NHA Memorandum No. 11-6, approved November 23, 1942

3/ NHA Memorandum No. 30-11, approved February 9, 1943

6. "Guide" to Housing Resources

In November 1942, NHA Memorandum No. 30-2 was issued by Frank Bane, Assistant Administrator, (Homes Use), on developing complete use of housing resources. It was announced that a "Guide on Securing and Developing Potential Housing Resources" was in preparation, which would be sent to the regions when completed, but meanwhile some nine methods of locating and developing the use of potential housing resources were outlined. These included:

1. Increasing voluntary registration, and securing potential housing.

2. Surveying the character and location of potential housing.

3. Leasing or purchasing usable vacant residences and large housing structures.

4. Extending commuting areas.

5. Discouraging and limiting in-migration of non-essential workers.

6. Encouraging out-migration of non-essential workers.

7. Discouraging conventions.

8. Routing tourists around critical areas, rather than in or through them.

9. Expediting the exchange of houses by war workers so that commuting distances might be lessened. 1/

1/ NHA Memorandum No. 30-2, approved November 21, 1942

On December 11, 1942, the Administrator approved a General Order, establishing the policy that the making of payments in advance pursuant to any duly approved form of lease to be used in connection with the Homes Use Service Program, would promote the national interest and could be made. 1/

1/ NHA General Order No.30-3, approved December 11, 1942, effective November 10, 1942

7. Conversions Requiring Evictions of Tenants

In the early Homes Use program, the NHA would not lease a property if the surplus rooms in it were currently rented to war workers, or which was tenant occupied and it was necessary for the owner to dispossess the tenants. This policy was proven to be too restrictive in certain localities where suitable substitute accommodations for the dispossessed persons could be provided.

Consequently, on December 19, 1942, Memorandum No. 30-4 was issued changing the policy to one which would make the Regional Representative responsible for determining in each locality where there was a conversion quota, the question/whether the property /of should be considered for conversion in cases where such properties were currently occupied in part or in full by tenant families, subtenants, or roomers with out families, whether or not these tenants, subtenants, or roomers were war workers. The Regional Representative was to be guided in his decision by the current balance of demand and supply for dwellings and for rooms, and the ability of the war housing centers to assist those persons dispossessed in securing substantial equivalent accommodations. 1/

1/ NHA Memorandum No. 30-4, approved December 19, 1942

On December 31, 1942, an agreement between the Office of Price Administration and the NHA was announced, giving the understanding between the two agencies regarding the eviction of war workers without families occupying space in buildings which were to be converted into multi-family units.

Where the NHA required the owner to deliver vacant possession, it became necessary for him to obtain a certificate from the appropriate area rent office before he could pursue his eviction remedies in the local court. It was agreed between OPA and NHA that as a matter of policy, war workers without families occupying rooms in single family dwellings which were available for conversion into multi-family units, provided other rooms for single family war workers were available in the area. In acquiring property for conversion, NHA indicated that it would insist on vacant possessions only where it would not require eviction, which were inconsistent with this policy. Moreover, the change in use of dwelling units was to be, so far as possible, through voluntary arrangement between the landlord and his tenant. Compulsory eveiction was to be resorted to only in case of necessity. 1/

1/ NHA Memorandum No. 30-5, approved December 31, 1942

On January 4, 1943, General Order No. 30-4 was issued, in which the HOLC was made solely responsible for the conversion program and the Homes Use Service was dropped. The HOLC was directed to convert existing structures into accommodations for war workers in localities in which the war needs for such accommodations had been determined by the Office of the Administrator and in accordance with specific assignments by the Office of the Administrator, subject to general policies as determined from time to time by that office.

On January 14,1943, in General Order No. 30-7, responsibility and operating relationships between the Office of the Administrator and the Home Owners' Loan Corporation for the publicly financed conversion program was indicated. The HOLC was given complete responsibility for the execution of the conversion program, in harmony with general policies established by the Administrator. It was responsible for suggesting to the OA such changes in policy as appeared necessary, in its opinion, based upon experience in carrying on the program. All contacts between the HOLC and the Office of the Administrator had to be through the Homes Use Service.

With regard to assignments, the Regional Representative of the OA, had the responsibility for recommending changes to the OA.

Conversion Programs approved by the Administrator were to be submitted simultaneously to the Commissioner of the Federal Home Loan Bank Administration and to the General Manager of the Home Owners' Loan Corporation by the Assistant Administrator (Homes Use).

The Director of Information was made responsible for all informational activities essential to the advancement of the conversion program. He was to assign sufficient personnel to furnish the HOLC with such public relation services as he deemed necessary. The various Regional Offices of the Office of the Administrator and the War Housing Centers were to be available to service local campaigns, subject to details arrangement to be made between his and the Assistant Administrator for Homes Use and the HOLC. He was given discretion to release written materials of an informational nature dealing with the conversion program that was then in preparation in the Homes Use Service.

In all localities for which conversion programs had been approved, the HOLC directed its Regional Managers to delegate full responsibility and power to the local HOLC representatives responsible for negotiating leases and passing on the legal and technical aspects thereof.

Responsibility for legal matters was vested in the General Counsel of the HOLC. Occasional questions involving legal interpretations affecting the basic legislation of the over-all NHA general policy were to be referred by the General Counsel of FHLBA to the General Counsel of NHA.

The responsibility for technical service was transferred from OA to the HOLC. So was the development of all estimates of types and quantities of materials required. However, HOLC was to transmit such estimates to the Technical Division of the Office of the Administrator, which was responsible for presenting the Material requirements of the NHA to the WPB. Furthermore, HOLC was to act for NHA in extending priority assistance for the procurement of materials allocated to the NHA by WPB for the conversion program.

On January 28, 1943, HOLC was authorized to act for the Administrator in exempting certain contracts from the requirements of the Miller Act and Section 3709 of the Revised Statutes in connection with reconditioning and alteration work to be done under the conversion program. 1/

1/ WPA General Order No. 30-8

8. Enlargement of Conversion Program

On January 4, 1943, at the same time that HOLC was given its responsibility, it was determined that it was desirable to enlarge the scope of the conversion program in order to qualify additional property.

In the conversion by lease program, until that date, the leasing of entire buildings had been the rule. After that date, the leasing of portions of buildings, where desirable, was permitted.

A separate lease form was prepared to cover partial conversion, either permanent or temporary. In addition, a number of amendments to the lease form No. 54 were made. Amendments to the manual for the conversion division of the Homes Use Service were made, and provision was made for temporary conversion by leases. A temporary conversion was any conversion which the lessor of the property agreed at the time of executing the lease with the Government that it should be reconverted in whole or in part by the Government prior to the expiration of the lease. It was felt that resort to such temporary improvement would be cheaper in materials, money, and effort; would be quicker, would gain easier assent under local building codes, and would thus enlarge the volume of war housing. 1/

1/ See NHA General Order No. 30-5, approved January 4, 1943

The Assistant Administrator for Operations, or the Deputy Assistant Administrator (Operations), was authorized later, in July, 1944, to execute leases on behalf of the United States of America in case where properties owned by HOLC were being leased by HOLC to the United States of America, under the Homes Use Service Program. 1/

Conversion Housing Rentals

Certain exemptions from Office of Price Administration rent regulations were, in January of 1943, allowed householders entertaining not more than two war guests. This helped make available to war workers, rooms which had been withheld by householders who had hesitated to receive war guests because of the difficulty of evicting them if they proved unsatisfactory. It was expected that the exemptions would be of assistance in stimulating the war guest program in areas where the need for additional rooms was beginning to appear. 2/

During the same period, the policy to govern HOLC in fixing rent by the Government for dwelling units produced by the publicly financed conversion program were announced. The rent charged by the Government to a tenant of a publicly financed converted dwelling unit was to be the rent estimated for such dwelling units at the time such property was leased by the Government from the owner of such property. 3/

1/ General Order 30-5-1, approved July 11, 1944

2/ NHA Memorandum No. 30-6, approved January 4, 1943

3/ NHA General Order No. 30-6, January 14, 1943

Shelter rent was not to exceed $50.00 per month for any dwelling unit rented to war workers. Reasonable charges for additional services and appliances could be added to the estimated shelter rent.

The maximum charges for such services and appliances were the same as those imposed by WPB for new construction, that is, $3.00 per month per room for additional services, and $4.00 each month for stoves and refrigerators.

The estimated shelter rent plus additional charges for services, utilities, and appliances, were not to exceed the generally prevailing rent in the OPA Defense Rental Area for comparable housing accommodations.

When changes in rent fixing methods applicable to new private war housing were made, similar changes in rent fixing methods applicable to the public conversion policy program were incorporated in NHA General Order No. 30-6B, approved September 27, 1943.

9. Acquisition of Private Property for Release "As Is"

It was definitely stated that the purpose of the publicly financed program was to help develop war housing for the use of in-migrants only when such housing could not be provided in sufficient quantity by the existing supply or through privately financed conversion. Consequently, the NHA would not lease dwelling units which were already suitable for occupancy for the purpose of renting them to in-migrants. 1/

Simultaneously, the underlying policy governing consideration of property offered for leasing by the Government, under the publicly financed conversion program, was stated.

The long term banking point of view was not appropriate in matters concerning emergency war housing. The usual investment risk factors, such as the physical characteristics of the property (beyond minimum standards), and the nature of the surrounding neighborhood were not to be admitted as considerations.

If minimum standards were met, the nature of the property, its physical condition, equipment, interior arrangement, and architectural appeal were important only as affecting the current market ability of the dwelling units for occupancy by in-migrant war workers. The location of the property in relation to employment centers, the character of the neighborhood, convenient to shopping centers and community facilities, city growth trends, were to be considered only with respect to present acceptability by in-migrant war workers, provided, of course, that the property was located within reasonable commuting distance, as defined in the Conversion Manual.

The final test for approval, subject to the specific directives in the Conversion Manual, was whether the proposed conversion would result in a saving of money, critical materials, time, and manpower, by eliminating the need for constructing new dwellings. 1/

1/ NHA Memorandum No. 30-9, approved February 3, 1943

10. Free Technical Services and Inspections 1/

"On August 18, 1941, a program was announced which provided free technical service and inspections by the fee and salaried technical personnel of the Home Owners' Loan Corporation to property owners interested in converting their properties. The President made $100,000 available from his Presidential Emergency Fund to defray the cost of such free services.

On October 1, 1941, the Homes Registration Section of the Division of Defense Housing Coordination issued a manual describing the program and stating the procedures therefor. These procedures provided for making this free service available to property owners through the numerous Homes Registration Offices throughout the country. The program was again described and re-emphasized in a second manual issued June 25, 1942 by the Homes Utilization Division of the National Housing Agency.

The results as of February 1943, were described as disappointing. Approximately $50,000 of the original sum had been spent and 5,000 inspections completed. The known number of conversions resulting from these inspections was very low.

In light of the unimpressive results, the Bureau of the Budget requested the National Housing Agency to return the unexpected balance of the $100,000 fund. However, it was agreed between the National Housing Agency and the Bureau of the Budget that the program should be extended for an additional 90 days

---

1/ NHA Memorandum 30-10- approved February 3, 1943

as it appeared that the campaign conducted in behalf of the publicly financed conversion program stimulated privately financed conversions as well. It was further agreed that the funds should be kept available as long as there is any need for this free service to property owners.

The War Housing Centers in the various regions were urged to publicize the program and their attention was again directed to the manual "Reconditioning Program for Homes Registration Offices", dated June 25, 1942.

The War Housing Centers were instructed to publicize this service as a free service available through the War Housing Centers without reference to the Home Owners' Loan Corporation in order to avoid confusion with the publicly-financed conversion program.

The War Production Board provided a priority rating as AA3 for such conversions and this materials bottleneck was broken.

The Assistant Administrator (Homes Use) directed that steps be taken to follow up on all inspections made to discover to what extent such inspections resulted in conversions."

(And then, what happened?)

11. War Housing Centers Procedures

In March 1943, under the signature of the then Acting Administrator for Homes Use, Mr. Philip M. Klutznick, NHA Regulation No. 30-1 was issued, outlining in detail war housing center procedures. It gave the office procedure concerned with the registration of rooms and dwelling units, with the referral of applicants and the required statistical reports. It contained general instructions for the use of the forms for the maintenance of a master file and various other files. It contained specimens of the furnished rooms for rent form, the furnished room master card, the application for housing accommodations, the referral to dwelling units, and the report of operations of war housing registry. 1/

On April 23, 1943, an NHA Regulation was approved containing a complete statement on war housing center registration and referral procedures, as well as the procedure for determining eligibility in accordance with NHA General Order 60-1A.

This regulation superseded the Guide to the Organization and Operation of Homes Registration Offices (Revised August 1941), and Regulation 30-1, issued previously in the same month. It became effective immediately, except that, at the discretion of the War Housing Center Manager, the Form NHA-30-10-11, and 30-20 could be gradually introduced into the existing system as new accommodations were listed and referrals made. The Regulation brought

---

1/ NHA Regulation No. 30-1, Approved March 18, 1943.

together in one place all the procedures relating to war housing centers. It dealt with registration of housing accommodations, termination of eligibility and referral of applicants to housing accommodations, and preparation of statistical reports on the operations. It set up new NHA forms to supersede the old HHO Forms. 1/

In September 1943, amendments to the referral and reporting regulations were issued, indicating the ineligibility for certain public new or converted dwellings of in-migrant employees of branches or units of the Federal Government listed in priorities classes, one, two, three and four, in the Bureau of the Budget Circular No. 400.

Changes were made in the reporting system and in the information required. These changes had an effect upon the coding, filing, and tabulating procedures in the war housing center. Consequently, those procedures were also changed accordingly. 2/

1/ See NHA Regulation No. 30-1A, approved April 29, 1943, effective May 15, 1943, 33 pages.

2/ NHA Regulation No. 30-1B, approved September 1, 1943, a copy of NHA Form 14-3, revised September 1, 1943, accompanied the Regulation.

12. War Housing Centers and Homes Registration Offices

In March 1943, a Regulation was issued under the signature of the Administrator, explaining again the place and functions of a War Housing Center in the prosecution of a war housing program, and setting forth the program for securing approval of the establishment of a war housing center. It recommended certain administrative procedures in connection with its establishment. It distinguished between a war housing center and a Homes Registration Office. It set forth the conditions and circumstances under which a Homes Registration office could be operated by a locality with Federal financial assistance.

It was recognized that since the war housing center had as its objective the full and most efficient utilization of housing resources for the benefit of in-migrant war workers, its obligations were such that it might need to follow courses which were contrary to peacetime housing policy. It might for example, increase the density of occupancy and encouraging the lowering standards. It was stressed, however, that it was essentially a temporary war time agency. 1/

1/ NHA Regulation No. 30-2, approved March 15, 1943

13. FHA Locality Construction Lists

In April 1943, the Federal Housing Administration instructed its offices to provide a list of all private houses under construction for use of the war housing centers within the next fifteen days. Furthermore, arrangements were made whereby the FHA field offices would send the War Housing Centers copies of a new form which was a notice of issuance of the controlled materials Plan H-1 for each project. This information was to enable the war housing centers to get in touch with the builders and to secure a listing at an early stage.

14. Cooperation of National Organizations

By April 1943, the Homes Use Service was able to announce that it had developed contacts with a number of national organizations which had evinced an interest in the program. These groups included: men's service organizations, women's clubs, religious groups, and other groups. An article was published by the Association of the Junior League of America, Incorporated, in the Junior League Magazine, April 1943, encouraging members of Junior Leagues in critical areas to rent their spare rooms to war workers, especially women. It stressed the opportunity for useful volunteer work at the war housing centers. 1/

In the publication, Libraries and the War, an article "Housing for War Workers," was prepared pointing to the special services librarians could give. The article stressed the role of war housing centers as the focal point through which needed housing facilities were developed and made available to workers. Managers were advised that war housing committee members could visit local libraries and assist in setting up exhibits and tables for the distribution of literature on the Homes Use Program. The magazine of the National Council of Catholic Women, The Monthly Message, carried in its May 1943 issue several paragraphs on the Homes Use Program. The Adjutant of the Veterans of Foreign Wars of the United States sent a notice to Post Commanders and Auxiliary Secretaries in the critical areas suggesting cooperation with the War Housing Centers. 2/

1/ See Article by Eleanor Hard Lake, "On the Washington Front," - NHA Memorandum No. 30-14, approved April 9, 1943

2/ See NHA Memorandum No. 30-17, approved April 29, 1943

By May 18, 1943, cooperation of B'nai B'rith, the Aleph Zadik Aleph, and the National Travelers Aid Association had been enlisted. 1/ By May 19, 1943, the American Association of University Women, the National Council of Cathloic Men, and the National Council of Jewish Women had been brought into the group of those who were actively cooperating with the Homes Use Program. 2/ By June 5, there was announced the cooperation of the American Home Economic Association, and the National Federation of Temple Brotherhood. 3/

The Common Council for American Unit, the International Association of Alruse Clubs, and the Rotary Internationa, had been enlisted by June 22, 1943. The Daughters of the American Revolution, the Lions International and the National Jewish Welfare Board also participated in June. By July the Community Chest and Councils, Incorporated, the Federal Council of the Churches of Christ in America, the National Urban League, and the United Synagogue of America were also among those counted.

By the end of August the Boy Scouts of America and the Girl Scouts were also enlisted. The American Red Cross and the National Federation of Business and Professional Women were also participating. 4/

1/ See NHA Memorandum No. 30-18, approved May 18, 1943

2/ See NHA Memorandum, No. 30-20, approved May 19, 1943

3/ See NHA Memorandum No. 30-21, approved June 5, 1943

4/ NHA Memorandum No. 30-31, approved September 1, 1943

The nature of the cooperation of these groups came through the publicity that they gave in their publications or through letters that they issued to their members, and through the services that they urged their membership to make available to the War Housing Centers.

At the same time that this apparently powerful effort was made to enlist the cooperation of National organizations and their local branches, instructions were issued to the field, guiding the War Housing Center Officials as to the types of work volunteers could be asked to do in War Housing Centers, as to the desirable qualifications for each job, as to where and how volunteers could be found, and the kind of training that would be required. Memorandum No. 30-28, was a 14 page manual, entitled, "Volunteer Service in War Housing Centers." It covered the general approach, the types of service, recruitment and termination of service, qualifications, training, supervision and specific jobs. It contained a suggested outline for an orientation course, a sample examination, a suggested reading list for volunteers, and a formal application for volunteer service in War Housing Centers. 1/

1/ See NHA Memorandum No. 30-28, approved August 13, 1943

15. Bi-Weekly Reports

In September 1943, after the campaign had gotten under way, the Assistant Administrator for Homes Use inaugurated a system of regular bi-weekly reports, where possible, so that the Regional Office and the Homes Use Service could be informed of the various steps taken in the campaign in each locality, and to secure some measure of the effectiveness of the campaign during its course. These reports were expected to help in the evaluation of the effectiveness of the several promotional media. This information would make it possible to take corrective steps where necessary, and to bolster the campaign in certain localities. It would also serve as a guide to the future use of the promotional techniques employed in the campaign.

The bi-weekly report was to contain: 1. Statement of the activities of the Promotional Sub-committee; 2. Report on General Publicity, that is the amount of space or time obtained in newspapers, radio broadcasts, theaters, meetings and displays; 3. A report on the volume of advertising, sponsorship of advertising, and if possible, copies of the items; 4. Reports on special events, and agencies cooperating; 5. A report on the War Housing Center activity during the two weeks period, including the volume of new listings of dwelling units and rooms; the number of placements in dwelling units, rooms and home sharing arrangements; and indication of activity in private conversion in terms of inquiries, or PD-105 applications filed, and applications for publicly financed conversions.

This record of activity was to be given for the two weeks period and for the previous two weeks period. An evaluation by the War Housing Center

Manager of the progress of the campaign, and a statement of his plans for the following two weeks period was called for.

The report was to go; one copy to the Regional Representative; one to the Homes Use Service in Washington; and one to the Information Division. 1/

1/ See Memorandum No. 30-32, approved September 9, 1943

16. Field Service Staff of the Development Division

On April 22, 1943, the Regions were advised of the establishment of a Field Service Staff, in the Development Division, Homes Use Service. Its functions were to observe and report on the application in the field of existing and newly promulgated Homes Use Procedures and Techniques, and to report on new techniques developed in the field. 1/

1/ NHA Memorandum 30-15, April 22, 1943

17. War Housing Center Forms

In order to conserve the use of paper, existing supplies of Homes Registration Office Forms, A through H, in War Housing Centers that were currently in operation were to be exhausted before new forms described in NHA Regulation 30-2 were put into service. The new War Housing Centers were to initiate operations using the new forms. Old operating centers were to use up the old forms, so far as possible, before beginning to use new ones. 1/

On July 17, 1943, the Homes Use Office declared it as its policy, that the war workers housing referral card would be issued only to eligible war workers, and that no formal referral to housing needed by war workers would be given to ineligible applicants. 2/

1/ NHA Memorandum 30-19, approved May 19, 1943

2/ NHA Memorandum No. 30-25, July 17, 1943

18. OPA Eviction Procedures

In August 1943, the Office of Price Administration relaxed the eviction provisions, in order to stimulate the sharing of homes in various localities. The rent regulation for housing and the rent regulation for hotels and rooming houses were amended by additional sections.

These sections exempted from the eviction provisions of the regulations, any family which, on or after August 1, 1943, moved into a furnished room or rooms, not constituting an apartment, located within the residence occupied by the landlord or his family, where such landlords did not rent to any persons within such residence other than those in the one family.

The regulations, before these amendments, had exempted an occupant of a furnished room the eviction provision only where the landlord rented to not more than two occupants. With these amendments, householders were encouraged to share their homes with families of war workers as well as with single war workers. Regional Representatives were urged to take full advantage of the change and to publicize the adoption of the amendment. 1/

1/ Memorandum No. 30-26, approved August 7, 1943

19. War Housing Committees, Attendance at Meetings of

The Homes Use Service received information in August 1943, from Regional Offices to the effect that consumer representatives, particularly labor groups, although members of War Housing Committees, did not attend meetings, regularly. Regional Representatives were directed to analyze the attendance at meetings, and wherever necessary to see that steps were taken to encourage labor participation.

The Field Representatives and WHC Managers were instructed to visit inactive committee members individually to learn the reasons for their apparent lack of interest. An effort was to be made to correct the cause of his absence or to arouse his interest. If this failed, it was suggested that he agree that another person should take his place on the Committee.

The Homes Use Program and the need for labor participation should then be discussed with the President and executive of the Central local labor body. The organization should be asked to suggest a person who could satisfactorily represent the point of view of labor, including that of workers in war industry. The central labor union or trade union council of AFL, or the city or county industrial union council of CIO were indicated as the bodies to turn to.

The instructions contained suggestions on the planning of meetings. These were to normal suggestions of preparing and sending out an agenda at least one week in advance of each

meeting, selecting a meeting date and hour that was convenient, selecting an accessible meeting place, not identified too closely with any one organization, and providing an outlet for interests of as many members as possible on sub-committees.

In cooperation with this attempt, CIO sent a letter to all of its affiliates urging their representation and participation on advisory committees to War Housing Centers. 1/

1/ See Letter dated August 18, 1943, from Congress of Industrial Organization to all CIO Affiliates also see, Memorandum No. 30-27, approved August 25, 1943

20. Cooperation with War Relocation Authority in Providing Shelter for Evacuees of Japanese Ancestry

On March 2, 1943, with Memorandum No. 30-12, the Assistant Administrator for Homes Use transmitted a copy of a Memorandum dated February 12, to Evacuation Officers, instructing them to consult with NHA Regional Representatives on any plans they might have to conduct surveys on placement facilities for evacuees which might affect or be affected by the War Housing Program.

During the spring and summer of 1943, persons of Japanese ancestry were evacuated from California, the Western half of Washington and Oregon, and the Southern third of Arizona by order of the Commanding General of the Western Defense Command.

The War Relocation Authority asked the National Housing Agency for assistance in providing shelter for relocated persons.

Arrangements were made with the War Relocation Authority that before any substantial numbers of Japanese Evacuees were brought into a locality, and before any further immigration of this character occured in the locality to which evacuees had already come, there would be a consultation between the Regional Representative of NHA and the Relocation Supervisor of WRA. The Relocation Supervisor was to be responsible for initiating this consultation. He was to provide information

concerning the numbers of individuals and families to be brought into the locality, the projective date of in-migration, the industries recruiting the laborers, and the estimates of the number of in-migrants who come as individuals, but would wish to bring their families at a later date.

The Regional Representative was to assist in determining the acceptability of the evacuees for housing in the locality to indicate what housing would be available, and to suggest the names of localities where the housing shortage was lesse serious, and the opportunity for housing evacuees most promising. 1/

1/ WRA Memorandum 30-29, approved August 19, 1943

71. Tenanting of Family Accommodations

In April 1943, the procedure for liaing converted units with the War Housing Center or the Regional Representative of the Office of the Administrator, was issued in General Order No. 30-9. Similarly procedures for notification of the availability for occupancy of the dwelling units and for the referral of eligible applicants by the War Housing Center to HOLC Contract Management Brokers was also included. In addition, the standards of eligibility and procedure for the determination of eligibility by the Contract Management Broker, in localities where no War Housing Center was located, and the procedure for establishing exceptions to eligibility to standards by the Regional Representatives were included.

The document contained copies of Form NHA-476, Form NHA 30-34, Form NHA-3035, and a series of instructions as to the information required by the specific items on the form. 1/

In June 1943, War Housing Center Managers were requested to institute a special statistical study for the period beginning June 28, 1943 and ending September , 1943. On Form NHA 30-5, they were to indicate the applicants for dwelling units and for rooms who were civilian war workers, military personnel, and non-war workers. 2/

1/ NHA General Order No. 30-9, April 23, 1943

2/ NHA Regulation No. 30-3, approved June 17, 1943

In June 1943, the regions were advised that where applications had been rejected under the publicly financed conversion program, it was desirable to attempt to salvage as many as possible for the privately financed conversion program. To this end, when it was determined that an application under publicly financed program would not result in a lease, the HOLC Regional Manager or other officials was to deliver such applications and any plans that had been completed to the War Housing Center Management.

The War Housing Center Manager was to contact the applicant to see if he could or would go forward with a privately financed conversion, if so, he could have the use of the plans which had been prepared. When it became apparent that the applicant was not going forward with a privately financed conversion, then the War Housing Center Manager had to promptly return the application and the plan to the forwarding HOLC official. 1/

1/ General Order No. 30-11, approved June 16, 1943

22. War Housing Listing Survey

On July 15, 1943, NHA Regulation No. 30-4, was issued establishing a standardized procedure for a limited listing survey, which could be undertaken where it was necessary to establish or replenish the war housing center file of available housing accommodations. 1/

A Manual was prepared, "Techniques for Conducting a War Housing Listing Survey" by the Techniques and Training Section of the Homes Use Service. It was divided into five parts containing instructions to enumerators, squad leaders, telephone listers, survey directors, and supplementary instructions to surveys directors.

The survey was tied in with the "Promotional Plan to Assist in Solving War Housing Problems in Critical Communities."

Where an evacuation survey was contemplated by the Office of Civilian Defense, the instructions were that the War Housing Listing Survey should be coordinated with it. It was assumed that the survey would be undertaken with the cooperation of the local defense council of the OCD. Other groups were available.

1/ NHA Regulation No. 30-4

In August 1943, the Order was revised to clear up a possible misunderstanding as to the eligible tenants. Federal employees were not eligible of occupancy as civilian war workers in dwelling units developed under Title I of the Lanham Act. This was made clear by a revision of the text in Section 9.02B. With this added restriction, Federal employees were eligible for publicly converted units only in the District of Columbia, since the District of Columbia was the only place where the publicly financed conversion program was financed by funds other that Title I of the Lanham Act. In all other areas, employees had to come in under the other Sections of the Act, such as being employed at a plant, establishment, or other unit, or a naval or a military establishment listed on the locality list. 1/

1/ NHA General Order No. 30-9A, dated August 14, 1943

23. War Housing Centers Reductions

In the middle of November 1943, the National Housing Agency began to look to the reduction and withdrawal of Federal participation in war housing operation. A General Order, No. 30-12, approved November 12, 1943 was issued to define conditions calling for reduction or withdrawal of Federal participation, to describe the types of adjustments which might be made, and to establish the procedures for reduction or withdrawal. 1/

Where there as a disappearance of demand for housing by war workers and the existence of a substantial surplus of housing accommodations, the consideration was to be given to the termination or reduction of war housing centers operations. Plans to reduce or terminate war housing center operations were to be integrated with any plans to relax or remove occupancy restrictions in the locality. The primary responsibility rested with the Regional Representatives. Recommendations to reduce war housing centers, or to terminate them could come from the Homes Use Service.

In the course of terminating, the Regional Representative and his staff were advised to take all necessary steps to satisfy the appropriate local interests, that a proposed reduction or withdrawal of Federal participation was justified by changed conditions. They were warned against precipitant action, and told to make the reasons for the proposed adjustments clear. The War Housing Committee, the mayor, the housing authority, the planning commission, and any other local public officials

---

1/ General Order No. 30-12, approved November 12, 1943

who were consulted prior to establishing the War Housing Center were to be consulted prior to its elimination. The possibilities of the limited functions of the War Housing Center being assumed by such existing agencies as the USO-Travelers Aid, YWCA, or some late agency of local government, had to be explored. The local defense committee was to be consulted. 1/

After some two months of experience the procedure for the reduction and withdrawal of Federal participation in war housing centers was revised to provide that a report of conditions, contact and local arrangements, president to the curtailing of war housing center operations had to be submitted to the Assistant Administrator after instead of before the action became effective. It was not found feasible, generally, in practice to meet the requirements that the report be made before the proposed action became effective. On the other hand, in order that the Homes Use Division could carry out certain of its administrative functions at the national level, it was essential that it be advised in advance of curtailment or closing. In order to expedite this notification, the Regional Representative was requested to submit a simple statement instead of a detailed advance report, describing the nature and effective date of curtailment at the earliest possible moment after the decision was reached. 2/

1/ For the procedures for the reduction and withdrawal of Federal participation in war housing center operations, see General Order No. 30-12, approved November 12, 1943.

2/ General Order No. 30-12-1, approved January 22, 1944.

24. Disposition of Publicly Converted Property

In November 1943, the problem arose of dealing with special individual situations related to the disposition of property acquired in connection with the Homes Conversion Program, and requiring immediate attention.

A General Order gave the Home Owners' Loan Corporation authority to dispose of any property or interest therein, acquired for the purposes of the NHA Conversion Plan, which for reasons unanticipated at the time of acquisition, the HOLC had found could not be used in conformity with the plan. It could only dispose of such property where specifically authorized to do so by the Office of the Administrator on the grounds that the retention of such property or interest therein was no longer desirable.

Such disposition had to be the best financial interest to the United States, consideration being given to estimated revenue from any available source and other financila considerations. 1/

In November 1943, a further amendment to the referral and operating regulations was made. It permitted acceptance and limited referral of military personnel and changed the reporting procedure covering the recording of data on types of applicants assistance. 2/

1/ General Order No. 30-13, approved November 20, 1943

2/ See NHA Regulation No. 30-10, approved November 8, 1943

25. Discharged Military Personnel and Families

In January 1944, members of the armed forces were being discharged in increasing numbers and were returning to their former home communities to resume residence. Families of members of the armed forces were finding it necessary to return to their original places of residence, or to seek less expensive housing accommodations. In instances where such persons were not war workers, the war housing centers were instructed to render what assistance they could, consistent with specific limitations previously imposed by law and regulations.

Operating Instructions No. 30-1-D, approved January 26, 1944, by the Assistant Administrator for Operations, contained the following paragraph:

"It is the spirit of this Operating Instruction that war housing centers are under an obligation to provide discharged service men and women and the families of persons still in the armed services of the United States with every possible assistance in securing housing accommodations, insofar as it is not inconsistent with specific limitations previously imposed by law and regulations. The prime responsibility of war housing centers shall, of course, continue to be serving the housing needs of essential in-migrant civilian war workers."

However, previous instructions were amended to permit accepted and limited referral of honorably discharged military personnel, and of families of persons still in the armed services. The amount of services were reported in revised procedures which provided for such data.

26. Furniture for Converted Units

On January 10, 1944, the procedures for the procurement and use of furniture for family dwelling units provided by publicly financed conversion was promoted. It provided that HOLC was to get through the FPHA Procurement Division, furniture and such other articles as it needed for its conversion units. 1/

Sometime later, exact date of which is not apparent from the release, General Order No. 30-14A was issued effective the same date as No. 30-14, that is, January 12, 1944. It superseded the latter and changed the procedure somewhat. Whereas, the original, No. 30-14, provided for determination of need in consultation with the HOLC Regional Manager, and communication of the decision to the Assistant Administrator for Operations. The revised edition provided for determination by the Regional Representative himself, who should notify the Regional Manager who would thereupon prepare a list of items of furniture, which the Regional Representative would communicate with his decision to the Director of the Homes Use Division of NHA.

The Procedure was further elaborated by providing that the list of furniture requirements should be forwarded by the HOLC Regional Manager to the Director of the Homes Use Division in Washington for the approval or disapproval of the Director, who would inform the Regional Manager of the action taken. According to the revised procedure then, the Regional Representative communicated with regard to determination of needs for furniture to the Director, Homes Use Division, and the Regional

---

1/ General Order No. 30-14

Manager of HOLC communicated to him, that is to the Director of the Homes Use Division, with regard to the list of furniture requirements.

The procurement procedure was elaborated in a good deal more detail in sub-paragraph .02 and .03 of Section Four, relating to procurement.

Financing procedures remained the same and management procedures remained the same, except that in the newer order it was explicitly stated that, "Following the insurance policy of the Government in connection with the NHA conversion program, the Government will not carry any insurance on furniture." 1/

1/ General Order No. 30-14A

27. Management of Public Conversion

In April 1943, the procedure in transmitting approved public conversion programs was outlined. 1/

Public Conversion Programs, when approved by the Administrator, were to be transmitted simultaneously to the Assistant Administrator for Homes Use, the Commissioner of FHLBA, the General Manager of HOLC, the Regional Manager of HOLC, and the Regional Representative of the Office of the Administrator.

The actual transmission was the responsibility of the Program Clearance Section. 2/

In order to avoid any conflict or interference between publicly financed conversion programs and privately financed conversion programs, the Regional Representative was instructed to give the privately financed conversion program from two weeks to a month head start over the publicly financed conversion program. 3/

In July 1944, the Management and operation of public conversion constructed under the war housing program was delegated to the Federal Public Housing Authority. By this order it was authorized to establish funds and maintain accounts for conversion under construction by the HOLC, and to transmit for certification and payment from appropriate funds, vouchers approved and submitted by the HOLC in connection with conversion operations. 4/

1/ NHA Memorandum No. 30-16

2/ NHA Memorandum No. 30-16, approved April 24, 1943

3/ NHA Memorandum No. 30-33, approved October 5, 1943

4/ Preceding General Orders 30-4, 30-7, 30-14A, 30-19, approved July 14, 1944. Memoranda 30-3, 30-34, 3016A and Operating Instruction 11-5, were superseded.

On July 14, 1944, an order was issued transferring to the FPHA, responsibility for the management and operation of, and accounting for war housing facilities constructed by HOLC under the conversion program. It transferred to FPHA the responsibility for certifying for payment the construction or conversion expenses, except administrative expenses, incurred by HOLC, pursuant to its responsibility for leasing and construction activities relating to the conversion program.

The date of transfer was set as October 1, 1944, or as soon after as is feasible. 1/

1/ General Order No. 30-4A, approved July 14, 1944, effective July 17, 1944

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

COHEN:it 6/29/45

2. Legal OPERATIONS

Legislative proposals were prepared and favorably acted upon by the Congress during fiscal 1943. 1/ They resulted in the elimination of the multiple administrative expense fund structures of the Office of the Administrator and the FPHA; the multiple rental and operating funds for Federally owned war housing; and the complex and costly accounting and disbursing procedures required under former legislation.

About one hundred Bills for State legislation necessary to implement various phases of the Agency program were prepared for the regular sessions of the forty-four State Legislatures which convened in 1943. About sixty-six percent of the bills recommended by the National Housing Agency and sent out through the Council of State Governments were enacted. These Bills were in the main, designed to adapt peace-time housing legislation to current war needs, and to make possible the necessary integration of State and Federal activities in the execution of the NHA housing program. There were several amendments, moreover, to existing local laws to permit local housing authorities to achieve substantial operating economies. In addition, sixteen State Bills which would have adversely affected various phases of the National Housing Agency's program were defeated. None was successful.

1/ See Page 38, of General Administration, 1945 Budget Estimates

3. Completion of a study of the Legal Tools of the NHA and How They Work;

4. Assistance to the Staff of the Senate Committee on Military Affairs in drafting a housing research bill;

5. Drafting State bills to permit NHA to utilize local housing authorities as agents in the removal of temporary war housing;

6. Assistance in drafting bills changing Title VI of the National Housing Act to increase the war housing insurance authorization and to permit refinancing of Title VI insured mortgages, to make funds available for priority functions in connection with H-2 and H-3 programs. 1/

7. Assistance to the Department of Justice in connection with twelve cases of litigation in which NHA was a party or had a direct interest.

8. Arrangements for an Amendment to Regulation No. 1 of the Surplus War Property Administrator to make NHA the disposal agency for the war housing then under the jurisdiction of the War and Navy Departments, and

9. Handling legal phases of the transfer of Maritime Commission housing projects to the jurisdiction of the NHA. 2/

1/ These programs are discussed, pp

2/ 1946 Budget Estimates, page 50

In March 1943, a series of regulations and memoranda was relating to the legal services of the General Counsel. The first NHA Regulation relating to legal servicing 1/ indicated that persons who were not employees of the Office of the Administrator were not to be referred directly to the Central Office or to the General Counsel. Staff members of the Office of the Administrator were to accept and to answer inquiries. They were to obtain from the General Counsel such advise and assistance as they might need in preparing answers. Any request, regardless of its source, received by any employee of the Central Office of the Office of the Administrator, for a legal interpretation of any public regulation was to be referred immediately to the General Counsel, who undertook to give prompt service to staff members so that inquiries could be answered quickly.

Even with regard to legal problems, however, the General Counsel was not a completely independent agent. With regard to the legal interpretation of problems involving questions of program or policy, these were to be discussed by the General Counsel with the Assistant Administrator (Program) before the issuance of an interpretation.

1/ NHA Regulation 41-1, Approved March 19, 1943

On March 23, 1943, the General Counsel's Office issued an interpretation of NHA General Order 60-2 and 60-3. It indicated that war workers who were able to build and own their own houses were eligible to occupy those houses immediately, and where an eligible war worker genuinely had reason to want to build and own his own house, he was not to be prevented from doing so. Permitting initial ownership in such cases did not defeat any of the essential objectives for which it was customarily required that new private war housing be held for rent for four months. 1/

In June, 1943 the Priority Classification of Executive Department of Agencies was revised and reissued as part of the legal services. 2/ In this revised list, the National Housing Agency, the Office of the Administrator, the FHA, and the FPHA, in so far as their work related to war housing, were put in Class 2. Their status was not changed in a revised list approved in November. 3/

1/ NHA Memorandum 41-1, dated March23, 1943

2/ NHA Memorandum No. 40-2, Approved June 4, 1943

3/ See NHA Memorandum No. 41-2A, Approved November 13, 1943

With regards to contributions made by individuals and corporations for the support of war housing centers, the question arose as to whether these were deductible for Federal Income Tax purposes. Under date of July 28, 1943, the NHA received a ruling from the Action Commissioner of Internal Revenue of the Treasury Department, indicating the conditions under which it was deductible. In substance, it held that cash contributions made by individuals and corporations to the war housing centers of the National Housing Agency constituted allowable deductions in the Federal income tax returns of the donors, to the extent provided for in Section 23 (O) of the Internal Revenue Code in the case of individu ls, and in Section 23 (Q) of the Internal Revenue Codes in the case of corporations.

The decision was quoted verbatum. The Office of the General Counsel explained its citation of the original text of the decision as a matter of policy. It did not attempt to interpret or amplify tax rulings of the Bureau of Internal Revenue. Employees were told moreover, that in most cases inquiries about tax matters should be referred directly to the Bureau of Internal Revenue, and that only in matters of substantial general importance to the war housing program would the Office of the General Counsel attempt to obtain and transmit rulings on tax matters. 1/

1/ NHA Memorandum No. 41-3, Approved August 2, 1943

Public Regulations embodied in the NHA General Order 60-Series established standards as to construction, disposition, and eligibility for occupancy of war housing. By these public regulations, basic enabling Federal legislation was implemented to meet the changing war needs and the Joint Declaration of War Housing Policy 1943 by the WPB and the NHA was effectuated. 1/

Legal studies and research were limited to a preliminary study and critical analysis of State urban redevelopment laws and of existing legislation bearing on national housing policy of program. 2/

During fiscal 1944, the major activities of the Division of the Office of the General Counsel were: 3/

1. Preparation of a statement and accompanying exhibits for use at the Hearings before the Subcommittee on Housing and Urban Redevelopment at the Hearing of the Senate Special Committee on Postwar Economic Policy and Planning, and a statement for use at the Hearings before the Senate Committee on Military Affairs on proposed legislation relating to demobilization and postwar problems.

2. Completion of a descriptive analysis of the basic permanent housing function being administered by the constituent units of NHA.

1/ See the Analysis of the NHA General Order Series, Pages ff

2/ See General Administration, 1945 Budget Estimates

3/ 1946 Budget Estimates, Page 49

In April 1944, an Operating Instruction clarified the authority of the Regional Representative to approve increases in rent on private war housing. It indicated that the regional representative had been only approving an increase in cases where the application for increase had been made and approved, prior to initial occupancy. This situation was changed by an OPA Amendment to its rent regulation, effective March 29, 1944. Under this amendment, the regional representative could approve rent increases based upon increased cost beyond the owner's control even where such approvals took place after initial occupancy; provided that the application for the increase was made in writing before initial occupancy, and provided also that the increase was based upon increased cost of construction, and not upon increased cost of operation. 1/

Violations of NHA Public Regulations and Recommendations for Enforcements

Regional representatives were made responsible in May, 1944, for referring matters involving the enforcement of NHA Public Regulations to the Office of the General Counsel whenever compliance could not be voluntarily obtained at the local level. The responsibility for evaluating the legal strength or validity of any case, was the General Counsel's, and not that of the regional representative. 2/

1/ Operating Instructions No. 41-2. approved April 12, 1944
(Note in this connection that it took from March 29, to April 12, for the order to be transmitted to the Regional Representative)

2/ Operating Instructions No. 41-3, approve May 17, 1944

In October 1944, additional responsibilities with regard to determining and reporting violations of NHA Public Regulations were placed upon the regional representives. An understanding between the War Production Board and the National Housing Agency made the National Housing Agency solely responsible for the investigation and preparation of all compliance cases involving sales or rentals in excess of approved charges or to ineligible persons, or involving disposition of property in a manner other than that permitted by the priorities application and applicable regulations. Complaints and information on any of these violations which came to the attention of the WPB, whether through its field offices or central office, were to be referred directly to the appropriate NHA regional representative. If administrative or court action was warranted in any case, it would be referred to the WPB for actual enforcement.

A procedure was set up in detail for reporting such cases to the General Counsel of the Office of the Administrator. Facts and data required in such a report were given and the Regional Representative was instructed to take cognizance and keep adequate records of all complaints and reports of violations and the action taken thereon. 1/

1/ See Operating Instruction No. 41-3A, Approved October 6, 1944

Eligibility of Red Cross Representatives for War Housing

Was a civilian employed by the Red Cross as personnel director at an air base, assisting enlisted men and their families eligible for war housing? The General Counsel issued a decision to the effect that Red Cross services were included as part of Section 2 .01 3 of NHA General Order 60-1B. Technically the order referred to civilian workers necessary to the health and safety of civilian war workers, rather than enlisted men, but the General Counsel argued "It seems clear that civilians necessary to the health and safety of enlisted men should be served the same as civilians necessary to the health and safety of civilian war workers". 1/

Eligibility and Occupancy

At the end of November 1942, the first NHA General Order relating to eligibility for occupancy to war housing, both public and private, was issued under the signature of the Administrator. Responsibility was assumed by the National Housing Agency for the proper occupancy of war housing under its control, and for the adoption of regulations assuring the reservation of war housing for indispensable in-migrant civilian war workers.

1/ NHA Memorandum No. 41-4, Approved August 13, 1943

The statement issued jointly by the War Production Board and the National Housing Agency on April 14, 1942, had established that NHA would provide housing only for war workers whose in-migration from beyond the distance of feasible transportation into localities of intensive war production activity was indispensable to augment the local labor supply to the extent necessary for the nearing maximum war production. By the Directive of July 16, 1942, the War Department, the Navy Department and the National Housing Agency agreed further that the NHA would program housing only for indispensable in-migrant civilian war workers, and that with respect to housing already programmed, preference should be given to such workers. One exception was made of the District of Columbia where in-migrant enlisted men and officers of the Army and Navy were eligible. In projects under the Lanham Act, PA No. 671, and PA No. 781, however, officers above the rank of Captain in the Army and Lieutenant Senior Grade in the Navy were not eligible.

To carry out the general policy thus announced, a number of definitions were made of who were indispensable in-migrant civilian war workers. NHA regional personnel were instructed to consult and advise with a designated representative of the War Manpower Commission in their areas in interpreting the definitions in border-line cases arising out of special local conditions. Border-line cases were, if possible, to be handled in the field. Such cases which might be considered amendments to the definitions had to be referred to the Office of the Administrator.

See NHA Order No. 60-1, approved November 27, 1942

In April 1943, the General Order relating to the eligibility for occupancy of war housing was amended. It extended the definition of eligible civilian war workers and the meaning of "practicable daily commuting distance." The initial qualifications of eligible civilian war workers included only those who came into the locality within one year prior to the date of execution of a contract of purchase or a lease of public or private war housing. Eligibility was extended by the amendment to all civilian war workers who had come into the locality subsequent to July 1, 1941, (or such later dates as might be fixed by the regional representative of the NHA for the locality involved,) and/or who has brought in his family from a former home beyond practicable daily commuting distance.

With regard to the latter, the regional representative was given discretion to change the cost or the time of private transportation, or of established common carrier within his locality. The initial requirement had been a cost of not more than fifty cents per round trip, and nominal traveling time of not more than three hours per round trip. This was now alterable at the discretion of the regional representatives. 1/ The eligibility requirements were again revised on May 1, 1943, to

---

1/ See NHA General Order No. 60-1A, approved April 2, 1943

make eligible for occupancy civilian war workers engaged in the production, mining, or fabrication of materials or products used exclusively or almost exclusively by the armed forces and the merchant marines. This expansion of eligibility included those engaged in the processing of food and other activities in food industries.

Occupancy and Disposition of Private War Housing

Private housing to which occupancy standards applied, the persons who were eligible war workers for such housing, the length of time such housing had to be held for their use, the conditions under which such housing could be transferred or sold, and the conditions under which occupancy standards applicable to such housing could be modified or removed were indicated in General Order No. 60-2, which was issued in February, 1943. 1/

Occupancy standards applied to all new private war housing and additional housing accomodations created by remodeling or rehabilitation which had received priority assistance or authority to begin construction on Form PD-105, or preference rating order No. P-55. 2/ In July 1943, the length of time during which an option to purchase might not be exercised was cut from four months occupancy to two months. 3/

1/ See NHA General Order No. 60-a, Approved February 2, 1943. The contents of this order appeared in the Federal Register as Title 24, Chapter 7.

2/ For further details see General Order 60-2,

3/ See NHA General Order No. 60-2A, Section 204-E, as amended.

Private War Housing for which applications for priority assistance had been filed with the FHA before February 10, 1943, but for which quotas did not become available until on or after that date were only to be approved after July 15, 1943, subject to the rules applicable to war housing begun on or after February 10, 1943.

The Regulation that private war housing begun on or after February 10, 1943 had to be held for rental to be eligible war workers only for the duration of the national emergency, and could be disposed of to an occupant only after four months occupancy, was changed. After two months' occupancy, one could purchase the war housing unit he occupied, subject to NHA General Order No. 60-3, moreover, without conforming to this requirement, a dwelling unit in a private war housing project could be held for sale or sold to an eligible war worker within fifteen days after the Federal Housing Administration had made its final priority compliance inspection report, with respect to the unit.

No owner could sell more than one-third of the units in all his projects begun on or after February 10, 1943, unless he made such sale in conformity with the requirement of holding for rental for two months, in the case of occupants, and within a price range for the general type of unit acceptable to the National Housing Agency. If the Units to be held for rental for the required period of time.

A person who would not himself occupy private war housing, could purchase or otherwise acquire such housing at any time in accordance with NHA's General Order No. 60-30, provided the

occupancy and disposition limitation, applicable to such housing prior to such purchase or acquisition, continued to be applicable to such housing after such purchase or acquisition. 1/

In November 1943, the joint Army, Navy NHA-Directive of July 16, 1942 was incorporated by reference in NHA General Order No. 60-1B. In the definition of eligible war workers for private war housing begun prior to February 10, 1943, the standard application for such housing included, "Members of the armed forces." This made members of the armed forces, including convalescents, as well as those on active duty, eligible for such housing, as well as for reference by war housing centers or other appropriate placement agencies to existing private structures programmed for war workers. 2/

At the end of January 1944, it was made clear that the establishment of criteria of eligibility for occupancy of private war housing projects was not intended to exclude from such projects any persons currently occupying any Federally owned or leased war housing projects under the jurisdiction or control of the NHA or any FPHA-aided public war housing unit reserved for various types of war workers as to occupancy or re-occupancy. Any persons, regardless of their occupations or their status as in-migrants, occupying the foregoing types of public war housing space, were eligible for occupancy, however, was subject to the same requirements as to rental , sale, disposition, transfer, as occupancy by other eligibles for the type of war housing involved. 3/

1/ NHA General Order No. 60-2A

2/ NHA General Order No. 60-2B, Section 3, .03

3/ NHA Regulation No. 60-2C, approved January 25, 1944 This amendment made it possible for people in public war housing to move over to private war housing, when and if they were able.

On February 2, 1943, General Order No. 60-3 was issued, promulgating regulation implementing NHA General Order No. 60-2. It outlined the methods of disposition of private war housing, rent levels, sales prices, and petitions. Rents were not to exceed $50.00 per month shelter rent, per unfurnished dwelling unit. A reasonable charge was permitted for tenant services. In no event, however, was this to exceed $3.00 per month per room. The sales price was not to be in excess of the fair market price of $6,000, whichever was lower. In case of sale, the transferror had to submit to the NHA regional representative or to the local office of the FHA, an agreement on form NHA-60-1 properly executed by the transferee, stating that such transferee would hold the premises subject to all occupancy and disposition provision set forth in NHA General Order No. 60-2. 1/

On July 10, 1943, General Order No. 60-3A amended the public regulations with regard to the methods of disposition of private war housing, including rent levels, sales levels, and petitions to the National Housing Agency to bring it in line with the changes that had been made in the length of time and other requirements for eligibility of occupants and the right of sale. 2/

1/ NHA General Order No. 60-3, appearing in Federal Register as Title 24, Chapter 7

2/ See Changes in Section 301 and Section 303

The regional representative was authorized to grant such release as he deemed appropriate not only in cases where costs of construction had risen, but also in cases where cost of operation of housing had risen over which the owner had or has control. 1/

Monthly Payments for Private War Housing

In the middle of August 1943, the limitations applicable to total monthly payments for private war housing rented by war workers was defined more specifically in a General Order which became effective September 1, 1943. 2/

The definition of terms used in General Order No. 60-3A was given. Such items as "shelter rent," "changes for tenant services," "reasonable price for garage space, " "actual cost on a pro-rata basis of tenant gas and electricity" were defined in detail.

It was announced that Direction 25 of the War Production Bard delegated to the NHA jurisdiction over matters pertaining to rent chargeable for priority assistance private war housing, including interpretation and formulation of policy. This delegation applied only to the initial rental which could be charged for private war housing. This initial rental was established prior to initial occupancy. Once the housing had been occupied, however, NHA had no jurisdiction over changes in the rent

---

1/ See Section 401 of General Order No. 60-3A, Approved July 10, 1943

2/ NHA General Order No. 60-9, supplementing NHA General Order No. 60-3A

chargeable or facilities, equipment and services, which owners had to furnish. After initial occupancy, all such matters came within the jurisdiction of the Office of Price Administration. The local office of the FHA, in certifying as eligible a project described in a PD-105, had to determine that the accomodations proposed to be provided were suitable for the person for whom intended, and that the total monthly payments as stated in the application was consistent with the accomodations described therin.

Questions were to be referred from the local FHA offices to the regional representative and from him to the Office of the Administrator in cases of difficulty.

In March 1944, the charges for tenant services were expanded to include a charge by the owner for ground maintenance. 1/

In August 1943, General Order No. 60-3B was issued revising its predecessor, General Order No. 60-3A, to restore the definitions in General Order No. 60-9 for "shelter rent" and "tenant services."

Furthermore, "sales price" was defined as the total consideration paid by the purchases for the dwelling units described in the priority application as approved, excluding those incidental charges which a purchaser of real estate customarily assumed in the communities where the real estate was located. The revised definition of sales price was a clarification and not a change. Most builders had understood that the limitations on sales price applied to the complete housing unit as described in the priority application. Some builders, however,

---

1/ Regulation No. 60-9A, Approved March 6, 1944

had not realized that they could not describe a unit in their priority applications as including for example, a refrigerator, and then undertake to sell the housing unit itself for the approved price and the refrigerator for an additional $125.00.

The regional representative had been authorized to modify occupancy and disposition limitations only on petition of the owner. The owner could not enter such a petition until the housing had been completed for sixty days. In the revised General Order No. 30-3B, the regional representative was authorized to modify occupancy and disposition limitations on his initiative, either before or after completion of the housing. 1/

In November 1943, a revision of General Order No. 60-3C required and allowed certain types of recommendations from the FHA with respect to relaxation of occupancy and disposition provisions for private war housing. It outlined certain general principles governing relaxation and certain notification requirements after relaxation. The regional representative could feel free, if he deemed it necessary, to consult with the Office of the Administrator prior to taking action on "a very substantial volume of private war housing" under consideration for relaxation from occupancy and disposition divisions.

1/ See Section 5, of General Order 60-3B, approved August 23, 1943

"A very substantial volume" was defined as more than 25 percent of the total number of private war housing units in the locality. 1/

Provisions of Regulation W of the Federal Reserve System in Relation to Housing

The Board of Governors of the Federal Reserve System, issued a revised Regulation W, on May 6, 1942. Section 8E of the Regulation vested authority in the Administrator of the National Housing Agency to exempt "Any extension of credit, to remodel or rehabilitate any structure from the Provisions of Regulation W, by designating such projects as defense housing." The Administrator's authority to make such designation was delegated to qualified registrants in NHA's Administrator's Order No. 8, dated June 19, 1942, subject to various conditions set forth in the Administrator's.

On February 2, 1943, NHA Administrator's Order No. 8 was superseded. Under General Order No. 60-4, appearing in the Federal Register as Title 24, Chapter 7, the Administrator delegated with respect to all applications submitted to registrants on or after February 10, 1943, to any creditor or lender, who was qualified as a registrant in accordance with the provisions of Regulation W, authority to designate any project for the remodeling or rehabilitation of an existing structure as defense housing. This designation as defense housing could be made when, after obtaining a bonafide signed statement of Form NHA 60-5, the registrant

---

1/ NHA General Order No. 60-3C, approved November 10, 1943

found in good faith that the proposed project satisfied the criteria set forth in the new order.

Defense housing was defined, in part, any housing project which had been allotted materials under the controls materials plan, or had been granted priority assistance or authority to begin construction by the WPB for which allotments, assistance, or authority an application had been made on WPB Form PD-105, or Form PD-200. 1/

At the beginning of June 1943, fully cognizant of the increasing manpower shortage and the possibility of overloading the heating industry at the beginning of winter, the National Housing Agency revised General Order No. 60-4, making it possible to extend long-term credit for the purpose of repairing heating systems during the spring and summer. In this way the danger of overloading the heating industry in the Fall, of the year was avoided. 2/

As of November 15, 1943, by General Order No. 60-4B, registrants were prohibited from authorizing long-term credit for any work project designed to maintain the habitability of an occupied dwelling unit unless (a) the project had been approved by SPB following the submission of an application on Form WPB-2896, DD-105, or DD-200, or (b) the project was necessary to repair damage caused by an act of God. 3/ The areas in which exemptions

---

1/ NHA General Order No. 60-4, Approved February 2, 1943. See Section 3, Projects Which May Be Designated Defense Housing.

2/ NHA General Order 60-4A

3/ NHA General Order No. 60-4B, Approved October 25, 1943

of disaster cases could be made was extended to include localities in which priority assistance had been made available to publicly financed war housing. Such projects were formerly exemptable only in localities where priority assistance had been authorized for privately financed war housing.

Form NHA 60-5 was also revised, and the number of copes necessary was cut down. 1/

General Order 4B created two problems. The first and the lesser was the problem of what to do with the large quantities of FORM NHA 60-5, which certain registrants had on hand. The second problem was one of the increased workload on War Production Board Field Offices as a result of a misunderstanding of the order. The Order had provided that, effective November 14, 1943, long-term credit (more than one year) could not be extended to any project involving (a) maintenance or repair, or (b) structural changes which cost less than $200.00. Some registrants, however, did not understand it that way. They took General Order 60-4B to mean that the responsibility for exempting maintenance and repair projects, or projects involving structural changes costing less than $200.00 had been shifted to WPB. They thought that approval by WPB could be obtained through submitting WPB Form 2896, PD-105 or PD-200.

1/ NHA General Order No. 60-4B, approved October 25, 1943

The WPB Field Offices, however, were not authorized to consider applications covering maintenance and repair projects or projects involving structural changes costing less than $200.00. This meant that they had a large burden of paper work and verbal explanation to make in returning these forms. NHA Memorandum No. 60-1 was issed November 19, 1943 to clarify this misunderstanding. 1/ With regard to the large quantity of forms, permission was granted to registrants to use or accept copies of Forms NHA 60-5 in lieu of the new NHA Form 60-5, revised November 15, 1943 until their present supply of the old form was exhausted, provided they made a few minor changes.

As of January 1, 1945, housing construction was designated "defense housing" under Section 8 (E), of Regulation W and excepted from the credit restrictions imposed by Regulation W, if authorization for the proposed construction had been received from NHA, and approved copy of the priorities application Form WPB-2896 for the statement "NHA Regulation No. 60-4C applied to this priority," or if the proposed construction was in a war housing area and would provide additional dwelling accomodations, or would help maintain the local housing supply by reconstruction, remodeling or conversion. 2/ The applicant was required to execute and submit,

---

1/ NHA Memorandum No. 60-1, approved November 19, 1943

2/ NHA Regulation No. 60-4C, approved December 18, 1944, effective January 1, 1943. The reference title of NHA General Order 60-4B, was changed to NHA Regulation 60-4B.

in a matter satisfactory to the registrar, two copies of Form NHA 60-5 revised as of January 1, 1945 or subsequent.

The registrant who extended credit directly for the first time, called the initial creditor, was required to retain the two executed copies of Form NHA 60-5, covering a project designated by him as defense housing in accordance with this regulation. He had to file and ret in one of such copies for a period of at least two years from the date of the advance of credit. This copy was to be available to the National Housing Agency or any other government agency interested in the transaction. If the debt was transferred to a secondary creditor and subsequent creditor, the other executed copies of said form NHA 60-5, was to be furnished the secondary and subsequent creditor or creditors had to release his copy of the form to his transferee. The secondary or any subsequent creditor was his title to rely upon the determination made by the initial creditor. 1/

On January 24, 1945, approximately five weeks after NHA Regulation No. 60-4C was issued, vitiating Regulation General Order 60-4B, a new regulation was issued repealing NHA Regulation No. 60-4C, and reinstating NHA General Order Regulation No. 60-4B. General Order (Regulation No. 60-4B) was readopted and made effective on the effective date of the Regulation which was two days after the approval. Form NHA 60-5, revised August 6, 1944, was re-

---

1/ A copy of Form NHA 60-5, revised as of January 1, 1945, was attached to NHA Regulation No. 60-4C

instated and was to be used. 1/

Public War Housing and Occupancy Standards

In February 1943, the public war housing to which occupancy standards applied were set forth in a General Order. 2/ The persons who were eligible war workers for public war housing, the length of time such housing had to be held for their use, and the conditions under which such housing could be made available for other purposes were indicated. On or after February 10, 1943, initial occupancy and re-occupancy of every dwelling accommodation in all Federally owned or leased public war housing projects, under the control of jurisdiction of NHA or any of its constituent units had to be reserved exclusively for eligible war workers as defined in NHA General Orde No. 60-1. This included all public war housing projects undertaken pursuant to the Lanham Act, Public 849, as amended, Public Act No. 9 PA-73, PA-363, and PA 781.

It included all projects of Defense Homes Corporation, and all Federally owned projects undertaken pursuant to Public Act No. 671, of the Seventy-Sixth Congress.

The only exceptions were four Lanham Act Mutual Ownership projects under the jurisdiction of FPHA, which had been substantially completed and occupied.

1/ See Regulation No. 60-4D, approved January 24, 1945, effective January 26, 1945, and find out why there was this change back to the old regulation. There might be an interesting story here--check on this.

2/ General Order No. 60-5, appearing in the Federal Register as Title 24, Chapter 7.

It included all projects of Defense Homes Corporation, and all Federally owned projects undertaken pursuant to Public Act No. 671, of the 76th Congress.

The only exceptions were four Lanham Act Mutual Ownership projects under the jurisdiction of FPHA, which had been substantially completed and occupied.

Resident, as well as in-migrant civilian war workers could be admitted to occupancy. Another exception was with respect to off-reservation or off-post projects programmed for military or naval personnel prior to June 16, 1942. With respect to these eligible military or naval personnel as certified by the local commandant could be admitted to occupancy, provided that preference without a specified reservation period had first been given to indispensable in-migrant civilian war workers. 1/

If the housing accommodations held had been available for occupancy for eligible war workers for sixty days after completion, or for sixty days after any vacancy occurred, then the National Housing Agency constituent agency in control of such dwelling accommodation could inform the Regional Representative fifteen days in advance that it wanted to permit such housing accommodations to be occupied by other civilian war workers, or enlisted men or officers not above the rank of captain, or to others eligible for occupancy.

1/ NHA General Order No. 60-5, approved 2-2-43.

Unless the Regional Representative indicated a further holding period was desirable, they could go ahead and rent to other than the eligible in-migrant war workers.

On February 10, 1943, Federal Public Housing Authority operated Public Works Administration Housing Division Projects, and non-farm housing projects transferred to Federal Public Housing Administration from Federal Security Agency pursuant to provision of Paragraph 1 (g) of Executive Order No. 9070, were brought in to the war housing program. They were reserved exclusively for eligible war workers as defined in National Housing Agency General Order No. 60-5.

It was with respect to them that the previous Provisio that housing accommodations held available for occupancy for sixty days or more, could be dispensed with.

In this manner, almost all of existing public housing was brought in to the category of public war housing. 1/

An Amendment to General Order 60-5 was issued in March 1943, making the reasonable length of time dependent upon the judgment of the Regional Representatives and shortening the amount of notice he was to get to ten days instead of fifteen. 2/

1/ NHA GENERAL ORDER 60-5, approved 2-2-43.
2/ NHA GENERAL ORDER 60-5a, appearing in Federal Register, as Title 24, Chapter 7, approved 3-19-43.

On November 10, 1943, General Order No. 60-5b was issued, revising General Order No. 60-5, and 60-5a to allow Regional Representatives to initiate relaxation of occupancy and disposition provisions for public war housing. To permit the Federal Public Housing Authority to initiate relaxation of occupancy and disposition provisions without reference to a sixty day holding period, to outline certain principles governing relaxation, and to define the relationship between the Office of the Administrator and the Regional Representatives with respect to relaxation. 1/

At the end of January, 1944 three new sections were added to General Order No. 60-5b, related to suspended housing, standby housing, and terminated housing.

The Regional Representative was authorized to recommend suspension of any Federally owned public war housing projects or parts thereof, in accordance with detailed instructions and procedures set forth in National Housing Agency Operating Instructions No. 11-18. He could recommend revision of the locality program so as to provide for standby purposes any Federally owned public war housing projects or parts thereof. This recommendation would result in the closing and holding of such projects or parts thereof for anticipated occupancy at some later date by in-migrant war workers. 3/

1/ NHA General Order No. 60-5b, approved 11-10-43.
2/ See regulation No. 60-5c, approved 1-25-44.
3/ See in connection with this, National Housing Agency Operating Instruction No. 11-18.

He could also recommend restoration to active status with or without occupancy restrictions for termination. With regard to terminated housing, there was to be provision for the removal, transfer to other Federal agencies, sale or lease in accord with the relevant statutory provision. 1/

On March 7, 1944, the Regional Offices were advised that the clause, "Officers of the Navy and Coast Guard not above the rank of captain" was included as a result of a typographical error, and could be disregarded. It was to be stricken from all copies of Regulation under 60-5c. 2/

In November 1944, Regulation No. 60-5c was superseded by Regulation No. 60-5d, which provided for occupancy preference for veterans or families of absent military personnel where exclusive reservation requirements applicable to public war housing were relaxed. 3/

1/ The policies and procedures relating to such termination and disposition during the war were treated in National Housing Agency Regulation No. 60-11, which see.

2/ Operating Instruction No. 60-5.

3/ See Regulation No. 60-d, Sub-section 4, .03, Clauses D and E, approved 11-8-44, effective 11-13-44.

Conservation of Material and Private War Housing.

The Joint Declaration of Policy of the War Production Board and the National Housing Agency regarding War Housing, dated December 11, 1942, provided among other things for the conservation of critical materials incorporated in the housing project and the withdrawal or recapture of excessive quotas. 1/

The Federal Housing Administration was instructed to act favorably upon applications for priority assistance for authority to begin construction after February 27, 1943, only if the proposed construction, remodeling, or rehabilitation conformed to the provisions of the War Housing Critical List, approved December 12, 1942, and the War Housing Construction Standards, approved January 1, 1943.

The same instructions applied to requests for extension of the term of a Preference Rating Order or for the issuance of an allotment under the Control Materials Plan, or for the authentication of an order for the purchase of materials included in a preference rating order, or for any other request for amendment of a preference rating order.

1/ General Order No. 60-6. Approved February 23, 1943, was issued to implement those provisions with respect to private war housing.

The only exceptions were to be in cases where the person making the request could prove that it was not practicable to conform, or where the Federal Housing Administration determined that it would result in an undue hardship to conform such a project to the applicable provision of the critical list or standard, because of special circumstances. 1/

The same Regulations applied to amendments of the War Housing Critical List and War Housing Construction Standards as applied to the original List and Standards.

When the Office of the Administrator determined that the established quota for any housing critical area was accepted it would revise or withdraw the excessive portion of the unissued quota of such housing critical area. The Federal Housing Administration was instructed to inform owners of affected projects where curtailment in the construction of private war housing was necessary and to request that the owners offer for recapture such portion of their preference rating orders or authorities to begin construction as they would not use in view of the changed conditions. All revisions or recaptures were normally to be considered in reverse order of the chronological dates upon which preference rating orders and authorities

1/ General Order No. 60-6, approved 2-23-43.

had been issued in the area. 1/

Some twenty months later in November 1944, Regulation No. 60-6a superseded General Order No. 60-6. In the revised regulation, provision was made for cancellation by the Federal Housing Administration directly, instead of cancellation by the War Production Board on its recommendation. 2/

Priority Classification of Executive Departments and Agencies

An Executive Order of the President, effective July 1, 1944, revoked the Priority Classification of Executive Departments and Agencies, which had been issued by the Bureau of the Budget. The National Housing Agency, in a memorandum dated August 14, indicated that it, nevertheless, would adopt such listings in defining civilian employees of the United States under General Order 60-1D. Such listings were to be used until General Order 60-1D was amended. 3/

Compliance with Standards of War Worker Eligibility for Private War Housing.

Two alternate methods were set up in the spring

1/ General Order No. 60-6, approved February 23, 1943.
2/ See Regulation No. 60-6a, approved 11-8-44.
3/ Operating Instruction 60-7, approved 8-25-44, transmitted a copy of the "Priorities Classification of Executive Department and Agencies" list, which was in effect on June 30, 1944. It was indicated that it was still in effect.

of 1943, whereby National Housing Agency could observe, check and help to effectuate compliance with its eligibility requirement for private war housing. These were: (1) the use of the Compliance Report on Occupancy of Private War Housing, and (2) the use of the war workers housing referral card. National Housing Agency proposed to rely, primarily, upon the owner of the war housing unit and the proposed occupant, making them jointly responsible for determining whether the occupant was an eligible war worker. Within a week after the occupancy or reoccupancy of a unit, the owner had to send his Compliance Report to the National Housing Agency. This report was set up as Form, National Housing Agency 60-8.

It had to be returned to the local War Housing Center or to the Regional Office of the National Housing Agency within seven days. On the basis of this report, National Housing Agency could take corrective measures in cases where the occupancy was not in conformity with the standards of war worker eligibility. All owners of private war housing begun on or after February 10, 1943, had to file this report, Form National Housing Agency 60-8, unless they used the alternative method of War Workers Housing Referral Card.

The war workers housing referral card was to be issued at war housing centers only to those persons who qualified as essential in-migrant war workers as defined in National Housing Agency General Order 60-1, as Amended. It was to include a portion to be detached by the owner after the house had been rented to the war workers and to be returned to the

war housing center as an occupancy report in lieu of the Compliance Report. Form National Housing Agency 60-9 was prepared for housing on which priority assistance had been asked before February 10, 1943. 1/

On April 26, 1943, National Housing Agency Regulation 60-2 was approved. It provided for the processing of Forms National Housing Agency 60-8 and 60-9, reports of private owners covering occupancy of war housing. All forms were to be checked. Where there was a large volume of private war housing, the regional representative could elect to base his check on a substantial sample, rather than on all forms received in those areas. The Federal Housing Administration was made primarily responsible for the distribution of Forms 60-8 and 60-9. Where there were war housing centers, the war housing centers were to make checks of all the reports they had.

On July 15, 1944, Regulation 60-8-1 was issued, superseding Section 6 of Regulation General Order 60-8, which required the filing of information by owners of war housing, begun prior to February 10, 1943, on Form National Housing Agency 60-9 as to the occupancy of their housing. Experience had shown that continuance of the use of Form National Housing Agency 60-9 was no longer necessary. Consequently, as of June 30, 1944, its use was discontinued. Regional offices and

1/ General Order 60-8, approved 4-9-43.

war housing centers were instructed not to distribute such forms to owners of war housing begun prior to February 10, 1943, and no longer to require adherence to the provisions of Section 6 of General Order 60-8. 1/ During September 1944, Regulation General Order 60-8, was re-written, incorporating Regional Regulation General Order 60-8 and Regulation 60-8-1. See Regulation No. 60-8, approved 9-19-44.

In September 1943, General Order No. 60-10 was issued as a guide in referring to the proper individuals in the Washington Office, problems and questions relating to public regulation, such as the "60-Series" of National Housing Agency General Orders. To the Assistant Administrator (Program) questions involving Regulations 60-1B; 60-2A; 60-3B; 50-4; 60-5; and 60-9; To the Technical Director, questions involving Regulation 60-6; To the Homes Use Director, 60-8; To the General Counsel, questions involving interpretation, construction, or changes in public regulations. 2/

Termination of Temporary Housing.

In January 1944, in keeping with Section 313 of the Lanham Act, relating to temporary public war housing, which provided for removing all housing of a temporary character, as needs ceased to exist, the regional

1/ Regulation 60-8-1.
2/ National Housing Agency Order No. 60-10, approved 9-17-43.

representative was authorized to recommend termination of any Federally owned public war housing projects or parts thereof, (a) when the best available information showed that there was no anticipated in-migrant war worker need, which would justify reprogramming the housing involved for standby purposes; (b) when it was clear from rental experience, that the housing involved was not needed in its present location to meet residential needs which could be served by relaxation of the occupancy requirements.

The Federal Public Housing Authority was given full authority and responsibility for taking all necessary action resulting from the termination of projects assigned to it. Certain policies were set up for its guidance; (a) trailers and portable units were to be moved to fill public war housing programs for such units in other localities, or to carry out other assignments by the Administrator. They were not to be transferred, or sold, or leased for any other use, unless they were in such a state of disrepair that their further use was impracticable. (b) Movable structures were to be used in carrying out public war housing programs in other localities. (c) Movable structures which could not be used for public war housing, could be sold to be used in meeting private priority quotas under the war housing program in other localities. If the structure were of a temporary character, they could not be sold for such use. (d) Structures are not used in (a), (b), or (c), could be transferred to another Federal agency or sold or leased to a public or quasi-public agency when needed for non-residential or institutional uses connected with the war or its orderly demobilization. (e) Federal Public Housing Authority

could reserve structures for non-residential or institutional use on its present site by any Federal agency.

In December of 1944, the disposition of Federally owned war housing projects developed under Public Law No. 671, was considered in Regulation No. 60-12. When a project built under Public Law 671 of the 76th Congress, became available for disposition, the Federal Public Housing Authority was instructed to make efforts to sell it to local housing authority in whose jurisdiction the project was located to provide low-rent housing for families of low-rent income, as required by that law and the United States Housing Act, as amended. The Commissioner was to establish the sales price. The project was to be eligible for loans and annual contributions in accordance with the provisions of the United States Housing Act of 1937, as amended, and the established policies of Federal Public Housing Authority. Pending the sale of any such project, the Federal Public Housing Authority could lease it to a local housing authority for the same purposes. 1/

In March 1945, the Regulation was revised to authorize the disposition of any project developed under Public Law No. 671, either during or after the time it was needed for occupancy by persons engaged in National defense activities. 2/

1/ Regulation No. 60-12, approved 12-23-44.
2/ Regulation No. 60-12a, approved 3-9-45.

In April, the regional representatives were advised that the Federal Public Housing Authority regional directors would consult with them in advance of any negotiation for sale of the project, with regard to the possible effect of such sale on the use of the project in connection with national defense activities. The purpose of this consultation was to give the regional representatives opportunity to guard against local misunderstandings of the intent of the action and adverse public relations in the community. 1/

Disposition of Permanent Federally Owned War Housing Projects.

In January 1945, the general policy was enunciated that permanent public war housing projects, or parts thereof, should be disposed of as expeditiously as was consistent with the furtherance of the war effort and orderly demobilization. In accordance with the Lanham Act, permanent war housing projects were to be sold for private residential purposes, unless transferred for use by other Federal agencies, or unless other uses were specifically authorized by the Congress.

Where a local authority and the governing body of the community proposed that a project be utilized for low-rent or other public purposes, and the Federal Public Housing Authority concurred, the Federal Public Housing Authority was to submit the proposal to the

1/ Operating Instruction No. 60-8. Approved 4-12-45.

Administrator for his consideration. He would determine whether the proposal was to be recommended to the Congress. Federal Public Housing Authority was made responsible for consulting with local authorities and governments, and for advising the Administrator of the recommendations of local authorities and the Federal Public Housing Authority where public or low rent use was proposed. The Office of the Administrator, after consultation with Federal war agencies, the constituent units of the National Housing Agency, and the community, would determine the time of assignment for disposition of permanent war housing. The Federal Public Housing Authority was made responsible for the disposition of permanent war housing projects, or parts thereof, in accordance with assignments by the Administrator. It was to establish policies and procedures for disposition, in accordance with applicable laws and this regulation.

The terms and conditions of sale were outlined. Preference was to be given to "consumers," that is occupants or prospective occupants. Among prospective occupants, veterans were to have preference. Mutual ownership corporations, comprised of occupants or prospective occupants, were also considered as consumers. Only when sale to consumers was not feasible, could it be to private investors. Before sale, prices equal to the reasonable market values as established by competent appraisal, had to be publicly announced, provided that advantage was not to be taken of scarcity in the market to obtain inflated prices.

Public notice had to be given and proposals solicited before any sale to private investors. Sales had to be consummated at prices conforming, as far as practicable, to appraised value. The best and highest offer obtainable was to be accepted unless it was found in the public interest to accept a lower offer.

Insofar as possible, sales were to be for cash and such financing as was necessary was to be obtained in the private financial market. Where such financing was not available, Federal Public Housing Authority was to be guided by local financing practice in establishing sales terms. 1/

Occupancy Regulations and H-2 Housing.

In November, 1944, when housing under the H-2 program was undertaken, Regulation No. 70-1 provided that the public regulations of the National Housing Agency covering occupancy, rental, or disposition of private housing. 2/

1/ Regulation No. 60-13, approved 1-4-1945.
2/ Regulation No. 70-1, approved 11-8-44.
That is, Regulations (General Orders) 60-1B, 60-2, 60-2C, 60-3C, 60-7, 60-8A, and 60-9A.

In June 1944 the General Counsel began a series of reports on the work of his Office. It did not cover the routine legal services. It covered rather news, matters of more general interest. The following pages record the gist of the contents with regards to the activities of the sections of the General Counsel's Office.

1. The Codification and Legal Studies Section

The Codification and Legal Studies Section in June 1944 prepared charts describing and comparing laws relating to State zoning, local housing authorities, urban planning, and urban redevelopment corporations. A study of State subdivision control laws was in process.

During the month, the section completed a study entitled: "The Tools of the National Housing Agency and How They Work." It answered requests for assistance from the Directive Committee on Regional Planning of Yale University; the Palnning Commission of the City and County of San Francisco, California; the National Institute of Municipal Law Officers, and from a Special Committee of the American Public Health Association.

In July, a thorough study of the history of the G.I. Bill was undertaken. Its purpose was to resolve questions which arose in connection with the guaranty of loans under Sections 500 and 505.

In October 1944, the Section worked with the Urban Development Division on the preparation of material for the Taft Committee. Materials included the text, charts and tables on the role of housing in the municipal economy and in the family economy. By the middle of October, it had substantially completed the collection and codification of all of the laws, executive orders and other instruments of authority under which NHA and its constituents had operated since their creation. It compiled also the statutory and other authority for the regulatory powers.

In November, the Section doncluded, in collaboration with the National Institute of Municipal Law Officers, an analysis of court decisions which related to the validity and enforceability of agreements by municipalities to eliminate substandard housing conditions throught the exercise of their police powers.

In December 1944, the Section surveyed resources available for meeting the post war housing need. The survey made included an analysis of the housing and home financing industries, a description of community an federal housing tools. The Section also assisted in the study of the "No Man's Land" area of housing. It furnished legal materials needed by the Director of the Urban Development Division in his trip to England.

In February 1945, the Section undertook the preparation of supplements to bring up to date the compilations of Lanham and related acts of Federal War Housing legislation. It summarized the testimony of various witnesses before the Taft Committee. It

reviewed statutory amendments prepared by AF of L. It reported on a decision of the Illinois Supreme Court with regard to the Illinois Private Redevelopment Corporation law in which the Court upheld the constitutionality of the Law.

In March 1945, the Section began to study Statutes relating to the investment of private and public funds for housing purposes. Included were insurance companies, banking institutions, and any other institutions or agencies having moneys available for investment.

In April 1945, the Section reported, its part in assisting the Director of the Technical Division to work out an arrangement with the Cafritz organization for joint explorations into the problem on condensation of water which had proven troublesome. It had also assisted the Office of the Secretary of Commerce in connection with materials on housing for a publication by Secretary Wallace.

In May 1945, the Section, continuing its research, had also drafted a bill on urban redevelopment. It studied some legal problems which had complicated the enforcement of priority regulations. It reported an increasing tendency throughout the country to recognize it as a source for information on housing legislation and regulations.

The Legislation and Litigation Section in June, 1944 also participated in the preparation for the Taft Hearings. It helped prepare explanations of the Lanham Act amendments permitting the use of Lanham funds for priority functions for the H-2

and H-3 programs. It prepared materials regarding the $100,000,000 increase in Title VI authorizations. It maintained contacts with the staffs of the Murray and Kilgore Subcommittees of the Senate Committee on Military Affairs with respect to two demobilization bills (S-1730 and S-1823). Toward the end of the month, responsibility for the bills was concentrated in one subcommittee with which the Section continued to work most closely. In addition, it worked with the Kilgore Subcommittee on a housing research bill (S-2046). It worked with Senator Ellender, Congressman Andresen and the Legislative Counsel of the Senate on eliminating some legal difficulties from H.R. 702. It furnished some legal advise to the Department of Justice relative to housing and real property disposition.

In July 1944, during the first few weeks of the Congressional recess, the Section devoted time to the problem of adapting the facilities of the Legislative Reference Service to the special needs of other divisions, especially the Information Division. It continued to maintain its contacts with staffs of Congressional Committees and drafted the bills necessary to extend the State war housing laws which would otherwise have expired unless legislatively extended during the regular sessions commencing in January of 1945.

In September 1944, the Section reported on the Surplus War Property Disposition Bill. It reported the revision of the 1946 Administrative Expense Authorization to permit the deposit in the common administrative expense fund account of any funds transferred

or becoming available to NHA for the administration of any delegated or newly authorized function. It announced the completion of arrangements to present to the Drafting Committee of the Council of State Governments in October the Bills it desired to recommend for consideration by State legislatures in January, 1945.

In October 1944, it reported progress in the preparation of materials for use at the hearing before the Subcommittee on Housing and Urban Redevelopment of the George Committee. It collaborated with the Assistant Administrator (Administration) in replying to inquiries from Senator Byrd and from the Bureau of the Budget regarding anticipated personnel reductions when the war ended in Europe and in the Pacific. It prepared a Model State Bill providing for a joint planning and zoning commission, for a joint boards of zoning adjustment and appeals and for sub-division control regulations. This was done in response to requests from the Council of State government, the Municipal Finance Officers Association and other groups. 1/

The Section, in November 1944, reviewed briefs for the appellants in two appeals from decisions of the Ohio Supreme Court which were heard by the Supreme Court of the United States in December. 2/

1/ October 12, 1944

2/ FPHA vs Doyle and FPHA vs Guckenberger

The principle questions involved in the Guckenberger case were:

1. The right of the State of Ohio to tax property belonging to the United States and

2. The constitutionality of the United States Housing Act of 1937, as amended.

The principle issues involved in the Boyle case were similar to those involved in the Guckenberger case, except that there was additional question involving the jurisdiction of the three-judge Federal Court.

In December 1944, the Section cleared with the Bureau of the Budget a report on H.R. 5477. This Bill contained provisions identical to the Home Loan Guaranty provisions of the Servicemen's Re-adjustment Act of 1944, relative to the guaranty of home loans to war service seamen.

The Section prepared a number of explanatory statements for use in connection with the appropriation carried in H.R. 5587, First Supplemental Appropriation Bill for 1945 for an additional $10,000,000 under the Lanham Act. It assisted in furnishing the Bureau of the Budget certain data supporting NHA's request for a revision of the general provision proposed to be included in the Independent Office Appropriations Bill of 1946 relative to the payment of travel and other expenses to WAE's and WOC's. 1/

1/ WAE's are persons compensated for time spent "When actually employed"; WOC's are persons who serve "Without other compensation" than a possible per diem for time away from their homes.

Arguments before the Supreme Court were completed on December 6th and 7th in connection with the Boyle and Guckenberger cases.

During December, the Section drafted a bill for an amendment to the Ohio Housing Authority law which, if enacted, would have made possible proceeding designed to secure a reexamination of the Ohio Supreme Court decision holding that low rent housing projects were not exempt from taxation.

The Section furnished the Mead Committee with a report concerning alleged illegal activities on the part of certain housing officials in the collection of rents in various housing projects at Bremerton, Washington. It furnished the Bureau of the Budget with a report on S-2046, the housing research bill, answering certain specific objections to the Bill raised by the Department of Commerce. It continued its preparation of material for the hearings before the Taft Sub-Committee.

During the month of January, 1945, the Section drafted and submitted to the Bureau of the Budget for clearance a proposed Bill to amend the Lanham Act. The Bill was intended to perfect the provisions with the respect to the transfer of jurisdiction of publicly financed war housing projects, to the War and Navy Department. The existing provision related only to the Lanham Act and Public Law 781 projects. It permitted the transfer of jurisdiction of

those projects only when they were considered permanently useful to the War or Navy Department. The proposed Bill sought to make it possible to transfer to the jurisdiction of the War of Navy Department any war housing project that might be considered useful to the War or Navy Department in the more efficient operation of the military or naval reservation, coast, base, station, plant or facility served or to be served by such projects.

The Section prepared three amendments to the proposed Model Local Housing Authority Bill which was submitted by the National Public Housing Conference in the nine States which had not yet enacted local housing authority laws.

Several conferences were held with Governor Gruening of Alaska and members of the staff of the Division of Territories and Insular Possessions handling matters for Alaska. As a result, the Governor agreed to recommend to the legislature of the Territory the enactment of a War Housing Bill.

Statements were prepared and submitted to various Congressional sub-committees. A statement with respect to the Report of the Sub-committee on War Mobilization of the Senate Military Affairs Committee dealing with Cartels was prepared and submitted. A report with respect to the taking of the Edinger property in Trenton, New Jersey went to the Mead Committee. A

report on the status of the project at Leadville, Colorado was prepared for Congressman Rockwell. Three private relief bills were prepared and submitted to the Speaker of the House and to the Vice-President. 1/

The Section reported the favorable decision of the Supreme Court of the United States in the two Ohio Tax cases.

Copies of various State Housing Bills recommended by the National Public Housing Conference were forwarded to the regional representatives by the Legislation and Litigation Section in February 1945, along with a general analysis of the bills. The Section reported the preparation of additional materials for use in connection with the rebuttal appearance before the Sub-Committee on Housing and Urban Re-development of the Senate Special Committee on Post-War Economic Policy and Planning. It reported having made various communications to Congressional Committees in connection with six bills: H.R. 1180; H.R. 1650; H.R. 337; H.R. 45; H.R. 527; and H.R. 646.

On March 5, 1945, suit was instituted in the District Court of the United States for the District of Columbia seeking a temporary restraining order and a declatory judgment with respect to the rights of Negro war workers to occupy accommodations in the Lanham Act Project at New

1/ January 13, 1945, Keyserling to Blandford

Boston, Texas. The suit, Hughes, Brown and Harper against Blandford and the NHA, since it was a suit against the United States, it could not be maintained in the absence of consent of Congress. The Department of Justice was instructed to file appropriate negotiations for dismissal on the ground of lack of jurisdiction.

Work was begun on the preparation of comprehensive reports on Congressional bills S-469 and H.R. 2177 to provide for financial control of Government corporations. These bills if enacted, would have a major inpact upon operations carried out through the Federal Home Loan Bank Administration and the Federal Public Housing Authority.

By May 1945, the Section had prepared and cleared with members of Mr. Woodbury's staff a poposed bill in the form of an amendment to the National Housing Act providing for the insurance of investments in rental housing for families of moderate income. It had prepared a comparative analysis of the principal porvisions of the proposed yield insurance bill, Miles Colean's plan, Frederick Babcock's Plan B, and the 1944 Canadian Law.

The Department of Justice was requested to cause to be filed appropriate motions to dismiss as to Mr. Blandford and the National Housing Agency a law suit pending in the District Court of Iowa for Webster County, entitled "Stark vs McDonald, Ferguson, Blandford and National Housing Agency".

In cooperation with Mr. Philipson's Section, an extensive report on San Diego,

Los Angeles and the Puget Sound area was prepared for the Mead Committee. Materials relating to tax exemptions, tax payments, and payments in lieu of taxes with respect to properties under the jurisdiction of NHA units was prepared for Senator McCarrin. The Bureau of the Budget was furnished with a proposed bill for permanent administrative expenses authorization. It was also furnished with a statement concerning proposed legislation to afford service personnel occupying publicly financed housing permanent relief from loss of rental allowances.

A draft of the Bill to add to the Lanham Act entitled "Housing for Families of Service Men and Veterans with Families" together with an explanatory letter was transmitted to Congressman Lanham.

Program Servicing Section

The following paragraph will describe the work of the Program Servicing Section.

In June 1944 the Program Servicing Section worked with other divisions in Administration and Operations in developing an improved liaison with the Office of the General Counsel. It re-examined existing orders and public regulations relating to the occupancy, sale, rental and disposition of war housing. It participated in the simplification and consolidation of materials relating to inter-agency jurisdiction. It worked on the development of a uniform procedure governing transfer of projects to the jurisdiction of the War Department. It negotiated an agreement concerning the

Maritime Commission
transfer of/projects to the jurisdiction of NHA which involved approval from the Department of Justice and the Bureau of the Budget as well as clearances with Congressional Committees. The temporary War Housing Projects involved amounted to 35,000 units costing between $50,000,000 and $60,000,000. The transfer was consummated on July 1, 1944.

Legal problems involved in the transfer of management phases of the conversion program from HOLC to NHA were resolved. Procedures for the establishment of minimum and maximum quotas in public housing projects for service personnel and their families were worked out.

The Section helped prepare regulations required to put into operation provisions of Title III of the G. I. Bill relating to the guaranty of Home Loans.

In September 1944, the Program Servicing Section reported that it had completed a suggested draft of basic regulations to be issued by the Administrator of Veterans Affairs. Conferences with the War Department developed an agreement to transfer to NHA monies required to finance the construction of certain projects programmed in connection with the Army Ordnance Program. Conferences with the Navy Department developed a legal basis for the Navy Department to transfer to NHA $18,000,000. The sum was for 5,000 housing units for Naval personnel and their families. These funds were to be deposited in the common account established under Section 303 of the Lanham Act. The housing units were principally on the West Coast.

During September, moreover, a draft of the basic regulations for the H-2 and H-3 programs was substantially completed and under final review.

In October 1944, the Section reported additional progress with respect to non-compliance cases referred to the Office of the General Counsel. It had rewritten Operating Instruction No. 41-3A to conform with an agreement with the War Production Board placing full responsibility on NHA for compliance action. It reported progress on the drafting of Regulation W to give full effect to the limitation upon the extension of credit for non-war housing..

In November 1944, the Section reported the issuance of Regulation No. 70-1. This Regulation described rules and procedures for construction, rental or sale of private H-2 housing, and WPB Form 2896 was revised for use in connection with such housing.

Regulation No. 60-5D was revised to provide for preferences to veterans for publicly financed war housing. Regulation No. 60-6A was prepared and issued. It related to the revision or recapture of excessive quotas and to the cancellation of priorities and authorizations for constructions not begun within a given period.

A General Order convering various matters with respect to inventions by employees of NHA was in process of clearance in the Office of the Administrator.

In December 1944, members of the Section visited two regional offices in connection with compliance matters.

During January 1945, the Section reported issuing opinions on questions raised by the Administrative Service Division. These related to contracting authority for technical research under the Independent Offices Appropriation Act of 1945. They related to the effective date of the classification changes of certain employees. The Section prepared recommendations with respect to a proposed General Order concerning the payment of travel upon inter-agency transfer of personnel. It answered certain inquiries involving the disposal of Surplus Property.

In February 1945, the Section was called upon to handle a greatly increased volume of questions involving compliance matters and regulations. The general question of compliance policy was, at the time, under consideration by the General Counsel and the Administrator's staff.

Discussions were begun with OPA to set up a ppocedure for OPA and NHA field offices with respect to the issuance of OPA Certificates of Eviction as related to priorities assisted private war housing. The discussions continued between OPA, NHA and WPB and ended in a fruitful agreement as to procedure on which the OPA agreed to collaborate with the regional representative with a view of preventing eviction in cases where there had been violations of priority regulations.

The Section investigated a suggestion by Governor Ransom, of the Federal Reserve Board for the removal of all credit exemptions obtaining for defense housing and, for authorizing in lieu of such exemptions, a maximum credit maturity of 18 months.

In April 1945, the Section reported the first case recommended by a regional office for referral to WPB for compliance action under the arrangements whereby the NHA investigated non-compliance. The investigation was made at the request of Mr. Charles Ascher in connection with an alledged violation in Pittsburgh. In accordance with his recommendation a report of the investigation and a fully documented case was prepared and submitted on March 19, 1945 to WPB for compliance action. The WPB iniated administrative action with a view to correcting the violation and taking such administrative actions as might be further warranted and appropriate. This was reported to the OA. All the regional and sub-regional offices were given copies of the letter of transmittal and form of report in this case to assist them in the preparation of reports and documentation of similar cases.

In April 1945, it was decided that Regulation W should not be changed.

In May 1945, the Section again reported considerable time spent on eviction cases. A staff member of the Section made a number of visits to the regions. During his visit to Cleveland, he investigated and assisted in the preparation of the first court case under the OPA-NHA-WPB procedure. This case was filed on April 20, 1945 in the Federal District Court for the Northern District of Ohio, Eastern Division. A temporary restraining order was issued. The hearing was scheduled for April 30th, but was postponed until May 10th at the request of the court. This case recevied

special attention from the Section because it was the first court eviction case under the new procedure. The Section collaborated extensively with the Regional and Central offices of WPB and the Department of Justice.

The Section assisted in compliance cases in Regions IV and V.

As a result of information received from the field offices of FHA and from the Department of Justice that priorities assistance intended and approved for veterans housing was being misused for other purposes, the Section developed means of adjusting procedures to curtail the mususe. For one thing, "Certifications for Veterans housing" was drafted. For another, in cases where a veteran applicant was unable to occupy the dwelling because of unforeseeable circumstances beyond his control, the owner was required to hold the dwelling for at least thirty days after its availability for occupancy exlusively for sale or rental to another veteran.

The Section assisted in preparing a proposed amendment to WPB Directive 24 permitting an amendment of NHA 70-1 to increase the originally permitted amount of monthly rentals and sales prices for H-2 housing from $65.00 to $95.00 and from $8,000 to $12,000 respectively.

Consideration was given to a revision of General Order 10-3A and related procedures with respect to the approval of priorities application for veteran housing.

The foregoing summary of the activities of the three legal Sections indicate to some extent the demands of the war housing program upon the Office of the General Counsel. It points up the novel events which challenged the intelligences and versatility of the lawyers employed. It does not reflect the routine operations and the regular day to day operations which were normal activities, taken for granted and as a matter of course.

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

In the Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, Seventy-Seventh Congress, First Session on the First Definciency Appropriation Bill for 1941, Mr. Charles M. Palmer, Coordinator of Defense Housing, Mr. John M. Carmody, Administrator of Federal Works Agency, Mr. John Edy, his Executive Assistant, Mr. Alan Johnstone, his General Counsel and Foster Adams, Director of Research and Statistics of the Federal Works Agency appeared before the Committee. On Tuesday, February 25, 1941, Mr. Palmer reported that with regard to the first $140,000,000 in the first Lanham Act, $124,371,500 was definitely obligated and turned over to Mr. Carmody of Federal Works Agency. There was $9,500,000 in process of these programs which would go to the President in the course of the week begun February 24th. Although $133,871,500 were already used to provide 33,040 family dwelling units. 1/

Of the 33,000 units, slightly less than 5,000 were programmed for the families of enlisted personnel the balance were all for the families of civilian workers in Government Ordnance Plants, shipyards or private industry. The cost per unit was estimated at $3,500 per unit and the funds were allocated on that basis. It figured out $4,000 including utilities.

1/ See page 439 of Hearings on First Deficiency Appropriation Bill, 1941

In response to a question by Mr. Taber, Mr. Palmer, the Coordinator, pointed out that the cost of the houses themselves, the cost of the structure would average $3,000 or less, perhaps even $2,500 but the over-all cost including the acquisition of land, the construction of facilities changed so that it was in February 1941 estimated at an average of about $4,000 per unit. 1/ Mr. Palmer indicated that the estimate cost of land and utilities was "taken empirically at $4,000 as the total cost, just to be sure there would be enough to handle it."

There were not enough houses finished under the program so that there could be a chance to see how the program actually operated.

At the request of Mr. Taber, Mr. Carmody put into the record the estimated number of family dwelling units to be completed by months, in 1941 from February through November. 2/ He also indicated in a second exhibit which he inserted in the record, where the defense housing was located, the locality that is, the date of findings, the number of dwelling units authorized, the defense option, designated defense activities in locality and the type of tenancy. 3/

1/ Ibid, page 441

2/ See page 442

3/ See pages 442, 443, 444, 445, 446 and 447

Exhibit 2 referred to the Defense Housing authorized by Presidential Findings under terms of public 849. Exhibit 3 referred to Defense Housing Projects assigned for construction under the provision of the Lanham Act. In Exhibit 3, the constructing agency was given. The type of tenants was broken down into enlisted personnel of the Army, enlisted personnel of the Navy and civilians employed by the Army, Navy and private defense institutions.

Among the constructing agencies, the Farm Security Administration of the Department of Agriculture, The Federal Works Agency, local housing authorities, Navy Department, Bureau of Yards and Docks, Public Building Administration of the Federal Works Agency, Tennessee Valley Authority and United States Housing Authority were included.

Mr. Woodrum raised the question again of the $4,000 average cost. Mr. Carmody indicated that on $25,500,000 worth of housing that the unit cost for dwelling units averaged $2,840. The average cost for all other facilities, land and whatever other public utilities were necessary was $712.00. This made a grand average of $3,552 for the first $29,500,000 worht of housing. Mr. Woodrum asked a perfectly logical question, why use $4,000 per unit if the actual cost is $3,500. The answer concurred in by both Mr. Palmer and Mr. Ludlow was that the figure was used impirically. It would be better to have it full than to have it too litle.

Mr. Johnson of West Virginia, raised the question of what was to be done with the houses after the emergency is over. Mr. Palmer responded that in many instances

they could be absorbed in the local economy. Mr. Carmody under the act he said, was the man who would liquidate them. At that time, there were sixty-five localities where from 45,000 units seemed to be needed for civilian workers alone. In thirty-five additional areas, there were 9,500 units which would probably be needed for families of enlisted personnel in the service establishment. The estimate for the need under the $150,000,000 appropriation which Mr. Palmer was asking for was 54,420 units.

In the District of Columbia, there were 3,109 units built out of the first allocation and it was expected to build 1,500 more out of the $150,000,000 appropriation asked for. From July to December of 1940, private buildings under FHA insured mortgages was up 147% compared with 1939. It was up 123% for the first five weeks in 1941. The Congressmen were interested in the relation of private construction to the program. Mr. Palmer pointed out that private construction was encouraged. He submitted a statement with reference to his policy in allowing private capital to do a lot of the work where they want to do it. The statement read as follows:

"In doing the job one primary object will be to encourage the use of private capital. It is believed adequate safe-guard can be added to the many already provided and that even during these uncertain times, it will be good business for private capital to handle the requirements in most instances. Where it is not available, fails to respond, or winded impracticable to act with the promptness required by the emergency then the government will have to do the job."

"The duty of the coordinator and his staff as outlined to me is to see that the bishop housing - private preferably, but if not, that public - is made available to meet emergency needs with such dispatch that national defense does not suffer." 1/

The policy followed in determining the number of units needed for any particular locality as Mr. Palmer put it by utilizing exhausted survey made through the Bureau of Labor Statistics. Then the WPA frequently dozed on the site and made a definite check-up and estimate. FSA sent $300,000 per annum for a marketing service to see how housing was purchased. The Home Loan Bank Board also made special surveys which they turned over to the DDHC.

Mr. Rabaut raised the question as to why there had been the delay in considering the demountable or trailer type which was not considered he said, until it was considered in the Senate. He state that the trailer type people can put out those houses twice as fast as anybody else can put out any other type because that type was built inside of the factory and could be run on wheels and then delivered to its destination within 500 or 1,000 miles of

---

1/ Statement By C.F. Palmer upon assuming Office of Defense Housing Coordinator July 20, 1940, quoted page 450

the factory which made it. He felt that it was the best thing that could be done for the least amount of money for the purpose needed. 1/

Mr. Rabaut talked about the Covered Wagon Company at Mt. Clemens, Michigan. He pointed out that the trailer he was proposing, would roll off its carriage. It had a detachable carriage and would cost about $500 per unit. Mr. Palmer explained that there was one manufacturer who already was producing a unit eight feet wide. The reason for this is that under the Highway law, one could move only things eight feet wide on the highway. When the unit came to its destination, the walls were expanded into a unit 13' x 18'. The reason for the delay in using such trailers was two-fold: 1. that the funds could not be used under Lanham Act for that purpose and 2. the defense program was expanded. I don't understand this point two except that maybe it means that initially, the program was kept small as trailers were not used but later, it became expanded. 2/

Mr. Ludlow showed an interest in the procedure in selecting builders and for letting out contracts. Mr. Carmody answered that the Lanham Act permitted negotiated contract on a cost plus a fixed fee basis. About half the

---

1/ Page 451

2/ Page 452

jobs were handled by the Public Building Administration and they negotiated those contracts with contractors with whom they had done business and whose records were in their files. It was the policy to give preferential status to local contractors. In half the cases the contracts are negotiated, in the other half, the regular competitive bidding process is used. In some cases, it was found necessary to reject all bids and go through the whole process again which caused a delay of from fifteen to thirty days. In other cases, the Federal Works Administration invited three or four low bidders who were competent to do the work to come in with informal bids for comparison and then, it takes a man to do the job.

Mr. Faber raised the point that the Navy program was authorized just one month ahead of the FWA program and totaled about half of its total. He raised the question if that was going to finish in July and three quarters of it was to be done in April, why did it take FWA so long? Mr. Carmody pointed out the fact that one of the chief differences is the length of time required to acquire site and the right to build on site. In the Navy, the houses were built on sites that they already owned. A second factor was that the Public Building Administration had had no previous experience in building-low-cost houses although it did have experience in building public structures. Mr. Carmody conceded that the Navy had made greater progress than his own people were prepared to make but that already they were moving with people fee.

At Mr. Taber's request, Mr. Carmody put in the record, the names of each of the defense housing projects, the number of housing units, the total estimated cost, the name of the engineer, the amount of his fee, the name of the contractor, etc. 1/ It gives the state and the project, the number of dwelling units, estimated construction cost, contractors fixed fee, ratio of fee construction cost in percent, name of the contractor, address, contract award date and date of construction begun. He also put in the record as Exhibit 4, land acquired by condemnation for defense housing projects being constructed by the FWA under the provisions of Public Act No.849, Seventy-Sixth Congress. 2/

In February 1941, the highest unit cost for any project was at Fisher's Island Village in New York, where the cost was $3,830. The Island was ten miles off the mainland and it took from two to three hours to get there and back by ferry. Labor was paid for the time lost in travel. This made the labor costs abnormally high. All materials had to be ferried to the Island and this increased their cost. The lowest cost project was at Bremerton, Washington, where the cost was $2,421. The over-all cost in the Fisher's Island Village was $5,500 per unit, in Bremerton Washington, $3,506 per unit.

1/ See Exhibit 4, beginning on page 459 of the First Deficiency Appropriation Bill for 1941 Hearing

2/ See page 461 - 2

Mr. Carmody indicated that in every case where they built, land was taken from private owners by condemnation.

At the request of Mr. Wigglesworth, Mr. Palmer inserted into the record a breakdown of authorizations and appropriations as of February 21, 1941. 1/

He also gave the construction agencies for defense housing projects financed by public funds as of February 21, 1941. 2/

At hearings held Wednesday, February 16, 1944 before the Sub-committee of the Committee on Appropriations, House of Representatives, Seventy-Eighth Congress, Second Session of the First Deficiency Bill for 1944. 3/

The Administrator, Mr. John B. Blandford, the Commissioner of FPHA, Mr. Herbert Emmerich, the Assistant Administrator Philip M. Klutznick and Lyman Moore appeared before the committee. An additional $25,000,000 was asked to carry on the purposes of Title I of the Act of October 14, 1940 as amended. The total Lanham Act authorization had been for $300,000,000 of which the Committee gave National Housing Agency $100,000,000. Then followed the estimate for $200,000,000 of which Congress finally appropriated $50,000,000 in February, 1944. The estimates submitted was for only $25,000,000.

1/ See Exhibit 8, page 468

2/ See Exhibit 9, page 468 and 469

3/ See page 630

The Administrator stated that the House Committee suggested that the NHA should come back more frequently to it to review the program. He pointed out that "because we are further along in the war picture as we get down the home stretch of war housing and are completing some $4,000,000,000 worth of privately financed housing and some $2,000,000,000 worth of publicly financed housing, that in the light of the present stage of the war, there are still needs, but relatively small ones, which are extremely difficult to predict with decision."

"More and more we are finding sudden situations arising to which I am sure the Congress wishes us to be in a position to respond. They arise out of a number and great variety of situations". At this point, he undertook to illustrate the type of situations. 1/

The Administrator pointed to a few characteristics of the picture in February, 1944, which he thought ought to be before the Committee and part of the atmosphere in which the war housing work was being done, "the stepping up of the war in the Pacific has increased activities considerably on the West Coast. There are warehouses and storage facilities being projected and notably, a great impact of military families particularly in San Francisco. The demands on the railroads, particularly in terms of carrying men and shipments to the West were set up and a number of division points there was the need for a few more workers for maintenance work and the general handling of the shipping trouble. This

---

1/ See page 631

developed housing needs that hadn't been anticipated before. Shortages in coal produced activities at some mines where they did not have enough housing. Shortages of lumber resulted in reactivating some camps and some mills where NHA was requested to build a few houses. At the time, the NHA had a list of communities to support form twenty-three thousand units of housing by way of new construction, reconversion, dormitories, units, stop-gap trailers.

A Summary Justification for the additonal $25,000,000 was incorporated in the record of the Hearing. 1/

It was pointed out that in previous presentation of war housing requirements to the Congress, the agency had always attempted to project its program for the period of a fiscal year. Because of the expressed desired of the appropriations committee that the agency consult frequently with the committee on its housing requirements and because of the shipping character of the production and manpower framework of the program estimates for the future were for the first time in this submission limited to the next few months. It was admitted that the character of the war production program was such that it was impossible to predict with precision either the need or the locale. It was considered important therefore that the agency have continuously a small fee balance

---

1/ See Page 633 following

of funds with which to meet emergency war needs as they arose, the amount suggested was approximately 1% of the total amount previously made available for publicly financed war housing.

Six tables were included with the Summary Justification. These were: Table I, total war housing program - housing for war workers already assigned to specific localities by the NHA and its predecessors from the inception of the war housing program on July 1, 1940, as of December 31, 1943. 1/

Table II, total war housing program - construction status of housing for war workers...July 1, 1940 to December 31, 1943. Table III, total war housing program-estimated housing requirements for fiscal year 1944 as of December 31, 1943. 2/ Table IV, consolidated statement of war housing funds, as of December 31, 1943. Table V, public war housing program - funds required for public war housing to be assigned to specific localities during balance of fiscal year 1944, as of February 10, 1944. Table VI, NHA - consolidated statement of war housing funds, as of January 31, 1944. 3/

1/ Page 635

2/ Page 637

3/ Page 639

ADMINISTRATOR'S COPY
FEDERAL PUBLIC HOUSING AUTHORITY

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

FINANCING TOOLS, TECHNIQUES AND STRATEGIES FOR TODAY'S COMMUNITY PLANNING AND DEVELOPMENT PROJECTS

Speaker: Ralph J. Basile, Principal
Basile Baumann Prost & Associates, Inc., Annapolis, MD

A. Define Public Risk and Reward in Development Projects

1. Risks
2. Rewards
3. General Rules

B. Top 15 Public/Private Partnership Techniques Used to Mitigate Risks and Reap Rewards

1. Provide Public Coverage of Upfront Feasibility Costs
2. Promote Non-Duplication of Space Within a Project
3. Transfer Responsibility for Non-Revenue-Producing Components to Public Sector and Cover Costs by Recycling Project-Generated Public Revenues
4. Grant Easements and Zoning Considerations as Development Inducements
5. Foster Air Rights Leasing
6. Use Subordinated Second Mortgage Financing
7. Offer Public Guarantee of Repayment of Private Debt
8. Use Insurance to Cover Excessive Condemnation Awards
9. Recapture Loan Proceeds by Discounting Repayments
10. Act as Land Agent and Offer Land Cost Writedowns for Later Cash Flow Participation - Participating Land Lease (Ground)
11. Use Benefit District Funds to Finance Improvements
12. Place Public Activity Generators nearby to Boost Private Investment Returns
13. Abate Taxes
14. Subordinate Key Payments from Developers to Lenders
15. Value Indirect Project Benefits Equitably

C. Emerging Techniques

1. Exchange Public Land for Public Space (asset bartering)
2. Facilitate Project Privatization
3. Consider Securitized Lease-Purchase Transactions and Other Off-Budget Methods of Financing

ADM27RBF

Post-it™ brand fax transmittal memo 7671 | # of pages ▸ 1
To Pam Giekas | From [illegible]
Co | Co.

COHEN:lh: 9-28-45

RELATIONS WITH CONGRESS

The Congress of the United States exercised its functions of policy making and review as well as of appropriating funds for the war housing program. The Seventy-sixth, the Seventy-seventh, Seventy-eighth and Seventy-ninth Congresses of the United States participated in legislation involving appropriations for war housing. Their Committees held Hearings and Investigations concerning housing operations and needs. The details of the relationships between Congress and Housing are available in the Public Records of numerous committees set up by both Houses. It may be ment however to draw together in the following pages some of the significant or illustrative materials relative to those relationships.

A record of the war housing appropriations would include sums totalling almost one and a half billion dollars. 1/

1/ War Housing Appropriations

					Approved
$ 75,000,000,	Public	Res.	106,	76th Congress,	October 14, 1940
75,000,000,	"	Law	25,	77th Congress,	April 1, 1941
150,000,000,	"	"	73,	77th Congress,	May 24, 1941
300,000,000,	"	"	371,	77th Congress,	December 23, 1941
600,000,000,	"	"	763,	77th Congress,	October 26, 1942
100,000,000,	"	"	140,	78th Congress,	July 12, 1943
50,000,000,	"	"	216,	78th Congress,	December 23, 1943
7,500,000,	"	"	279,	78th Congress,	April 1, 1944
7,500,000	"	"	375,	78th Congress,	June 28, 1945
15,000,000	"	"	529,	78th Congress,	December 22, 1944
66,000,000	"	"	40,	Congress,	April 25, 1945

An enumeration of the Congressional Committees before which representatives of Housing appeared would include:

Senate Committees:

Committee on Appropriations
Committee on Education and Labor
Committee on Banking and Currency
Committee on Public Buildings and Grounds
Sub-Committee on Housing and Urban Redevelopment of the Special Committee on Post-War Economic Policy and Planning

House Committees:

Committee on Appropriations
Committee on Banking and Currency
Committee on Public Buildings and Grounds
Select Committee to Conduct a Study and Investigation of the National Defense Program in its Relation to Small Business in the United States

During the Hearings on the war housing program there was a constant stream of information submitted to the Congressional Committees, some at the initiative of the Committee members, some at the initiative of the housing agency officials. More than 250 exhibits, tables, schedules, statements, summaries, lists, etc., were submitted at various Hearings. They reveal the mass of materials which had to be prepared by the Federal housing agencies on the one hand, and which had to be digested by the Congressional Committees, on the other. 1/ They show something of the sequence of interest in various types of information and the variety of specific items which had to be controlled, accounted for, and scrutinized.

1/ A list of the exhibits, tables etc., compiled by date of Hearing has been prepared and is appended to this section, pp._____ ff.

The subject-matter included the broad ranges of programming, construction, management and administration. There were tables and statements as to the number of units constructed or contemplated or in process or completed; as to construction contracts issued or housing projects assigned to various agencies. There were exhibits as to the characteristics of housing, the type of construction, the type of accommodation, the average costs per dwelling unit, the land acquired, the new private homes started, the labor and materials costs. There were the findings of need for various housing projects listed, the estimated in-migration, the listings by States, the scrutiny of problem localities, economies in critical materials. There were fiscal and financial tables relating to sources and status of funds authorized and appropriated. There were analyses of allotted funds and unallotted funds, summary reviews of the history of authorization and appropriation history, consolidated statements of funds under the various acts from the inception of the program or from the time of initial authorization. There were the administrative charts and statements, showing general organization, organization in particular instances, personnel administration, regional administrative expenses, estimates of administrative fund requirements and justifications. There were annual contributions requirements and management accountings of rentals and annual receipts. And all these subjects were viewed under many breakdowns and for varying periods and in combination for comparative purposes. Towards the end of the program there was also an interest in the general trends of housing and its role in the overall economy as part of the investigation of post-war possibilities.

The composition of the major Congressional Committees on the dates of Hearings at which the representatives of the National Housing Agency appeared reveals the degree of stability and fluctuation in that membership. In the Sub-Committee of the Committee on Appropriations, of the Senate during the war housing program from 1941 to 1945, some nine members carried

on through the entire program. The others varied in length of time from newcomers in 1945 to some who had been connected with the Committee, off and on, since 1942. In the Sub-Committee of the Committee on Appropriations of the House, eight members had carried on through the entire program. In the Lanham Committee, the Committee on Public Buildings and Grounds, twelve members retained their membership throughout the program.

It is apparent, consequently, that there was in the Congress a fairly permanent core of members with experience in the history and problems of housing as these related to the Federal government. From the tables showing the composition and changes in the Committees, analysis might furnish further deductions if time permitted. 1/

The summary of Hearings in the following pages will attempt to capture some of the events and incidents which reflect the problems and overtones of the period. They will show the nature of the proceedings and the character of the discussions. They will reveal the broad general concerns and the particularistic concerns of the participants. The true significance of much of what appears mystifying may be hidden in as yet uncovered factors. The Historian has limited his summary to description rather than evaluation and has on occasion permitted the key participants to "speak for themselves" by quoting them.

The length of the summary may be justified in part by a ready recognition of the fleeting nature of the original Hearings within a relatively short period of time after they have served their purpose for the Committees. Yet, in a true sense,

---

1/ See the Tables, pp.___ ff.

the story of the experience of Housing at the Hearings before, say, the Sub-Committees of the Committees on Appropriations of the House and Senate and before the Lanham Committee reflect in detail the course of the entire war housing program. They show the impact of Congressional influence upon administrative policy in the presumably specialized field of housing. They show, too, the maturation and growth of governmental personnel in responsibility and operating and administrative skill. They record the positive initiative taken by the NHA Administrator to keep Congress informed and sympathetic to his problems and endeavors. They show the performance of pressure groups, allied Federal agencies, and private individuals. They reveal contemporary problems and obstacles to operations as well as alternative courses of possible action.

Let us begin then, with the historic appearance of the representatives of the newly formed National Housing Agency on February 24, 1942.

On Friday, April 24, 1942, Hearings were conducted by the Sub-Committee of the Committee on Appropriations of the House of Representatives in charge of the Deficiency Appropriation. 1/ The Hearings were on a request for $50,000,000 to carry out the Act of April 10, 1942 (Public Law 522), which authorized two appropriations. One appropriation was for $30,000,000 to enable the National Housing Agency to provide housing in or near the District of Columbia for employees of the United States whose duties were considered essential to national

---

1/ Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, 77th Congress, 2nd Session, on House Joint Resolution 308.

defense by the Administrator of the National Housing Agency. The other was for $20,000,000 to enable the Federal Works Administrator to provide public works and equipment, therefore, in or near the District of Columbia.

At the Hearings, the newly appointed Administrator of the National Housing Agency, Mr. Blandford appeared. He was accompanied by Mr. Emmerich of FPHA; Mr. Ferguson of FHA; Mr. Snyder of FWA; Mr. Keyserling of NHA; John Edy of FWA; Milton Fisher of NHA; Jacob Crane of NHA; Gilbert L. Rodier of FPHA; and John Ihlder, Executive Officer, Alley Dwelling Authority for the District of Columbia.

Mr. Blandford began by introducing his companions and making a short statement summarizing the NHA War Housing Policy. Its two points were:

(1) To save time, money, and critical materials by not building houses which were not vitally needed.

(2) Not only to plan for, but also to encourage and stimulate private enterprise to supply the largest possible portion of the needs for new housing.

The Chairman and Members of the Committee subjected Mr. Blandford and his associates to a searching examination concerning the program they proposed for the District of Columbia. They were interested in how the data upon which the program was based and had been secured. The information, they were told, had been procured by the Bureau of Labor Statistics. The Bureau of Labor Statistics had worked with the Civil Service Commission, the War and Navy Departments, with reference to the various problems involved. 1/

1/ See Hearing Page 5.

Mr. Blandford indicated that the amount he was asking for was less than what was really needed. "The intent is to support the rather careful studies that have been made showing that there is a need for at least the $30,000,000 we are asking for here, which is the amount authorized. There is further thought that in all likelihood there will have to be a later request for about $27,000,000 of public funds." 1/

The Chairman raised a number of questions relating to operations. He inquired as to the type of housing proposed and as to the cost of construction proposed under the program. He raised the question as to whether land would be purchased or leased, and as to whether or not there was authorization anywhere permitting the NHA to use Government-owned land. 2/

He asked further concerning rentals for dormitory accommodations and one-family accommodations. Would the rental amortize the investment? Would the income from the dormitories meet the depreciation and interest on the investment? 3/ What disposition would be made of the accommodations at the close of the emergency? What agency will control the management or maintenance, rental and care of the dormitory projects that were being proposed? What arrangements were made for personnel to handle the Government management function. 4/ How much did the NHA propose to set aside for administrative expenses out of the $30,000,000?

1/ Ibid., page 6

2/ Ibid., page 9

3/ Ibid., page 11

4/ Ibid., page 14

Mr. Woodrum inquired concerning the cost of the units proposed. A figure of $4,200 in the country and $4,300 in the District of Columbia was given. There was no breakdown of the amounts. 1/ The number of buildings on construction sites was also indefinite. 2/

With regards to accomodations for Negroes, the Senator brought out that "there will be no effort to house Negroes and whites in the same dormitories under any circumstances. 3/

Mr. Ludlow asked whether there had been any systematic survey of existing housing facilities in private homes in the District of Columbia. 4/ He asked whether the NHA compensated other government agencies where their land was leased or use was made of their real estate holdings.

Other suggestions were made. As to the actual distance which was to be considered walking distance. Mr. Snyder pointed out that in his State, the law was that children must attend the school that it located within two-miles of their homes. He suggested that a two-mile walk was within reason for war workers.

1/ Ibid., page 16

2/ Ibid., page 17

3/ Ibid., page 19

4/ Ibid., page 19

Mr. Woodrum raised the question of what provision or precautions were being taken to see that new workers who were not housed, rather than government workers already established, would get the new housing. 1/

Mr. O'Neill raised the question as to how the NHA arrived at intelligent estimates as to type of persons who were to be housed. Mr. Fisher outlined the method. A very careful study of the last six months was made by the Bureau of Labor Statistics. On the basis of that plus other estimates made on the previous year on the same basis, estimates were made. 2/

Mr. O'Neill inquired whether NHA contemplated putting up part of the money it was to receive by the Authorization as a part payment, and the borrowing from the FHA with the idea of selling it later to some private person who would assume the balance. Mr. Blandford assured him that that was not contemplated.

Mr. Johnson of Oklahoma, raised the question whether the houses were to be single units or duplex, or both. Mr. Bodier responded that he could not give a very satisfactory answer because the question had not yet been solved. It depended upon the price of land. As to the nature of the proposed construction, Mr. Johnson indicated his feelings that the houses ought to be temporary houses, rather than permanent.

1/ Ibid., page 24

2/ Ibid., page 25

The question of public and private building was again raised by Mr. Johnson of Oklahoma. Private companies could secure funds under the Act for the building of these houses, provided they were building them for defense workers only. They could not go and build houses for just anyone who might want a house, simply because they needed room. Mr. Blandford indicated, "private and public housing are both now only for war workers. Because of the shortage of materials the priority regulations of the WPB are designed to focus the maximum construction on the housing of war workers."

There was a rule that houses had to be held thirty days for the use of war workers. There was another rule that only fifty percent of private enterprise construction should be for sale. The remainder was for rental or for some form of purchase contract in which the monthly payments corresponded to rental rates for the corresponding facilities. Both of these regulations focused the maximum of construction on the housing of war workers. 1/

Mr. Habaut, also came out strongly in favor for the temporary program.

Because Mr. Habaut felt that the information furnished by the housing officials was inadequate, Mr. Ludlow asked Mr. Blandford to put in the record a description of the proposed house, what kind it would be, how many rooms, what it would be made of. This description was inserted (on page 33) in the printed Hearings.

1/ Ibid., page 30

Mr. Johnson of Oklahoma asked what the Government contemplated charging as rental for the houses it provided. That figure was not available.

Mr. Wigglesworth changed the course of the inquisition. Pointing to the fact that the National Housing Administration, as such was up before the Sub-Committee on Appropriations for the first time, he inquired into the organization and personnel of the new organization. 1/

An itemized breakdown was given of the cost of the permanent structure that NHA proposed to build in Washington. The statement inserted gave the breakdown of a $4,500 dwelling unit into five items; land and acquisition; building construction; utilities and site development; contingencies; cost of administration and preparing drawings and specifications. As to temporary housing, it stated that, "to provide this housing on a temporary basis would cost very little less than to build permanent structures, since only minimum facilities and amenities are contemplated in any event, and since the savings could be effected only through resort to flimsy construction. If the feature of demountability is used to satisfy a requirement for temporary construction, then experience to date indicates that the first cost would be about the same as for permanent construction." 2/

2/ Ibid., page 42

1/ Ibid., page 41

Mr. Cannon made it clear that it was the policy of the Committee to provide the various necessities of dwellings, but not the ornamentation of elaboration which would include special recreational facilities. 1/ He underscored the feeling that "We have developed at this Hearing this morning, very little definite information, very little information which we could base an estimate for an appropriation." He realized, however, "That practically all of the men who have appeared this morning have only recently been appointed to these positions, and have had little opportunity to familiarize themselves with the details." 2/

The first appearance of Mr. Blandford, Mr. Emmerich and their staff at the Hearings Before the Sub-Committee on the Committee on Appropriations revealed that the key people in charge of the administration of the National war housing program were not yet in control of the details which went into the program or the estimates. Everybody realized that housing was necessary and something had to be done. They were new men and had to be given a chance. The questions at the Hearings pointed to the direction in which their interests ought to lie, to give them a mastery of the situation. The Hearings gave the Congressmen a chance to chart out those policies which they felt were important in the administration of the monies they were going to authorize.

1/ Ibid., page 44

2/ Ibid., page 44

Hearings were again held on June 9, 10, 11, 12, 16, 17, 18, 19, 23, 24, 25 and 26, 1942, on war housing. These were before the Lanham Committee. 1/ At these Hearings, Mr. Blandford and Mr. Emmerich made a comeback in force. This time, they cam prepared with facts and figures.

A Message from the President of the United States transmitting a recommendation for legislation in regards to war housing was sent to the Congress on May 27, 1942. 2/ In this Message, the President pointed out that "More than ever before in our history we need houses to win the war." Appropriations had already been made available for the construction of war housing of $1,020,000,000. The volumes of war workers migrating to centers of war activity would be about 1,600,000 during fiscal year 1943, These 1,600,000 war workers needed housing. New public construction, largely temporary in nature and designed to serve the lower income brackets of war workers, was necessary . Since the Lanham Act was recognized as the main vehicle for such public housing construction, the President suggested to the Congress the enactment of legislation providing an increase of $600,000,000 in the authorization contained in the Lanham Act, as amended.

1/ Hearings Before the Committee on Public Buildings and Grounds, House Of Representatives, 77th Congress, Second Session on H.R. 7312, a Bill to Increase by $600,000,000, the Amount Authorized to be Appropriated for Defense Housing Under the Act of October 14, 1940, as Amended.

2/ House Document No. 745, 77th Congress, Second Session.

A large portion of the funds were expected to return to the Government in the form of rent during the national emergency and through sales thereafter. Because several months elapsed between authorization of funds for housing and completion of living quarters, the President urged early consideration of the proposed legislation. 1/

Appearing before the Committee, Mr. Blandford indicated that there had been rather extended Hearings at the Bureau of the Budget, which presumably provided the basis for the President's Message. He reported that there was need for more simplicity in approaching the housing problem and more directness in handling it. He felt that he was making progress in these directions, and that the housing picture was becoming clearer, the teamwork substantially better.

With the utmost candor, Mr. Blandford indicated the type of relationship he wished to see between himself and the Committees.

"In addition, Mr. Emmerich and I consider it exceedingly important that we establish a simple, straightforward relationship with this committee, as well as with other committees. We want the committee to feel that we are presenting our best recommendations and judgment, rather than any cock-sure conclusions. It is our intention to

---

1/ Hearings, op. cit., pp. 1 f. See H.R. 7312 77th Congress, Second Session. A Bill to Increase by $600,000,000, the Amount Authorized to be Appropriated for Defense Housing Under the Act of October 14, 1940, as Amended

present the facts, all of the facts that we have, good or bad. If we make any mistakes, we shall be the first to admit them. If we do not know something, we shall say so. Above all, we hope that the committee initially will accept on faith, and ultimately will learn by experience, that we keep our word and that there will be no indirection when we carry out the program finally approved. It is our intention to follow the word of the law and the intent of the law." 1/

Mr. Blandford took time out, because it was the first time that he was before the Lanham Committee, to refer to the housing reorganization. He inserted in the record a copy of the Executive Order of February 24, 194[illegible]. 2/ He had materials distributed to each member of the Committee, including a chart giving the Organization of War Housing Under Executive Order 9070. 3/

He pointed out that sixteen agencies had been merged into the three main constituent agencies of the NHA. The transfer of Farm Security Administration, Temporary Shelter Trailer Program, would not be completed until July 1, and the Defense Homes Corporation was also not expected to be completely transferred until July 1. Approximately 700 employees were eliminated by the consolidation at a savings assuming the same workload, of about $1,600,000 per annum. 4/

1/ Ibid., page 3

2/ Ibid., page 4

3/ Ibid., page 8

4/ Ibid., page 9

He stated candidly "The full objectives of the reorganization are going to take time to work out, and, perhaps the refinements may not take place until we get on top of this war housing job and get the war won. That, of course, is our first concern."

Mr. Blandford pointed out that the NHA and to the program needs for war housing. The constituent agencies were given the responsibility of carrying out these programs. The efforts at reorganization were characterized by decentralization on the programming side. The development of housing for communities was essentially an intimate sort of thing in which the communities had a right to participate. Because the full participation of all official groups within communities could not be fully achieved by remote control, it was felt desirable to establish a system of regional offices. In this way, the programming could be brought closer to the community than ever before. 1/

The NHA, during the war housing program, operated within a definite framework. On one side, there was the Congress which set the policy and authorized and appropriated funds. On another side, there was the War Production Board, the source of authorization of materials. Thirdly, there was the War Manpower Commission which really determined or established the in-migrant situation which underlaid the need for war housing.

Mr. Blandford reported that in April he had met with the War Production Board and attempted to inventory the laws and regulations with respect to priorities and other practices. Together he

---

1/ Ibid, page 9

and the Board attempted to codify the present law, regulations and practices with respect to war housing. A joint War Production Board and National Housing Agency Policy for War Housing for the period, April to December, 1942, was agreed upon. 1/

Profiting by his experience at the previous Committee Hearings, Mr. Blandford submitted, in rather elaborate detail, information concerning the estimated need in support of his Table 1, and justifications of items in Table 12. 2/ He used visual aids in making his points before the Committee. The proposed war housing program, for example, for the 1,600,000 war workers was also presented on a chart in which it was easy to see the total housing needs, the amount by private enterprise and the amount by public construction divided into private construction already programmed, private construction to be programmed and similarly public construction already programmed and public construction needing additional authorization. 3/

1/ Ibid., page 11. The joint agreement was dated April 15, 1942

2/ See Hearings, pages 22 through 26. Table 1, "Proposed War Housing for 1,600,000 In-migrant War Workers In-migrating July 1, 1942 to June 30, 1943", is given on page 27

3/ See page 28

A series of reports by war plants on housing needs were submitted. Names and places were deleted to avoid improperly publications of the nature and location of current war activities. 1/ Twelve sample locality reports were prepared by the National Housing Agency for twelve representative localities where war production activities were going on on a large scale. 2/

Mr. Blandford, in these Hearings, took the initiative in offering the Committee certain breakdowns of cost/different types of construction /for the dormitory, dormitory apartments, temporary family housing, which the committee welcomed very much. 3/ Accompanying his submission was a brief table showing, with respect to the permanent housing, just how the Government would get back the money advanced or invested. 4/

Mr. Blandford pointed out that in the very fluid situation under which he built houses for in-migrant workers, there was not a great desire on the part of these workers to buy homes; the emphasis was on renting.

The Committee went rather intensively into the problem of processing applications for priorities, and the relationships between WPB and NHA, particularly FHA. 5/

1/ Ibid., page 62

2/ Ibid., page 66, ff

3/ Ibid., page 76

4/ Ibid., page 77, f

5/ See page 80 - following

The Chairman, Mr. Lanham, asked that the allocations made by the Housing Agency in accordance with the preceeding appropriation be inserted in the record. A "Summary of Public War Housing Programs, and Utilizing $300,000,000 authorized January 31, 1942 Under Public No. 849, 77th Congress," was inserted under date of June 15, 1942. It gave the places by States and localities. 1/

Mr. Blandford introduced at the Hearings, a letter from Under Secretary of War, Robert P. Patterson, and Under Secretary of the Navy, James V. Forrestal. In the letter, both supported the request for $60 ,000,000. They considered the proposed housing program "appropriate under prevailing circumstances." The program proposed to use the funds requested in the construction of new housing only for those in-migrant workers who could not be accommodated in existing houses. That is, it contemplated minimizing the number of new accommodations for families with children and it contemplated minimum temporary construction in order to conserve materials, time and manpower. 2/

Mr. Blandford and his colleagues stressed throughout the Hearings the essential connection between housing and war production. An excellent statement in which this attempt to co-relate the two is found in the following paragraph:

"Finally, this need as we present it is not a matter merely of statistics; it is not an abstraction. It is a very real need in terms

---

1/ Ibid., page 87

2/ See letter dated June 9, 1942 to Honorable Fritz G. Lanham, Hearings, page 93

of particular communities. The production lines, as we all know, are really beginning to roll; there are new tasks coming on, and there are plant managers worrying daily as to how to meet their production schedules. So we are really not talking of houses as such; we are talking of the production of planes, tanks, guns, raw materials, and war products. It is a matter of providing the workers and the plants and the equipment and the decent accommodations to obtain and maintain and expand this production. Every report that we receive from the field, from representatives of the War, Navy and Maritime agencies, from the plant managers, and from the workers, indicates the extreme urgency of the war housing situation." 1/

After Mr. Blandford completed his testimony, Herbert Nelson, Executive Vice-President of the National Association of Real Estate Boards, appeared to testify. He accepted the statement of policy which Mr. Blandford made that private enterprise would be given as much of the permanent housing to do as it could possibly do under the conditions set forth. He accepted also as sound policy, the Administrator's statement to the effect that ninety percent of the publicly-built housing would be temporary in character.

The Chairman indicated the difference between the Lanham Act housing, the low-rent housing and FHA provisions. Mr. Hebert asked Mr. Blandford, for the records sake, whether there was any thought in his mind at all that any of the permanent constructions would be continued to be operated by the Government after the war. Mr. Blandford indicated that the NHA intended to dispose of the property constructed, as provided by the Act.

1/ Ibid., page 94

The success with which Mr. Blandford established himself before the Lanham Committee as contrasted with the showing that he had made before the House Appropriations Committee, may be seen in the tribute that Mr. Nelson paid him during his testimony. "I would like to say in conclusion that Mr. Blandford has presented to your Committee the most logical, the most comprehensive, the most sensible program with respect to housing which in a number of years I have ever heard presented before the Congress." To which the Chairman responded, "Well, I think I may say for the Committee, those who have been present and heard his testimony, that in the brief time he has had to operate down there, he has certainly acquired quite a grasp of the situation." 1/

On Friday, June 12, 1942, William Green, President of the American Federation of Labor, appeared to testify. The crux of his argument was to the following effect: "Urgent need for war housing reported to us from all parts of the country calls for a war housing program far in excess of the $600,000,000 requested by the President in his Message to Congress. Requirements for war housing already clearly established indicates that such authorization would be used up in three to four months, without meeting a major portion of the entire need in the next fiscal year. In view of the President's Message, however, and the data

---

1/ Ibid., page 99

so ably presented by Administrator Blandford to your Committee, I wish to recommend on behalf of the American Federation of Labor, your prompt approval of at least this minimum authorization of $600,000,000. 1/

The AF of L recommended further that dormitory accommodation should be replaced, family dwellings, to the extent possible. The location and design of such housing should be such as to afford to workers easy accessibility to their place of employment and a maximum of rest and relaxation during the hours away from their jobs. "It is also essential to provide restaurants and cafeterias in the overcrowded areas."

The need for adequate provision for fire escapes and firebreak walls, and for structural design which would safeguard the lives and health of the war workers, was also pointed out.

"In many instances it will also be necessary to provide these families of war workers with the essential furnishings and utensils to be able to set up and maintain their households as going concerns." 2/

At the Hearings, both Mr. Green and Members of the Committee indicated the close relationship between facilities and houses. Mr. McGregor suggested that, if possible, facilities should be included in this Bill so there be no gap between the construction of the houses and the construction of the facilities. 3/

1/ Ibid., page 107

2/ Ibid., page 109

3/ Ibid., page 113

Mr. Harry C. Bates , Chairman of the Housing Committee of the American Federation of Labor, who testified after Mr. Green, supported the recommendations made by President Green. He described the AF of L Housing Committee. "The housing committee of the American Federation of Labor serves as a clearing house for information on housing, available vacancies, rents and labor migration for more than 500 local labor housing committees throughout the United States. We have reports covering living and housing conditions of war workers employed in aircraft, shipbuilding, explosive manufacturing, small-arms manufacturing, machine tool manufacturning, tank manufacturing and other war production plants." 1/

In a series of seven recommendations, Mr. Bates favored among other things, a voluntary "war guest" program with carefully devised standards of occupancy, livability and sanitation, to make possible the most effective use of existing accommodations.

"A voluntary "war guest" program is a democratic means of bringing American people into full participation in the solution of their common problem without resort to unnecessary compulsion. Labor finds no justification in the use of compulsory billeting at the present time." 2/

Because Mr. Bates was Chairman of the Housing Committee of the AF of L, and also President of the Bricklayers, Masons, and Plasterers International Union, the discussion turned to the

---

1/ Ibid., page 114

2/ Ibid., page 117

use of clay products in building. He submitted figures to show that brick buildings could be built to come within the limitation of the Lanham Act of $3,750. The difference in cost of brick or tile as over against lumber would not run to more than $125 or $150. 1/ He assured the Committee as to the availability of masons and skilled workers. In New York City, there were, he said, 9,000 unemployed bricklayers. 2/

1/ See his Memorandum, Ibid., pages 118 and 119

2/ Ibid., page 120

Mr. Thomas S. Holden, President of F. W. Dodge Corporation, appeared to testify on behalf of the National Committee for the Housing Emergency, a group headed by Mrs. Rosenman. The Dodge Corporation gathered construction news and published construction information. On Monday of the week in which he was to testify, Mr. Holden sent out telegraphic instruments to survey current war housing needs of thirty-five different offices. He asked for opinions concerning whether there was urgent need for additional housing in each territory. By Friday of the same week, he had received thirty-three reports. He submitted these to the Committee. This very interesting example of rapid surveying by private enterprise served as a check upon the statements made by the Federal agency. 1/

During the Hearings on June 16, 1942, the Chairman, Mr. Lanham, included a letter dated June 12, 1942 from Donald M. Nelson, Chairman of the War Production Board. The letter endorsed the statement and recommendations of the Under Secretaries of War and Navy, concerning the $600,000,000 war housing program. It indicated that the War Production Board was doing everything in its power to see that essential materials for necessary war housing were provided. 2/

For the War Manpower Commission, Joseph P. Tufts, Consultant on Housing, testified. He indicated that the proposed program would be needed if production goals were to be achieved during fiscal 1943. He felt that the program should be as flexible as possible in terms of building various types of houses. This

1/ Ibid., pages 129 ff

2/ Ibid., page 138

flexibility would enable any changes in war production schedules, in manpower requirements to be matched by changes in planned housing facilities.

As a private citizen who had asked to be heard, Mr. E. S. Fenton, Consulting Engineer, Washington, D. C., appeared. He challenged the assumption that private capital would not be interested, or could not be employed in providing temporary, removable war housing. He thought this assumption was "completely wrong and diametrically opposed to the facts". 1/ He felt, moreover, that at least fifty percent of the workers housed in Lanham Act houses would have been willing to buy their own temporary removable houses. They would have been willing to pay an average of fifty percent more toward the purchase of them, than they were already paying as rent. War plant operators would welcome the opportunity to go ahead and provide temporary, removable housing. They would arrange for local capital to do it. A realistic program of Government cooperation and encouragement was necessary, however. 2/

Mr. Fenton defined temporary "as a building temporarily in one place, readily removable, say at a cost of less than $50 or not over 50 cents a mile for the distance transported. The word does not necessarily denote "shortlived", or "rapid deterioration". "It is not permanence that we want in a house", he said. "It is the refinements, the niceties, the comfort and the sense of worth that has been associated with particularly large and well-built structures that we admire. It is not permanence that we are seeking, it is value."

1/ Ibid., page 148

2/ Ibid., page 149

One could get more comfort, more livability, and refinement in a temporary removable house, and for less money than in a so-called permanent house.

He called attention to another misconception. This was the emphasis on critical and non-critical materials. "We have heard nothing", he said, "about critical weights"; that is, weight times the distance it must be transported. There is no such thing as a noncritical material if it must be transported". 1/

The testimony said that the housing program calls for expenditures of less than one percent of the estimated cost of the war. He asserted: "Yes", in dollars; in materials and transportation, "No". It is ten percent of the lumber and equivalent percentage of many other things. 2/

Mr. William L. Batt, Chairman of the Requirements Committee of the War Production Board, and Mr. William V. Kahler, Construction Bureau, War Production Board, Herbert Emmerich, and E. S. Draper appeared before the Committee on June 17, 1942. Mr. Batt testified as to the functioning of the Requirements Committee, and Mr. Kahler as to the Construction Bureau. On June 18, 1942, Frank W. Cortright, Executive Secretary of the Home Builders Institute, testified and submitted a statement dated June 17, 1942.

Mrs. Dorothy Rosenman, Chairman of the National Committee on the Housing Emergency, followed. She submitted a detailed statement of recommendations. 3/

1/ Ibid., page 151

2/ Ibid., page 151

3/ Ibid., pages 164 ff

It had been drafted by a Committee composed of Hugh Pomeroy, Chairman, Harold S. Buttenheim, Thomas S. Holden, H. Tracy Kneeland, Louis D. Lazzer, Henry L. Reimer, and Coleman Woodbury.

Mrs. Rosenman then called upon Mr. Donald B. Gillies, Vice-President of the Republic Steel Corporation, Cleveland, Ohio, and Mr. J. R. Linney, District Manager of the Adirondack District of the Republic Steel Corporation, Fort Henry, New York, to testify. 1/ They described quite vividly the details of housing needs in their areas. Then Mr. Thomas E. Boushall, President of the Morris Plan Bank of Virginia, Richmond, Virginia, testified as to the situation in Hampton Roads, Newport News, and Portsmouth.

Mr. Sidney T. Strickland, Chairman of the Massachusetts State Board of Housing, Boston, Massachusetts, testified next as to the seriousness of the problem of providing housing facilities convenient to the work of war workers. He presented some facts regarding the distances travelled by labor in one large industry in his metropolitan area. Of 23,000 employees, 67%, or 15,410, dwelt within 0 to 10 miles of the plant; 12 percent, or 2,760, within 11 to 20 miles; 7.3 percent, or 1,679, within 21 to 30 miles; and 13.7 percent, or 3,105, dwelt over 30 miles from the plant.

He felt that men who had to travel 40 to 60 miles a day and carry on their defense work at its current pace would over a long period of time show the results in a lowering of their health and strength. There were several thousand men who travelled to work from out of the State. 2/

Following him, Mrs. Rosenman called on R. R. McLean, Executive Vice President of the Niagara Falls Power Company. 3/

1/ Ibid., pages 193 ff

2/ Ibid., page 226

3/ Ibid., page 228

On Friday, June 19, 1942, Representatives of the CIO were heard.

On Tuesday, June 23, 1942 Lieutenant George Thomas Korink, Housing Project Manager, Bureau of Yards and Docks, Navy Department, testified that the Navy supported the request for $600,000,000. It would need, out of the appropriation, something like 39,000 family units, 14,000 dormitory units, and 4,000 units of stopgap housing. 1/

Mr. C. T. Bridgman, Secretary of the Defense Committee, Structural Clay Products Institute, Washington, D.C., appeared on June 24, 1942. The brick and tile industries he felt could contribute to the war housing program, especially in the building of permanent houses. The utilization of structural clay facilities was desirable.

On June 25, 1942, Richard L. G. Deverall, representing the Congress of Industrial Organizations, appeared not only to support the request of Mr. Blandford for a $600,000,000 housing appropriation, but to go on record for an appropriation of $1,000,000,000. 2/ He submitted a statement on war housing and production 3/ issued under the name of R. J. Thomas, President of the International United Automobile Workers, CIO, and Vice-President of the CIO.

The statement was quite trenchant. The philosophy of housing as usual had impeded the war housing program. There had been no coordination between the location of

1/ Ibid., page 266

2/ Ibid., page 285

3/ Ibid., page 309

new plants and the availability or construction of decent housing for war workers. It pointed to Ypsilanti, Michigan, and Indianapolis, Indiana. It attributed to the former Coordinator of Defense Housing, a policy that housing by the Government should entail no sacrifices on the part of the vested interests, even if production and the war effort demanded such sacrifices. "The policy that was followed during the past two years did in no way regard housing as a tool of production, but rather as a necessary evil which would exist for the duration of the emergency." 1/

The fall of Malaya resulted in a rubber shortage, which produced a major crisis in the field of war housing. The transportation problem made a bad housing problem infinitely worse. Thousands upon thousands of young aircraft workers drove from 20 to 50 miles to work each way each day. With no tires they could not get to their jobs. The same situation was true in Los Angeles, in Wichita, Kansas and elsewhere.

The report pointed out that with 392,000 units of houses programmed for war workers, at an estimated cost of $1,300,000,000, only 114,000 units were ready for occupancy. Some 277,000 were unfinished and in the planning stage. "Construction is indeed moving at such a slow rate that it would take 4 years to complete the present program at the present rate." 2/

The War Production Board came in for criticism: "Another important factor is the complicated and uncoordinated WPB policy. It is known that between 80,000 and 100,000 public and private dwelling

1/ Ibid., page 310

2/ Ibid., page 310

units are being held up by WPB because of indecision as to quantities of critical materials available."

Title 6 of the National Housing Act, also came in for criticism. It was said that 200,000 units were ready for occupancy. Less than 30% of those occupied had gone to the war workers who were supposed to get them. Yet the NHA fought for additional Title VI money, whereas it had done little to secure additional Lanham Act funds, which were close to exhaustion. "Title VI of the Federal Housing Administration, in the opinion of the United Automobile Workers, Congress of Industrial Organizations, is nothing more than an attempt by real estate and building people to make 'business better than usual' during the war crisis."

It continued: "Thus, despite the supposed ending of the real estate regime of Charles F. Palmer, the National Housing Agency is continuing the fatal policy of helping private enterprise produce war housing despite the obvious fact that private enterprise is unable to do so in time, or at the right place, or at rents and costs which war workers can afford." 1/

There were indications that the entire priority system of war housing had "broken down completely". The escape clause was attacked:

"In fact, in some cases housing construction has taken place supposedly for war workers yet completely out of any possible area where a war worker would be apt to live. This has been done to make use of the "escape clause" in the housing priorities regulations which states that is a war worker does not take the house 30 days after it is

1/ Ibid., page 310

completed, it can be thrown upon the open market. This 'escape clause' is dishonest and is merely another sample of the business as usual attitude of those in charge of the development of a national war-housing program." 1/

The CIO statement saw as a real crisis the blanket order issued by the WPB freezing all supplies of lumber except those produced by mills sawing less than 5,000 board a feet a day. In concluding, Mr. Thomas made eight recommendations to President Roosevelt, to Mr. Blandford, to Mr. Nelson, and to the Members of the House and the Senate. These were:

(1) Immediate stoppage of all private construction unless such construction were earmarked for war workers.

(2) Elimination of the 30-day priorities escape clause and the institution of an honest priorities system which would forbid all but genuine war-worker-housing.

(3) Immediate freezing of all building materials held in private yards and the rationing of such materials.

(4) Registration of all vacancies with the local housing administrator or rent control administrator and control of vacancies. Rationing of houses for rent to ensure priority for war workers.

(5) All housing construction in critical war areas to be put in charge of the local housing authority which should have labor representation on it, or the establishment of a working committee of representatives of organized labor.

1/ Ibid., page 311

(6) Disassociation of the Federal Housing Administration from any part of the Federal war-housing program, for the duration of the war. All future housing with few exceptions, should be done on a public basis.

(7) Title VI of the FHA should be rendered null and void.

(8) An over-all investigation of the housing situation by the Truman or the Tolan Committee, or both. 1/

The Chief Examiner of the Maritime Commission, Donald E. Lawrence, appeared before the Committee to testify on Friday, June 26, 1942. He indicated that the Maritime Commission needed some 75,000 dwelling units. It was unable to build these because it lacked funds and priorities. It was anxious that the National Housing Agency build. It felt that it would be necessary to "battle" with the War Production Board to obtain better priority ratings.

His testimony revealed that, from his point of view the War Production Board was a bottleneck with reference to Maritime Commission housing projects.

Let me just quote the following exchange at the hearings:

"MR. HEBERT: Are you ready to go ahead?

MR. LAWRENCE: If you can convince the WPB, we would like to go ahead. I have been butting my head against that wall for a long time.

MR. HEBERT: Even the Maritime Commission cannot budge them.

1/ Ibid., page 312 ff

THE CHAIRMAN: Their representative before this Committee made the statement that, with reference to priorities for this defense housing, they would give the same consideration to private capital that they give to public capital.

MR. LAWRENCE: They probably would, but by the time the private operator gets his application for housing down there, it will be too late.

MR. HEBERT: They have done nothing for two and one half months and, of course, it is too late.

MR. LAWRENCE: They are clogged with applications.

MR. HEBERT: Have they not been processed?

MR. LAWRENCE: They will tell you that applications for priorities are in process." 1/

After the Hearings, the $600,000,000 was authorized by both Houses of the Congress and signed by the President. Then, on October 8, 1942, when the thing came up before the House of Representatives, the House of Representatives reduced the appropriation from $600,000,000 to $500,000,000 on the recommendation of the Committee on Appropriations.

On October 9, 1942, Mr. Blandford wrote to the Chairman of the Sub-Committee of the Committee on Appropriations, United States Senate, Honorable Kenneth McKellar, commenting on his action. He asked the Senate Committee on Appropriations to recommend to the Senate the restoration of the $600,000,000 amount. This action would give the House Conferees an opportunity to reconsider. The House Committee on

---

1/ Ibid., page 318

Appropriations had accepted the estimates of housing needs supported by the various war agencies and the National Housing Agency. It took the viewpoint, however, that a reduction of $100,000,000 would not hamper or delay the provisions of necessary housing, since the most urgent needs could be met currently and the situation again reviewed by the Congress later on.

Mr. Blandford wrote that the whole $600,000,000 estimate was based upon satisfying only the most urgent needs, otherwise, the amount would have run to $1,000,000,000. The planning and construction of a housing project, particularly under the stress of the war economy, involved a period of from four to six months depending upon the type of accommodation provided. In view of the more than four months which had elapsed since the President recommended the urgent need for $600,000,000 worth of war housing, he felt that it would be impossible to get that amount of housing completed anywhere near the end of fiscal 1943, unless the whole amount was made available at once.

Moreover, since there would be no additional appropriation measures at the 77th Congress, Second Session, if the $100,000,000 reduction was allowed to stand, it would stand for at least three, or perhaps four or five months. This means that fully one-sixth of the total minimum critical needs would not be provided until four months or half a year after the time when the in-migration of workers took place. This would mean a most serious labor turnover, retarded plant employment and reduced war production. Necessary studies had already been made, necessary plans had been prepared, and necessary preliminary arrangements finished to get more than half of the new funds under way the day after they were made available. Thus, the entire $600,000,000 could be allocated, programmed and underway without any delay.

In addition, the War and Navy Departments and other agencies of Government immediately concerned with the war effort, had adjusted their plans to the need for $600,000,000 worth of additional war housing. 1/

In the course of the Hearings on this attempt to restore the $100,000,000, a series of more general administrative questions were raised by the members of the Committee for the attention of the Administration.

Senator McCarran raised the question about the use of regional offices. He wanted to know whether there was a duplication of authority or duplication of action between FHA in a given locality and the Office of the Administrator. 2/

Senator McKellar went into the question of the number of personnel in the constituent units of the NHA. He asked Mr. Blandford how many employees there were compared with those that there were previously. Mr. Blandford indicated that there were about 13,000 employees as of August, 1943.

1/ See letter from Mr. Blandford to Senator McKellar, dated October 9, 1943. Hearings before the Sub-Committee of the Committee on Appropriations, United States Senate, Seventy-Seventh Congress, Second Session, on H.R. 7672, page 46 (Public Law No. 763 - Second $600,000,000 Lanham Appropriation.)

2/ Ibid., page 58

Senator McCarran raised the question of why the Office of the Administrator could not perform all the functions performed by Federal Housing and the other agency mentioned. 1/

Senator McKellar pointed further that 5,000 people in the Home Loan Corporation to help carry on a liquidating operation made it a top-heavy organization. He felt that "If we have got 5,000 people engaged in collecting $1,500,000,000 or a billion and a half dollars we have an organization which we cannot possibly defend." 2/

On April 6, 1943, the Federal Home Bank Administration came up for consideration before the Senate Sub-Committee on Appropriations. 3/

In response to a letter asking the NHA if it desired a Hearing on Appropriation Bill for the fiscal year 1944, as reported to the House, Mr. Blandford, on February 20, 1943, wrote to Mr. McKellar (Senator) indicating his desire for a Hearing on two items in the Bill as reported by the House. One was a matter of a proviso which

---

1/ Hearings before the Sub-Committee of the Committee on Appropriations, United States Senate, 78th Congress, First Session, on H.R. 1762, A Bill Making Appropriations for the Executive Office and Sundry Independent Executive Bureaus, Boards, Commissions and Offices for the Fiscal Year Ending June 30, 1944 and For Other Purposes

1/ See page 59

2/ Page 61

had been stricken from the language by the House Appropriations Committee. The proviso had recommended that the Office of the Administrator could make transfers in connection with any consolidation of functions and personnel in the interest of economy. 1/

The second item was a limitation of $500 for the purchase of law books, books of reference, periodicals and newspapers. The NHA requested either that the limitation be increased to $1500 or that the limitation be reduced to $200 and applied only to newspapers.

In addition, the Bill had been amended on the floor of the House by reducing $12,142,200 appropriated for the Home Owner's Loan Corporation to $8,310,734. The amendment provided for a limitation on the administrative expenses, which the HOLC could incur, and read as follows:

"On page 39, lines 19 and 20, strike out the sign and figures '$12,142,200' and insert in lieu thereof '$8,310,734, and such Corporation shall be liquidated as provided by Section 4 (k) of the Home Owner's Loan Act of 1933 to the

---

1/ The text of the proviso, as contained in the original appropriation language, was "Provided, that the Administrator, may with the approval of the Director of the Bureau of the Budget, transfer to this authorization of a constituent unit from funds authorized and available for administrative expenses of the constituent units and the Office of the Administrator of the NHA such additional sums as represent a consolidation in the Office of the Administrator or in a constituent unit of any of the administrative functions of the NHA."

extent necessitated by the reduction of administrative personnel herein required, and the expenses incident to such liquidation shall be considered as non-administrative expenses for the purposes thereof. The Home Owner's Loan Corporation shall not incur for administrative expenses in excess of $833,333.33 for any month from July to December, 1943 inclusively, nor in excess of $208,333.33 for any month from January to June, 1944 inclusively." 1/

Both the Bureau of the Budget and Mr. Blandford felt that the proposal to liquidate the affairs of the HOLC within the next fiscal year would result in excessive losses to the Federal Government and would present almost insurmountable administrative problems. 2/

Mr. Blandford and Mr. Smith, Director of the Bureau of the Budget, were in accord on the idea to take steps to develop some machinery for the objective and thorough exploration of the factors involved in the liquidation of the Corporation. The Treasury was also to be brought in the studies of how to proceed with the liquidation.

1/ Ibid., page 2

2/ Ibid. page 31

On Saturday, July 3, 1943, Mr. Blandford appeared before the Senate Sub-Committee of the Committee on Appropriations. 1/ The Committee had before it a Budget Estimate of $300,000,000 under the NHA. In view of the urgency of the need for additional publicly-financed war housing, and the fact that all funds previously appropriated for this purpose had been almost entirely committed, the supplemental estimate of appropriations in advance of the enactment of authorizing legislation was submitted as a means of expediting its consideration by Congress following the enactment of such legislation. It was estimated that $400,000,000 would be required to meet the publicly financed war housing construction of war workers during fiscal 1944. However, $300,000,000, would permit housing to be programmed immediately in the most critical areas. A re-examination of the entire war housing situation was planned for the Fall so that consideration could be given to such additional funds as might be required for the remainder of fiscal year 1944. 2/

In the Summary Justification of the Request for the $300,000,000, July 3, 1943, it was reported that the NHA had become predominantly a war housing agency. Other housing activities inherited from predecessors agencies had been reduced for the emergency period to a subordinate role. The had been limited mainly to the

---

1/ United States Senate, 78th Congress, First Session on H.R. 3030, Second Deficiency Appropriation Bill for 1943

2/ Ibid., page 108

necessary carry-over of supervisory and liquidating functions. 1/

The central features of the war housing policy in July 1943, were stated to be:

1. That war housing shall be provided only for the indispensable minimum of in-migrant war workers;

2. That maximum use shall be made of existing facilities before any construction is resorted to;

3. That consideration shall be given to the feasibility of converting existing structures before new construction is resorted to;

4. That full opportunities shall be afforded private enterprise before public construction is resorted to; and that

5. In order to save money and critical materials public construction shall emphasize dormitories and family units of temporary type.

The characteristics of the whole program up to July 1943, were enumerated and the characteristics of the proposed war housing program were shown. 2/

In the course of the Hearings, the normal review of problems took place. Senator Overton observed that "Long delays ensue before a program of additional housing is started." 3/ Mr. Blandford indicated that

---

1/ Hearings Before the Sub-Committee of the Committee on Appropriations, United States Senate, 78th Congress, First Session, on H.R. 3030, page 109

2/ Ibid., page 107 f

3/ Ibid., page 127

NHA had accelerated its programming greatly, but "To the extent that we have conferred with local communities, and conferred with Army and Navy and plant managers, it has been due solely to a desire not to progress more than is needed. We did not want to have extensive vacancies. We did not want to waste critical material." 1/

The Senator thought that NHA was "ultraconservative" conservative. Senator Hayden spoke up to confirm what Senator Overton said. He too felt housing had not kept up with the plant construction. Mr. Blandford responded, "Our principal reason for caution is because we know that into these houses are going metals that are being diverted from other parts of the war effort, and the War Production Board is extremely anxious that we conserve materials. Now, we have conserved them by reducing the amount used in a unit by about 65 to 75 percent. Even so, it adds up to a considerable volume of critical materials, and we have programmed cautiously. In some cases we have programmed, consistent with our policy, to rely on private enterprise, and for one reason or another, private enterprise has hesitated and hasn't produced as much as we expected, and then we have had to go in a bit late with publicly financed housing." 2/

In addition to the request for the $300,000,000, Mr. Blandford requested that an unexpended balance of $14,000,000 available in Third Supplemental National Defense Appropriation Act, 1942, continue

---

1/ Page 127

2/ Page 128

available. He wanted a provision added to the Bill reading: "Defense Housing: The unexpended balance of the appropriation made under the heading "Emergency Funds for the President, Defense Housing," contained in the Third Supplemental National Defense Appropriation Act, 1942, is continued available until June, 1944."

Mr. Blandford indicated in a letter that the funds were extremely important to NHA, because it had counted upon them for financing the movement of about 35,000 trailer accommodations. 1/

For some reason not in the record, this appropriation request for the $14,000,000 had been turned down by both houses already. Yet Mr. Blandford appeared before the Sub-Committee of Committee on Appropriations of the United States Senate for another one. Mr. Blandford made a statement off the record on that point. 2/ He indicated publicly that he hoped to use the $14,000,000 to move trailers from one place to another as the need might develop and to do necessary work in the completion of projects already started under this appropriation. 3/

1/ Ibid., page 129

2/ Page 129

3/ Again a discussion was held "off the record." See page 131

On Thursday, September 30, 1943, at the Hearings of the Supplemental National Defense Appropriation, 1944, there was estimate in House Document No. 287 of $200,000,000 for the National Housing Agency.

Mr. Blandford submitted a Summary Justification of the Request, (1) in which he indicated that of the $300,000,000, authorized by the Congress in Public Law 119, Seventy-eighth Congress, through July 7, 1943, $100,000,000 was actually appropriated by Public Law 140, Seventy-eighth Congress, approved July 12, 1943 in the closing days before adjournment.

The National Housing Agency requested appropriation of the $200,000,000 already authorized. During the period from July to September the National Housing Agency had made a reappraisal of the need. It had resulted in a revision upward of the basic estimate of war worker in-migration during the fiscal year 1944 from 1,100,000 to 1,200,000. (2)

Moreover, relatively more family units and relatively fewer dormitory units seemed to be required for fiscal 1944 in September 1943 than had been estimated in July. In July, 260,000 units had been estimated. In September it seemed as if 340,000 family units would need to be provided by construction (including conversion and new buildings). The number of newly constructed dormitory units in the fiscal 1944 program were cut from 70,000 to about 25,000. The net result was a larger average size.

The National Housing Agency made certain counteradjustments in order to keep within the financial requirements contemplated in July. These counteradjustments were four:

1/ Ibid., page 25

2/ Ibid., page 25

1. On the basis of continued tight programming, to build only 935,295 units of all types, instead of the 940,000 units which had been estimated in July.

2. To allot a relatively larger portion of the construction of new family units to private enterprise, and a relatively smaller portion of such units to public financing. Instead of dividing the construction equally between publicly financed and privately financed construction, the reformulated program contemplated 136,795 family units of privately financed new construction and 112,553 family units of publicly financed new construction.

3. The September version of the fiscal 1944 program counted upon the provision of about 11,000 more family units by publicly financed conversion than had been contemplated in July. There was a saving representing the differential between the cost of conversion and the cost of new construction.

4. The fiscal 1944 program, as estimated in September, used an average estimated cost of $3,000 per unit for publicly financed temporary family units, contrasted with an average estimated cost per unit of $3,200 when the fiscal 1944 program was submitted in July.

It still appeared however that $253,230,000 would be required for the publicly financed portion of the fiscal 1944 program not covered by existing funds in September 1944. However, the National Housing Agency limited its request in September to a flat $200,000,000 appropriation representing the balance of the existing Lanham Act $300,000,000 authorization. 1/

1/ Ibid., page 26

Questions at the Hearings brought out the problems of Kingsbury Heights, Indiana, and the over-programming there. Mr. Blandford said it was the most notorious case of vacancies and overprogramming. It was due, however, to the insistence of the War Department. 1/

A special report on occupancy of war housing projects was submitted in which the following points were made:

(1) The general record of occupancy is good.

(2) The nature and function of war housing makes some vacancies unavoidable.

(3) A small margin of vacancies as of any particular time helps the war production program.

(4) The few dramatic exceptions should be viewed in the perspective of the whole war housing program.

Major localities in which vacancies occurred were given. The details of the problems involved in those localities were described. These localities were:

1. Kingsbury-La Porte, Indiana
2. Point Pleasant, West Virginia
3. Ravenna, Ohio
4. Choteau-Pryor, Oklahoma
5. Radford-Pulaski, Virginia

On page 52 there was a table of the public war housing program, funds required for public war housing to be assigned to specific localities during fiscal year 1944, as of July 31, 1943.

1/ Ibid., pages 33, 35, 47.

Average per unit construction costs were slightly under $3,000; approximately $3800. The principal factors that made for the lowered costs were:

1. The design of a type of very temporary house.

2. The beginning of diminution of the general war construction program since the first of January, because of that there was a good deal more bidding in 1943 than there was in 1942. 1/

During the course of the Hearings, Mr. Taber opposed the request: "Do you need any of this money? Frankly, I doubt it. I listened to the story with reference to one spot, with reference to which I know considerable." 2/

And again "I do not know that I have any more questions at the present time. Frankly, I am not sold on a dollar's worth of the program. I am going to be perfectly frank about it. Whether there is any possibility of my getting any information that would convince me, I do not know." 3/

As a result of Mr. Taber's skeptical attitude, Mr. Blandford offered to spend whatever time necessary and desirable to go over the material with Mr. Taber. Sometime between the meeting on September 30 and Thursday, October 21, 1943, Mr. Taber and Mr. Blandford had a conference on the matter. They had according to the Chairman, "a personal heart to heart talk on the matter" and Mr. Blandford gave Mr. Taber additional information.

1/ Ibid., page 52

2/ Ibid., page 60

3/ Ibid., page 62

The Chairman called Mr. Blandford before the Committee on order that the Committee itself might have all the information he had given Mr. Taber.

Mr. Blandford stressed the conservative caution with which war housing had been programmed. He pointed out the inadvisability of placing programs by States in the record where it would be public property. Such facts would tend to stir up communities, perhaps unnecessarily. "It is premature to dump into a community a preview of a program that might be altered, without a method of explanation. If we do such prior negotiation, there will be stimulated activity by builders and they will try to arrange for financing and find sites." 1/

Mr. Blandford pointed out his feeling that NHA was unique among governmental agencies, in that it did not wait for formal occasions, such as Hearings or estimates or legislation, but it had actually sought opportunities regularly to come to the Congress and present its problems and policies and get reaction and help. NHA had begun such meetings with the Lanham Committee, and Congressman Lanham had thought so well of it that he had spoken of it on the floor of the House. He had invited all Congressmen to come to monthly meetings of the Committee, which had been very helpful. 2/

1/ Ibid., page 1568

2/ Ibid., page 1569

Mr. Higglesworth, assuming a critical attitude, indicated that the estimates were a guess rather than a program. 1/ He stressed the fact that the Committee did not know how the estimate was arrived at except by guess by NHA and the War Manpower Commission. The Committee had no basis to enable it to see how the estimate was arrived at. 2/

It is interesting to note that Mr. Rabaut, who had been critical of the program in the past changed his mind after he saw the program around Detroit. "On one or two occasions in the past, I was somewhat critical of the program, but I have been out and have taken a look at the program around Detroit, and I want to comment it." 3/

"MR. BLANDFORD: Thank you, sir."

Mr. Blandford asked him if he was out to Willow Run, and he said "Yes."

Mr. Blandford indicated in response to a question that when he took over in March, 194[illegible], he converted the public program form permanent to temporary, and that practically all the programming since then was temporary. 4/

1/ Ibid., page 1572

2/ A discussion off the record took place at this point

3/ Page 1578

4/ Ibid., page 1579

An interesting point is that by this time the War Production Board was cooperating to such an extent that there was no trouble getting the necessary critical materials for the 125,500 units, which Mr. Blandford's program contemplated. 1/

On Monday, November 15, 1943, the Sub-Committee of the Committee on Appropriations met with Senator McKellar presiding, Hayden, Tydings, Overton and NYE also present.

Messrs. Blandford, Emmerich and J. Bion Philipson were there. 2/

On the request for $200,000,000 the House allowed the National Housing Agency $50,000,000. The Committee made the following statement in its report:

"The Committee is disturbed over the possibility of public housing being over-built. With construction of war industry facilities approaching a peak and more intensive utilization of existing manpower showing a tendency to decrease the necessity for in-migration, the request for $200,000,000 has been reduced to $50,000,000, which with the unprogrammed $10,000,000 would give a total of $60,000,000 for new programming to meet immediate situations now in sight or to arise. The Committee would prefer to consider the needs more often and be certain of them than to grant the entire amount for the remainder of the fiscaly year at this time." 3/

1/ Ibid., page 1585

2/ At that time J. Bion Philipson was Program Supervisor

3/ First Supplemental National Defense Appropriation Bill, 1944, Hearings on H.R. 3598, page 33

The Chairman asked Mr. Blandford to comment on the action. Mr. Blandford indicated that although he was eager for the opportunity of meeting frequently with the Committees of the Congress, still, there might not be another Deficiency Bill passed until sometime in March of the next year, and that $50,000 would not be adequate between October and March. "The point is," he continued, "that we have to tell Henry Kaiser and the Consolidated and other operators of great war plants, some four or five months ahead, what commitments we can make so that they can make their plans for recruitment and their agreements as to production schedules." 1/

He indicated that of the $100,000,000 previously appropriated, there was available only some four and a half million dollars. There were, on the other hand, programs pending in his office totaling something like $30,000,000. Additional programs totaling $15,000,000 were coming in from the field offices. The Navy too was developing a list of very urgent requests, accumulating to some $20,000,000 in addition.

Senator Overton asked for the unobligated balance on the entire program. Mr. Emmerich gave it as $192,000,000. The unexpended balances were about $400,000,000. Mr. Blandford stressed the fact that all available funds for construction were committed in specific localities with the exception of some $4,500,000. The important thing, however, was to be able to make a firm commitment to the Kaiser Shipyards, for example, as of today, that a thousand units would be available a few months hence. 2/

1/ Ibid., page 35

2/ Ibid., page 37

The Senators indicated to Mr. Blandford the fear they had of the possibility of public housing being over-built. The Senators all felt that they were approaching the peace, and were wondering if there were not ways in which they would taper off the program. They did not want to deny any housing where there was going to be additional housing needed.

Senator McKellar pointed to some of the mistakes of the War Production Board with regard to extrusion aluminum, where $8,000,000 was spent and discovered to be a mistake. 1/

It would be fair to say that Mr. Blandford and the National Housing Agency war program was caught in the general distrust that was generated by mistakes in other areas of the war program. The following statement is an example of it:

SENATOR MCKELLAR: (Responding to a remark by Mr. Blandford said,) "I think probably that is correct; but there is the thing: Men are entrusted with the job and spend as much as $20,000,000, and then blandly tell you, "We made a mistake, and we have got to rub that out and build a like plant somewhere else for identically the same purpose." I somewhat lose confidence in those men in the building business. I do not understand it. I do not think they ought to make such mistakes.

"In addition, this gentleman in the WPB said that a committee had passed upon it and that it was irrevocable; that the Secretary of War, the head of WPB, Congress, or nobody else has any right to do it. He was very-very ugly

---

1/ Ibid., page 38 - following

about it over the telephone, and to be perfectly frank, I do not like the way he talked about it. His attitude was, "Well, we just made a mistake to the extent of $20,000,000, and we are going to spend the money elsewhere."

MR. BLANDFORD: Senator, of course, I cannot explain that matter.

SENATOR McKELLAR: Of course, I am not asking you about that. I am just asking you about the housing." 1/

Mr. Blandford indicated that there would be no additional Deficiency Bills until sometime in March, and that he would need $140,000,000 by March. He was expending funds at about $60,000,000 a month.

Mr. Philipson said, "We will program about $15,000,000 a month. But we have $86,000,000 of program under review in Washington now."

Mr. Blandford continued: "The $50,000,000 will be programmed the day after the law is signed, and I will then be completely without any ability to make any commitments, to plan sites, for the War, the Navy, The Maritime Commission or other agencies, for several months. In other words, we will just stop. And, they will have to adjust their production schedules accordingly."

/Questioned by Senator Nye as to whether a contract authorization would help, Mr. Blandford said that that would lead to higher bids. Contractors on small jobs would not bid as low if they were

---

1/ Ibid., page 40

not sure of all payments on time. A contract authorization would be much better than no authorization beyond the $50,000,000, but it would not be as good from the Government's standpoint as an actual appropriation which would get lower costs.

On December 10, 1943, Hearings were held on H.R. 4070, The Independent Offices Appropriation Bill for 1945, Before the Sub-Committee of the Committee of Appropriations of the House of Representatives, 78th Congress, Second Session. At these Hearings, Mr. Blandford, Lyman S. Moore, Philip M. Klutznick, Leon H. Keyserling and T. Jack Gary, Jr., appeared.

Mr. Blandford inserted a justification for the 1945 estimates some twenty pages of general summary. 1/ He gave a very rapid, excellent over-all picture of the course of the war program. 2/

His Statement follows:

"OVER-ALL PICTURE OF ACTIVITIES

"As we look back to February 1942 when the National Housing Agency was established, we see that three constituent units have been carrying on responsibilities inherited from the pre-war period. The Home Loan Bank Administration, throught its twelve regional banks, has been providing a credit service to 3,700 member institutions with assets of over $6,000,000,000, insuring deposits of some 2,400 institutions, and pressing for liquidation of a home owners loan program.

1/ Page 477 to page 486, in the Hearings on Friday, December 10, 1943

2/ Op. cit., pages 486 and/page 478

/to

"The Federal Housing Administration has been operating extensive insurance funds and maintaining accounts for over $4,000,000,000 of insurance on loans for modernization and new construction. The Federal Public Housing Authority has been discharging its supervisory obligations for over 100,000 units for low-rent peace-time housing, and managing some 22,000 units turned over to it from the Public Works Administration and 5,000 units from the Farm Security Administration.

"As important as these activities are, during these last twenty months, they have been pretty much over-shadowed by the war job. Our constituents have tried to mobilize every resource they had in terms of home planning and home construction on the housing sector of the war front.

"It has been a period devoted to programming shelter for these in-migrant war workers, operating a bank system in the interests of the war economy, providing mortgage insurance and administering a priority system so that a maximum of private capital could be enlisted in the war housing job, and finally, where private capital was not available the use of public funds has been necessary, in the selection of sites and the letting of contracts and the managing of the publicly financed war housing program.

"Looking back over the twenty months' period of war housing, we find the number of cities, war centers, that needed shelter for these workers, has increased from some 400 to more than 800. We have looked back on a programming job of increasing complexity as our war experience has changed, and as contracts have been shifted, and as we have achieved greater manpower utilization

in war plants. We have had to follow that complex situation in attempting to determine what was needed by war of war housing.

"Over that period critical materials moved from a stage of being relatively easy up to an extreme tightness, and this developed inevitable procedures restricting their use and consequently making it more difficult for us to build the war housing.

"The number of units under management in terms of war housing has increased during that period from 97,000 to 563,000, and the total program in terms of public and privately financed war housing, new and conversions, has increased from some 800,000 to 1,800,000.

"Our rate of production of war housing has almost tripled, up to a figure during the last few months of about 50,000 units a month.

"During that period, we have cut the use of critical materials on our war housing program in half, and we have reduced the cost on the public permanent units from $4,500 down to our present figure of about $2,800 for the temporary publicly financed units.

"As we come down the home stretch and look forward, we shall say to July 1944, we shall probably have a program for providing about 4,000,000 accommodations for war workers; 2,000,000 of them in existing structures through intensive community programs to provide such facilities, and 2,000,000 representing construction and conversion, of which more than one-half have been privately financed. In other terms, some 78 percent of our war housing

accommodations have been provided through existing housing, or privately financed housing, and it has been necessary to use public funds for only some 22 percent. In other words, we have enlisted about $3,000,000,000 to $4,000,000,000 of private capital in the war housing job; in converting our public program from permanent to temporary and stripping it we have saved something approaching $400,000,000 of public funds; and through this conversion program which we were able to work out, we will save another $50,000,000 or $60,000,000. That job has been done because over the years, the Government has accumulated some experienced personnel. It has been done with help of many agencies, the War Production Board, the War Manpower Commission, and certainly with congressional committees, and the Appropriation Committee's help.

"We look forward to a job of finishing up the housing of in-migrant war workers. The job is not quite done. We look forward to an unwinding of the war housing job in terms of arranging for the disposition of some 200,000 permanent units and 80,000 demountables, about 400,000 temporary family and dormitory units, and some 35,000 trailers.

"We are searching with other agencies for some kind of an interim formula which will make possible utilizing whatever materials and manpower may be available during the war effort to keep the construction industry going during the last years of the war prior to complete victory, prior to the period when we can get loose, as we all hope, from any kind of restrictions and regulations.

"We are looking forward to spending some time so that we may be ready with information and suggestions for the Congress and the Committees with respect to the post-war housing picture.

"I think that everyone assumes, cities, citizens, and lending institutions, builders and realtors, that housing will have an important role in the post-war period in terms of a need for housing, in terms of providing employment, and in terms of an outlet for savings and investment and for products of industry.

"That is, broadly, the picture, very hastily presented as a background.

"The over-all estimates before the Committee add up to some $41,000,000 of authorizations, largely from funds available to the corporations as compared with about $53,900,000 for the fiscal year 1944, a reduction of $2,800,000 approximately.

"In terms of employment of administrative personnel, it drops from 11,795 for 1944 fiscal year to 9,397 employees for 1945, a reduction of almost 2,400 employees." 1/

After he had concluded, discussion of the Administration of the Office of the Administrator was begun.

The problem of the regional offices again came up. Mr. Wigglesworth asked why the Office of the Administrator's regional offices could not

---

1/ Pages 486 to 488

eliminated and the work done through the regional offices of the constituent units. Mr. Blandford indicated that the regional offices of the constituent units have very special jobs to do. The job in the Administrator's Office, in addition to over-all supervision, also included programming housing needs.

Mr. Wigglesworth asked why could not the Federal Public Housing Authority do that. He thought that the function of determining needs and sites would be analogous and pretty close together. Mr. Blandford hit at the crux of the basis for the decision to keep them separate in his answer. "It would be undesirable because our job is a total programming job involving and determining how much private enterprise can do as well as how much should be publicly financed. It is an over-all job that you would not get in either one of the constituents. It is an entirely new war job." 1/

The question with regard to trailers too, was raised again by Mr. Wigglesworth. Mr. Blandford explained the policy with regard to the use of trailers during the war program. The explanation showed the relationship between FHA and the NPB.

The essence of Mr. Blandford's statements in the following quotations from the remarks:

1/ Ibid., page 501

"Immediately upon our taking over in early 1942, we reviewed the whole housing policy in the light of congressional statutes and practices, and in the course of it restated a trailer policy, and the WPB agreed, and that policy was that we would use trailers only for stopgap emergency purposes, that we would as WPB for materials for that purpose and for no other purpose. That has been our formula of relationship with the industry and the WPB.

"At this point this Fall, we acquired all the stop-gap trailers we needed. We reached a point where we needed no more. It would have been an unjustifiable public expenditure to have bought one more. In addition to that responsibility, WPB asked us to be its agent in receiving applications from individuals who might want to buy trailers outside of the field of our responsibility of taking care of in-migrant workers, and we reluctantly agreed in the interest of cooperation and we acted, therefore, as the post office for individuals who wanted to buy a trailer outside the frase-work of war housing. They could apply to us and we would then automatically transfer that request to the WPB. As a matter of fact, perhaps the trailer industry was not alert, but we received only a were handful of requests from individuals that we were able to meet, and when I say a handful, I mean only about a dozen. That is the approximate figure. Those special needs were all met through the used trailer market, so we had no requests of any volume to transmit to the WPB. Therefore, the WPB never allocated any materials. We have no control, and properly should have none, as to whether materials should be released by the WPB for non-war housing and for the use of trailers.

"The trailer industry should apply to the WPB if it has a case for utilizing critical materials for manufacturing trailers outside of the framework of war housing. It is for the WPB to decide when and where we can resume making civilian goods, whether it be trailers, automobiles or refrigerators. I think that is now clearly understood by the industry." 1/

Mr. Dirksen then asked concerning the Homes Use Program and the War Housing Centers Offices. Mr. Klutznick responding, expounded the Homes Use Program. He presented a table showing the 1944 War Housing Center Budget ; the number of Centers, the actual number of employees, etc.

With regards to the OPA, Mr. Dirksen asked, "Have you encountered any difficulty with OPA restrictions in getting folks to rent rooms and units?"

MR. KLUTZNICK: "We had some difficulty in the beginning, but the OPA modified its regulations so that the eviction provisions which customarily made it difficult to evict a roomer do not apply where you take two or fewer roomers into your house, and that lifted the load. By the same token, since October 1, the eviction does not apply where you bring an additional family into your home, and that has helped considerably." 2/

With regards to the Information Division, Mr. Starnes raised the question of the possibility of making some material reduction in that Division. Mr. Blandford pointed out that during the last year a consolidation of the information

---

1/ Ibid., page 504

2/ Ibid., page 507

offices of all constituents resulted in a saving of about $60,000 to $70,000. Mr. Starnes asked for a break-down going the grades, classification, salaries, and names of the personnel. This table was given on page 510. It indicated 31 man-years at a total cost of $108,284.32.

Mr. Starnes raised the question of post-war use of housing projects that were constructed in war centers where the type of construction is permanent, and not demountable.

On February 10, 1944, Mr. Blandford appeared before the Sub-Committee of the Committee on Appropriations of the United States Senate, to plead a number of counts. The House Appropriations Committee had authorized $500,000 for the fiscal 1945 administrative expenses of the Office of the Administrator, whereas, the Budget Bureau had approved a request for $543,900. The House Appropriations Committee had cut $43,900 from the Administrative Expenses. It had cut the appropriations for annual contributions as a subsidy on low rent projects to local housing authorities $500,000 below the estimate approved by the Bureau of the Budget. It had cut $150,000 below the Budget Estimates for the amount which Federal Public Housing Authority was authorized to spend for administrative purposes out of the United States Housing Act funds.

At the Hearings Mr. Blandford pointed out that if one were to discount the overtime, the amount requested this year for administrative expenses for the Office of the Administrator was $25,000 less than the amount it had last year.

Mr. Blandford pleaded that the $543,900 represented the cost of furnishing some 141 employees and other objects in the Office of the Administrator to supervise the ordinary activities of the FHLBA, the FPHA and the FHA and also a $6,000,000,000 war housing program. 1/

Mr. Blandford pointed out that the needs had been carefully planned before they were submitted; that they were $25,000 less than the past year; that on the Information Services the year before they had saved from $60,000 to $70,000; that on the total budget for 1945, as compared with 1944, they were able to work out a reduction of three and a half million dollars, and the savings of 2,400 employees. 2/

Mr. Blandford stated that his small central administrative office had been working for the past two years with the FPHA, and, with the cooperation of the FHPA, was able to effect a construction cost reduction from $4,500 per unit to $2,800 per unit, thereby effecting a saving of $400,000,000 in the publicly financed program. Secondly, it had worked with NPB and other agencies to expedite the participation of private enterprise in the war housing program and had gotten $4,000,000,000 of privately financed construction. This took just that much of the war housing off the Federal Government. The central office of the

---

1/ Ibid., page 83

2/ Ibid., page 85

Administrator, thirdly had stimulated a program for using 2,000,000 private accommodations without any expense to the Government. Fourthly, it had worked in 160-odd cities through the Homes Use Program to stimulate the use of existing homes.

The point Mr. Blandford stressed is that the small central office was a good investment spot for adequate staff and it would really result in working out some larger economies throughout the whoe agency on the total program. 1/

Mr. McKellar turned again to the number of regional offices, of which there were eight with an average employment of twenty-five persons in each office, making a total of 200. Mr. Blandford pointed out that a recent consolidation had reduced or eliminated two offices at a saving of $115,000. Mr. McKellar asked whether there could not be a further economy by reducing these regional offices still more. Mr. Blandford felt that they had gone as far as they should at the moment. 2/

On Wednesday, June 7, 1944, Mr. Philip Klutznick, Commissioner, FPHA, Lyman S. Moore, Assistant Administrator, NHA, Robert L. Cochran, Assistant Commissioner, FPHA, appeaded before the Sub-Committee on Appropriations of the House in connection with House Document 553, which asked

---

1/ Ibid., page 86

2/ Ibid., page 87

for an additional $15,000,000 of Lanham Funds to remain available during the continuance of the unlimited national emergency declared by the President on May 27, 1941, which should not be available for obligation for new projects after June 30, 1945. 1/

The Chairman, Clarence Cannon of Missouri, pointed out that this short program was in accordance with the wishes of the Committee. The Committee, in connection with the First Supplemental National Defense Appropriation Act of 1944, approved December 23, 1943, had reduced budget estimates of $200,000,000 to $50,000,000 and had adopted a procedure of looking at the need for both housing funds more frequently.

Again on the First Deficiency Act, approved April 1, 1944, the Committee reduced the budget estimates of $25,000,000 to $7,500,000 with the announced intention in the report that it would take another look at the situation with a view of keeping more closely in touch with the needs and demands and make a more frequent survey of it, and in granting the seven and a half million dollars, as of the end of February, giving a total for the four months of March, April, May and June of $20,000,000.

1/ Hearings Before the Sub-Committee of the Committee on Appropriations, House of Representatives, 78th Congress, Second Session, of the Second Deficiency Appropriation Bill for 1944. Page 216

When the Committee made its decision it based its estimate on the February rates of programming of $5,000,000 a month. In March the program was $8,250,000; in April $6,400,000 and on May 26 there was a balance in the entire fund of $4,191,368. In May, about $3,000,000 was programmed.

It appears that the firmness of estimating was considerably shaken at this period. The same procedure was followed as in the past. Field Representatives were asked to make as careful and detailed a projection of war needs prior to October 31 as was possible in the light of all the conflicting factors which contribute to a decision to program and construct new public war housing. Their estimates showed a potential need to program about 17,600 public units requiring, in addition to existing balances, slightly more than $33,700 of Lanham Act appropriation. The Commissioner of FPHA admitted, however, that it is recognized that detailed locality estimates are by no means as firm as they were in earlier years. We know now on the basis of experience that some of the indicated needs will not materialize, and that other needs not now anticipated will arise. It is difficult to estimate the extent to which these locality estimates should be discounted, in view of such possible reductions. After considerable deliberation, a figure of $15,000,000 was arrived at, although originally the submission of a larger amount was contemplated. 1/

1/ Ibid., page 218

That phase of the war housing program had except for exceptional cases, already passed where the primary need was for construction of mass housing developments at the sites of major industrial plant expansion. The program in July 1944 was in response to a different type of need. It was designed to supply a relatively small number of units and many scattered localities. This was made necessary by the establishment of small new war plants or by expansion of existing operations. Programs assigned in March and April of 1944 averaged only 109 units. These increments to the supply of war housing, while individually small, were cumulatively very important in their effect on war production. They were apt to occur in smaller communities where the supply of both labor and housing was relatively inflexible.

During the four months, February, March, April and May, Public Act 849, Title I funds, were committed at an average monthly rate of approximately $1,800,000. The average monthly rate of obligation was around $18,400,000 and disbursements were made at an average rate of slightly less than $34,800,000 per month. 1/ As of March 31, 1944, 52 percent of the 3,828,000 units assigned had been provided through the use of existing private structures. Twenty-seven percent through private financing, and only 21 percent required financing with public funds.

The need for further programming of public war housing was questioned because of the existence of vacancies in houses already constructed upon occasion. These conflicting conditions ((one) a need for war housing, and (two) vacancy in war

---

1/ Ibid., page 218

housing) were caused by sharp fluctuations in production and employment in specific localities. 1/

As of March 31, 1944, 89 percent of all publicly financed family units in war housing projects managed by the National Housing Agency with all units completed three months or more were occupied. Less favorable occupancy experience for single person accommodations in part reflected larger turnover among single war workers. The policy of selective service to exhaust the available supply of single men before drafting married men, and the difficulty in recruiting single women, resulted in a ratio of in-migration of single persons lower than had been estimated. In addition, a higher proportion/than had been /of married men anticipated, brought their families with them, despite the inconvenience of relocating for temporary war work. In addition, many stop-gap units were kept vacant intentionally while they were awaiting removal to a new site after the temporary needs for them had passed in the particular locality.

There were general factors which also affected the occupancy of war housing. These were:

1. The need for a margin of vacancy as an aid in recruiting.

2. Delays in or failures of labor recruitment drives.

1/ Ibid., page 219

3. A substantial downward revision of some war production schedules caused by revised demands from battlefields.

4. The elimination of some production items, causing complete shut-down and shifting of workers to other war production localities.

5. Improved production methods, improved utilization of manpower, and increase labor efficiency.

Whenever it became clear after the construction of housing that it was no longer required for the in-migrant war workers for whom it was programmed, occupancy regulations were relaxed. The housing was made useful to serve a real war need on the part of resident war workers, permanently stationed military families, the families of men who had entered the armed forces, or returning veterans. Sometimes the occupancy of such housing was thrown wide open in order to relieve community congestion which had resulted from both in-migration and other factors. Trailers and demountable units which the Agency owned in considerable number, were shifted rapidly from localities where new needs had arisen. Where climatic conditions were favorable, trailers were used for duration housing even though the Agency continued to consider trailers as sub-standard for this purpose.

The FPHA Commissioner presented copies of the total war housing program based upon estimated needs made by his regional representatives in pursuance to previously established procedure for the period from May 1 to October 31, 1944. These included a locality by locality analysis and were confidential. He also distributed a

series of charts to which he referred and from which he described the program. 1/

The Commissioner in explaining why he only asked for $15,000,000, spoke as follows:

He said: "Our experience indicates that we can keep it, that is, the cost of housing down to between $5,000,000 and $10,000,000 a month, current, but the needs change as the demands of war results in problems arising in some other places. There may be a need here of fifty and there one hundred, and on that basis when our field representatives made up their needs they came to us with a need of some 17,600 public units and giving us credit for the balance we had of some $[illegible],000,000 plus, it would required $33,200,000 of Lanham Act appropriation. We felt, however, that because of the downward trend that we are justified in saying that if $15,000,000 were appropriated as a sort of fire emergency fund it would protect us against the needs that would arise from time to time, and that we could probably get by. And, if that $15,000,000 is appropriated, Chart 12 indicates that it will enable us to produce some 9,000 publicly financed units, broken down as follows: 4,300 family dwelling units, 200 dormitory units; 2,600 trailers; 1,900 portable shelter units." 1/

The Commissioner indicated that the National Housing Agency had a consultation with the War Department, the Navy Department, the War Production Board, and the War Manpower Commission representatives, before it decided firmly upon

---

1/ Ibid., page 224

what it needed. He produced a letter signed by the Under Secretaries of War and Navy, by the Chairman of the War Production Board and of the War Manpower Commission, supporting the President's request for an additional appropriation for war housing.

The Chairman/interested in knowing how the /was $15,000,000 was arrived at.

"THE CHAIRMAN: I note that from April 30 to May 26, you had programmed only about $3,320,000 the difference between your unprogrammed balance on April 30 and the balance on May 26 which would be at the rate of a little over $4,000,000 a month. Now, is that the basis on which the $15,000,000 is arrived at?

"MR. KLUTZNICK: The program was arrived at frankly on the basis of rounding out these figures, trying to arrive at an irreducible minimum of future programming." 1/

The Chairman inquired concerning cut-backs and rescissions of the program in order to find out how much money there was actually available from previous programming which could be used for current needs. He asked for a statement to be inserted in the record showing cut-backs and recissions by months for the last eight months. This was incorporated on pages 226 and 227 in the printed Hearings.

The average monthly recoveries for the first three months of the period, that is, October, November and December, 1943, was $11,240,000. The average

---

1/ Ibid., page 225

for January, February, March, April and May, 1944, was $2,004,000. The large volume of the first three months was due to radical downward adjustments in both publicly financed new construction program and in the conversion program. These adjustments had been due to major changes and modifications in such production schedules as the heavy ordnance program, Army contracts with civilian flying schools, and advanced training activities of Army air bases. The possibilities of such large recoveries was much greater in October, 1943 when 95,000 units were programmed but not under contract, as over against April 30, 1944, when only 18,500 units were programmed but not under contract. The possibilities of recovering any substantial amount of money were extremely small as the program approached the point of being placed completely under contract.

In estimating that more than $33,000,000 worth of future program could be financed with a $15,000,000 appropriation, the Agency took fully into account the potential small volume of recovery, along with the prospect that program needs would diminish somewhat below the field estimate.

In this discussion, Mr. Klutznick indicated that there was still need for housing in the West Coast and in communities where textile industries were placed, such as in Georgia.

MR. KLUTZNICK: ....We have had pressure from the Navy for housing on the West Coast, and from the War Production Board for housing in some textile localities and we have the war food industry processing problem, which is not an easy one, and

which has taken on some rather mean proportion as far as the number of places is concerned, although the number of units involved is small."

Another item in the appropriations was for $98,000, together with the unexpected balance of $173,000, for the liquidation of the United States Housing Corporation. The NHA took the Corporation over in February 1942 when it took over some 450 houses and 60 vacant lots scattered in 8 localities across the country. 1/

Mr. Taber asked for a list of the places where the programs were set up for $82,000,000 or its unobligated balance which money covered the period between April 1 and April 30. He felt that the Committee ought to have that information in order to base judgment as to whether anything ought to be done or not in the way of making the new appropriation. He felt that "If they have a great lot of stuff programmed here that it apparently should not be built, we should know it." 2/ He felt that we needed a list of the places, the number of housing units and the amounts. 3/ The information he requested was prepared and submitted for the record on pages 240 following.

1/ Ibid., page 233. The entire story of the United States Housing Corporation under NHA is well told on page 23[illegible] ff and following. This story is not part of the war housing story; it is part of the activities of the Federal Home Loan Bank Administration which coped with the problem.

2/ Ibid., page 239

3/ Ibid, page 240

In spite of the fact that the war housing program budget was distinct from the administration expenses budget, Mr. Taber raised the question of administrative expenses and found Mr. Klutznick momentarily unprepared to give the figures. 1/

Other information that Mr. Taber wanted was included in the record of pages 255 following.

Mr. Wigglesworth asked for a statement that would show the number of projects and units which were completed and under management, and also the number of projects and the number of units which were under construction, and also a break-down of those figures by numbers and types as between permanent and temporary, and so on. This was inserted in a table on page 257.

Mr. Wigglesworth also pointed out a wide variation in per unit cost of construction in similar areas. Mr. Klutznick explained the difference in cost as due, for one thing, to the fact that in the early days of the program there was an under-supple of contractors and an over-supply of workd, whereas, at the end of the program, "Now when we take a bid on a project we get 17, 18 or 20 bids and the increased competition has a tendency to reduce the cost to the Agency. That is one factor." 2/ A second factor was that the houses

---

1/ MR. KLUTZNICK: I might say that I did not come prepared to discuss that phase of it because it was involved in the administrative budget that was been before the committee. Ibid., page 253

2/ Ibid., page 258

earlier in the program were better in design. In addition, costs might go up because of the need to buy more expensive sits later in the program when the cheap sites have already been used up.

On Tuesday, November 28, 1944, Hearings were held on the Estimates in House Document 776 for the National Housing Agency, providing an additional amount to carry out the purposes of the Lanham Act of $20,000,000 for war housing to remain available during the continuance of the unlimited national emergency declared by the President on May 27, 1941, but not to be available for obligation of new projects after June 30, 1945. 1/

Seven programs were proposed under the new request:

1. For housing related to naval operations.

2/ Housing for railroad workers.

3. Housing for forge and foundry workers.

4. Housing for B-29 and A-26 bomber production.

5. Housing for near Army Air Bases.

1/ Hearings Before the Sub-Committee of the Committee on Appropriations, House of Representatives, 78th Congress, Second Session on the First Supplemental Appropriation Bill for 1945. November 20-28th, 1944. See page 596 following.

6. Housing for Army production and supply (Other than foundry and special airdraft).

7. Housing for other urgent war activities, such as points in Alaska serving railroad and Army establishments, or housing for lumber and lodging operations, or for female workers needed at an anti-aircraft gunnery school and the like. 1/

The type of housing proposed was entirely of portable family units, trailers and dormitory units. Most of the housing included in the program related primarily to production for the war against Japan in the Pacific. The needs there were expected to be intensified rather than relaxed by victory in Europe. Factors making for the use of public housing rather than private construction were as follows:

1. Many of the communities affected were very small and relatively isolated. The capacity for private permanent housing had already been exhausted there. The requirements were critical in terms of time and private housing was shown by experience to be the slowest method.

2. The workers to be recruited on the various programs were relatively low paid workers, unskilled or semi-skilled, and many of them belonged to minor racial groups. Private housing could not meet their needs.

1/ Ibid., pages 598 to 600

3. In many cases it was necessary to provide furnished quarters since the workers could not bring their furniture long distances for relative temporary employment nor would they accept jobs if they had to buy their own furniture locally.

4. The mortgage insurance authorization under Title VI was nearing exhaustion at the time. The available balance of the authorization as of September 30 was less than $60,000,000 and NHA was reserving the sum for remaining needs under the in-migrant program with emphasis on production of large scale rental housing.

The request had nothing in it to meet the critical need for housing in Hawaii. Nor did it include needs which were expected to be relieved by cut-backs accompanying victory in Europe.

It was pointed out that the expansion of war industry had not yet stopped. Publicly financed new construction alone in the six-months period ending September 30 was in excess of $650,000,000. The total of public and privately financed construction for the current calendar year 1945 was estimated at nearly $225,000,000,000. It was not believed that war production for the handling, storage and transportation of ammunition, equipment and supplies could be stabilized so neatly that no further local housing shortages would occur. It was expected and hoped, however, that these needs would continue to be for relatively small numbers of units and types which could be supplied for relatively low costs. The requests

were going to be formulated, however, on the most conservative basis on which the NHA could reconcile its responsibility to help keep war materials flowing to the front.

In addition to the Justifications, the NHA submitted to the Committee a voluminous document giving complete detailed description of the crtical war housing need in each of the localities listed in the Estimates. 1/

With regards to contacts with other war agencies, Mr. Blandford indicated a new development. Fundamentally, in the NHA program, information as to the necessary in-migration came from the War Manpower Commission, but: "Increasingly in terms of these spot programs we get them direct from the War and Navy Departments, from the Railroad Retirement Board, responsible for the recruitment for the railroad, and from the War Production Board; occasionally from the Bureau, and not infrequently direct from the Under Secretary's Office." 2/

The Chairman asked Mr. Blandford why he was requesting $2[illegible],000,000 when his original estimate was for $3[illegible],000,000.

Mr. Blandford answered that, "The answer to that is, frankly, that we originally asked for $30,000,000 and the Bureau of the Budget approved $20,000,000 with the hope we could postpone the

---

1/ Ibid., page 609

2/ Ibid., page 617

the remainder of it until the next deficiency. Actually, we think that was a serious mistake -- that is my personal opinion -- but since they so acted, the small arms program has appeared on the scene which may call for another $10,000,000. We hope to take that up with the Bureau of the Budget." 1/

In the course of the questioning, Mr. Taber asked for the names of those of the staff who were with Mr. Blandford and Mr. Blandford gave them: Philipson, Moore, Keyserling, Klutznick and Mr. Klutznick added -- Jimmie Lee.

Mr. Taber asked for a picture of all of the units erected in the different States. He was given it in the report as of September 30, arranged alphabetically by States.

Mr. Taber then turned to the projects at Geneva, New York and raised the question of the character of occupancy there. The resultant incident indicates the extent to which the Housing officials had to be on their toes. Mr. Philipson answered, "War workers in the Ordnance plant there."

Mr. Taber repeated his question--

MR. TABER: The occupancy of the set-up at Geneva is workers in the war plant?

MR. PHILIPSON: That is right.

MR. TABER: The one that you built yourself, now the unit that you built yourself?

1/ Ibid., page 617

MR. PHILIPSON: Yes sir.

MR. TABER: I wonder if the rest of the testimony is as dependable as that." 1/

Mr. Taber stated that the only occupancy has been by German war prisoners, "I asked that question to see what kind of testimony we are getting."

To this Mr. Blandford replied,"Mr. Taber, we have a thousand cities in which we have war housing projects, and you can spring surprise questions about a particular area you are familiar with, whereas, if we had known about it in advance, we would have had specific information here available for you."

With reference to Geneva, New York, the Administrator inserted a statement on page 626 following, giving the occupancy of the project. It was to house war prisoners to supply much needed labor for the farms and in the food processing plants in the area. The plants had originally been scheduled for war workers, but on March 1, 1944 it was decided to house war prisoners at the project, in nine buildings comprising 72 units.

Mr. Klutznick indicated that what Mr. Blandford had been doing before, that is, doing during the few months before these hearings was to take funds allocated for the construction of projects where those projects showed that they were not going to be needed, and use them for other projects.

1/ Ibid., page 626

"MR. BLANDFORD: That is the only thing that has kept us alive. We have exhausted the funds; we have presently $2,000,000 available for programming, and we have deducted that from this need."

More than that, Mr. Klutznick indicated that in conjunction with Mr. Moore's office, the FPHA actually sent a man into each regional office and claimed back every cent that could be brought back and re-used. 1/

Following the testimony by NHA, representatives of the Army appeared to testify. A letter was also presented from the War Production Board, signed by Joseph D. Keenan, Vice-Chairman for Labor Production. 2/ A statement was made on behalf of the War Manpower Commission. All of these supported the request.

On Monday, December 11, 194[illegible], Hearings on the First Supplemental Appropriation Bill for 1945 Before the United States Senate Sub-Committee on Appropriations, were held. 3/

1/ Ibid., page 634

2/ See page 636 following

3/ Hearings on the First Supplemental Appropriation Bill for 1945 Before the Sub-Committee of the Committee on Appropriations, United States Senate, 78th Congress, Second Session, on H.R. 5587

On December 6, 1944, the House Appropriations Committee reported to the House the First Supplemental Appropriation Bill for 1945. Included in the Bill was an item of $10,000,000 under Title I of the Lanham Act for the provision of urgently needed war housing, whereas the request originally submitted by the NHA to the House Committee had been for $20,000,000. Mr. Blandford wrote a letter asking for the privilege of appearing before the Senate Appropriation Committee to plead for the restoration of the $10,000,000 cut out.

In the discussion on the Bill, Senator McKellar underscored the fact that what he wanted to do was "To be very, very careful as to whether it is helping the war effort or not; whether it is helping some effort that is just remotely connected with the war. We are all for winning the war, for that matter; and whether you are building these houses for the benefit of people who are not connected with the war effort is what I am after. I want you to be very careful about the distinction." 1/ Mr. Blandford assured him that had been the constant concern of the Agency, and that the war housing was limited to the in-migrant war worker.

Senator McKellar raised the further question of the procedure with regard to determinations of housing programming. He felt that the Community Urgency Committees composed of the Agencies most directly concerned in housing ought to approve the housing urgency certificates <u>before</u> the money was appropriated. 2/

1/ Ibid., page 55

2/ Ibid., page 62, ff

"SENATOR McKELLAR: I think they ought to approve it before you get the money, to be perfectly frank with you. Where you have the money it is easy enough to get approval of almost anything. "We have the money here, all we have to do is to approve it." What we want to do, gentlemen, is to help this war effort in every possible way, and if these things are necessary as a part of the war effort, we want to help. But if various Toms, Dicks and Harrys are trying to get the benefits of this under the guise of the war effort, and under a far-flung connection as being a part of the war effort, then we want to be careful about it.

"MR. BLANDFORD: We are extremely careful, Senator. The program has been very conservative.

"SENATOR McKELLAR: Well, it doesn't sound, from the knowledge that these gentlemen have and have given us, that it is. They say they get a telegram from some Committee in some locality and upon that they make this recommendation to Congress for the money. They are large sums of money and we ought to know what it is before we appropriate this money."

Admiral Crisp intervened to assure the Congressman that the Committee was "plenty tough" before they let anything more come into these areas."

Senator Hayden brought out the point and Senator Overton did too, that the present procedure avoided delay. If one were to wait until the project had been acted upon by Urgency Committees and then by

the War and Navy Departments and other agencies and then it had to come before Congress to get the money, quite a time would elapse and the people who need the housing would be without it.

Mr. Philipson concurred.

Secretary Patterson explained that the plants were placed far from actual communities because of the danger of explosion or of their blowing up. In some places people had to come 50 to 60 miles or 40 to 50 miles, traveling back and forth. In Kansas the average trips some employees were making was about 35 miles per day each way.

McKellar came back to his driving concern. 1/

"Mr. Blandford, in summing it up, can you assure the Committee that the funds we appropriate for housing for the Army and the Navy and for other direct war activities will be used for those purposes and not otherwise used at all?"

"Mr. Blandford: I can absolutely guarantee it sir."

Before the Hearings were closed, Secretary Patterson read a prepared statement in which he outlined the procedure that the War Department went through before it determined that a housing project was necessary.

"I think the Committee should know the procedure we go through before we determine that a housing project is necessary. When, for example, the Ordnance Department decides that an ammunition program must be expanded, it calls into conference the War Production Board, the War Manpower Commission, the National Housing Agency and the other interested governmental agencies. So far as housing is concerned, it outlines the proposed ordnance expansions, the plants it has in

mind to utilize, and the added number of workers it estimates will be required. War Manpower Commission then analyzes the number of workers required and the various locations, and studies each area involved sufficiently to determine approximately the number of workers who must be brought in from outside the immediate vicinity. It is, of course, assumed that workers who can be obtained from the neighborhood will not require any new housing, but will continue to live in their existing homes. War Manpower Commission then refers the project to National Housing Agency, which makes a study of available housing to care for the required number of in-migrants. If the latter agency determines that existing housing is not available for the full number of in-migrants, it recommends to the Ordnance Department the size and character of housing projects required to furnish housing for the number of in-migrant workers who cannot be housed in existing facilities. The Ordnance Department studies the proposals of the National Housing Agency and approves the project only if it is satisfied that necessity exists. If, however, the Ordnance Department is not satisfied, further conferences are had until the scope and character of the project meet the Ordnance Department's views as to necessity. It is only then that a housing project involving the War Department is finally determined upon. There have been instances in the past where it has been concluded that a sufficient number of in-migrant war workers cannot be obtained at the proposed locality, or that the number of in-migrant ~~workers cannot be obtained~~ would be so great as to require housing of proportion to the scope of the expansion, and, in those instances, it has been decided to expand production

facilities at localities other than those originally contemplated. Before the War Department approves a new housing project it makes as thorough a study of the problem as is possible under existing conditions." 1/

On Friday, January 12, 1945, the National Housing Agency appeared before the Sub-Committee of the Committee on Appropriations, House of Representatives, Hearings on the Independent Offices Appropriation Bill for 1946.

Mr. Woodrum turned to Mr. Case for any questions he might have on the over-all picture. Mr. Case raised the question as to what was to be gained by eliminating the language which required keeping funds under different heads. In response, the Assistant Administrator (Administration), Mr. Moore, pointed out that the change made a year or two previous permitted NHA to handle in one account, the amounts of contributions from the constituents which were authorized in the appropriation language, and the amounts which were otherwise available from housing construction and management funds. It was a simpler accounting process all the way through to maintain one account for all of the NHA administrative expenses and to make lump sum transfers to that account.

Mr. Case raise the question as towhether the change would permit NHA to use money from whatever constituent agency it was received without requiring a specific charge for a specific service performed for that agency. Mr. Blandford indicated that was not contemplated, that where services given to another agencies, such as the Veterans

---

1/ Ibid., age 67 f

Administration, those agencies would reimburse the NHA and there would be accurate accounts kept and complete information available.

As for the administrative expenses, the NHA was asking for more money from its constituents because it was taking less money from the war housing construction funds. The overall costs of administration of the Office of the Administrator was less than the previous year.

With regards to communications, Mr. Moore indicated that the Office of the Administrator had recently reviewed its whole system of communications controls. It was attempting to exercise general not only by control orders to all employees but also by individual attention to individual employees who might have been misusing the long distance telephone. 1/

The question of printing and binding of publications was also reviewed and Mr. Case asked for a statement showing what the receipts were from the "Federal Home Loan Bank Review" and the "Insured Mortgage Portfolio". This information was incorporated on pages 710 f.

1/ Ibid., page 707 ff. In a statement submitted on page 707, Mr. Moore indicated the controls which had been established in the Office of the Administrator on travel and communication expenses. These controls are an interesting part in the "how" of administration

Mr. Case raised the question of whether the programming was limited to war housing or whether something was being done with slum clearance and post-war housing. Mr. Blandford said, "We are exclusively focused on the war housing matter presently, Mr. Case."

Then Mr. Case brought up the question of an article in the Washington Daily News of October 6, 1944, stating that the Federal Public Housing Authority, pursuant to a directive of the President, was making a nation-wide survey looking to post-war housing program.

Mr. Klutznick, Commissioner of FPHA, indicated that he did not know the origin of that article in the News. He was not sure as to whether there was a press release at the time on that subject. The survey was for low-rent slum clearance housing, in keeping with an Executive Order, 984. 1/

Mr. Woodrum asked for more detailed information about the budget requirements for the Administrator's office. This led to an indication that the 1946 Estimates for the Administrator's Office contemplated a decrease in expenditures and a decrease in the number of personnel employed.

Mr. Higglesworth again raised a question which related to the field staff of the Office of the Administrator. He wanted to know why should not

---

1/ See page 713 for a copy of the Executive Order from the President

the studies proposed for the field staff be made by Mr. Klutznick's set-up. Mr. Blandford summarized the justification for the creation of a field staff for the Office of the Administrator because "the war came and there developed entirely new functions for the Federal Government, non-peacetime functions arising out of the shortage of critical materials and the needs for housing in-migrant war workers. That meant the housing had to be programmed by the Federal Government. It was never done in peace-time. It was an entirely new workload. A priority system had to be operated, which was not done in peace-time. We had to have war housing centers to help workers find accommodations. We created entirely new field functions involving an over-all programming which was out of the field of anyone to take care of."

"MR. WIGGLESWORTH: "Why?"

"MR. BLANDFORD: "Because they were each operating in a separate and distinct field."

Mr. Blandford made an excellent summary of what the Office of the Administrator was faced.

"We have contacts with over a thousand cities. We have to keep in frequent touch with those communities to find out what the condition of the housing supply is. Sometimes it takes as much time to determine that no program is needed as it does to determine that there is a new need to help the war effort. We have to keep constantly in mind not only as to whether there is a new need but, we have to determine with those thousand cities when we should relax the restrictions on

private; otherwise, injustices would be done if restrictions are not needed and you may get into financial difficulties with foreclosures. We have to watch those cities so as to know when to close up public; we have to watch those cities to determine the houses which may be moved to other sections where there are war needs; we have to watch the cities to determine when the war needs have passed by and the public housing ought to be disposed of. It is a constant contact with 1,000 cities in terms of their housing needs, war production and general real estate situation, which is utterly new and which can only be done centrally and which, if no one else did it, would have to have just as many employees, and maybe more." 1/

Mr. Wigglesworth still insisted that it seemed to him as an outsider looking in, "that there is a tremendous amount of duplication." To which Mr. Blandford responded that he thought it was because the Office of the Administrator had not had enough time to sit down with him and give him the picture. Mr. Blandford explained that there was no actual over-lapping of functions where there seemed to be an apparent over-lapping in Mr. Wigglesworth's mind.

Mr. Wigglesworth then asked for a table that would show the authorizations and the amounts issued and outstanding for each agency under NHA, and whether or not these were guaranteed by the Federal Government and/or interest in the Hearings charges. Such

---

1/ Ibid., pages 719 and 720

a table was inserted on page 724.

He asked secondly, for a table showing the investment, if any, by each of the divisions of NHA in Treasury Bonds and also the obligations of other Federal agencies.

He asked thirdly, for a table that would show any annual receipts by each of the divisions of NHA.

(a) Which are retained by the Division.

(b) Which are turned over to the Treasury, if any.

He asked fourthly, for a break-down of $11,000,000,000 worth of investment or contingent liability in housing programs that the Government had.

He asked also for a statement on priorities processing and construction, and for a second statement in vacancy-occupancy, backlog and migration studies.

Mr. Dirksen asked that two tables be brought up to date. The first was entitled, History of Authorization and Appropriation Legislation under Title I and IV, Public Law 849, and the second Private War Housing with Priority Assistance. All the tables requested were incorporated in the Hearings as finally printed. 1/

1/ Ibid., pages 724 to 733

On Tuesday, February 8, 1945, Hearings were begun on House Document No. 52 before the Sub-Committee on Appropriations. 1/

Mr. Blandford pointed out that the unallotted balance of funds in NHA was $7,878 as of January 31, 1945. The unobligated balance of allotments was approximately $35,000,000 as of December 31. House Document No. 52 was an estimate for $90,000,000 additional for 1945 supplementing the current appropriation of $15,000,000. Since the last appropriation request for war housing publicly financed, which had been submitted in November 1944, the nation was shocked into a new sense of purpose by a series of unexpected developments in the war. There was the counter-offensive of von Rundstedt's armies. There was the acceleration of the American offensive against Japan. There was a renewed feeling of urgency on the home front, requirements for new and expanded production, greater drains on manpower and a common understanding that the time for a supreme effort had arrived. Race tracks and annual conventions were banned. Consideration of post-war problems receded once again into the background. Civilian production was further curtailed, and partial reconversion plans were scrapped. Little speculation about early victory was to be heard. National service legislation was once more introduced into the Congress.

On the Porduction front, the experience of allied troops in combat was translated into new and revised production programs. Construction schedules

---

1/ Hearings, First Deficiency Appropriation Bill, 1945, page 156 ff

for new war plants were stepped up. Closed ordnance plants were re-opened, and new ones were going into production. The urgency of "must programs" increased for heavy bombers, military tires, high octane gasolene, heavy forgings, trucks, rayon fabrics and many other items. New measures were bing put into effect to make available/labor to produce the required supplies. And housing had to be provided where the lack of living quarters stood between an available labor supply and vital production quotas. /the necessary

The justifications underscored the fact that it was a misconception to view the war housing program as a definite project of fixed size, which could be described as half completed, then three-fourths completed and finally as wholly completed. "The war housing job is finished only when there are no more production requirements which depend in part on the provision of housing not available at the time and place where the production must be accomplished." 1/

Six factors made for the additional housing needs in February, 1945. These were:

1. New war production plants were being opened.

2. Existing facilities had to be expanded to meet greater demands.

3. Circumstances required the re-activation of curtailed or close facilities.

1/ Ibid., page 158

4. Facilities were converted to new functions, with different labor requirements.

5. The gradual increase in congestion in some areas reached a point where further crowding would become intolerable.

6. Changes in labor supply made additional recruitment of in-migrant workers possible where previously labor had been unobtainable. 1/

The division in attitude toward the National Housing Agency may bee seen from two comments, one by the Chairman, Mr. Cannon and the other by Mr. Taber. On page 163, it is recorded that Mr. Cannon said, "I might say this, Mr. Blandford, that I think everybody is in hearty accord with your housing program."

MR. TABER: "I would hate to say that, along the line of being in hearty accord with this."

Under Secretary Patterson, War Department, Vice-Admiral Moreel, and Admiral Crisp, Navy Department, appeared to make statements supporting the requests of the National Housing Agency. 2/

Mr. Blandford indicated to Mr. Taber that the NHA had not submitted its estimate for housing on a fiscal year basis since the very early days. The Committee had suggested that the NHA come back from time to time, really in between deficiency bills. 3/

1/ Ibid., page 168

2/ Ibid., page 168, ff

3/ Page 181

Mr. Blandford inserted a letter from Edward J. Kelly, Mayor of the City of Chicago, dated January 27, 1945, addressed to him, urging the appropriation of the additional $90,000,000 and indicating his belief, "That in no other section of the country is the urgency so great for additional war housing as it is here in Chicago." 1/

In examining the justifications submitted to him in connection with the Bureau of Yards and Docks' operations of the Navy, Mr. Taber found a duplication of the request that was presented in connection with Inyokern, California, and Hastings, Nebraska. Admiral Moreel conceded "That is quite evidently a duplication, Mr. Taber, and if we get it in here we will take it out of that bill." 2/

With regard to Hastings, he conceded further "What we have done, Mr. Taber, in the case of Hastings is to ask for the housing in our Bill in order to have a safeguard in case this Bill would not pass. So you are correct in saying there is a duplication between the two Bills with respect to Hastings, but that is the only place where that is true. If the money for Hastings is provided in this Bill, (that is the NHA Bill under discussion), we will take it out of ours (that is the Navy Bill)." 3/

1/ Ibid., page 185

2/ Ibid. page 187

3/ Ibid., page 188

In a statement submitted on pages 188 and 189, the duplication at Hastings was explained. There was no duplication at Inyokern, California, and the entire matter of programming the housing for the stations had been discussed with the Bureau of the Budget and the procedure followed was in conformity with their approval.

The NHA Administrator raised the very practical question of what materials and how much the Committee desired to have. The following quotations states the problem:

"In this Justification you have there, in each case we have a concise summary of the kind of activity at the particular location and, ordinarily, the increased employment that is contemplated, and the degree of support which the Navy or the War Department, as the case might be, has indicated. And on the bottom, there is a table showing the status of all the housing that has been programmed. Now, there is a lot of materials. Query: How much does the committee wish us to include; how much can you absorb? This volume [exhibiting] is over one hundred pages. In the case of Los Angeles, we show that there are about 2,000 units under construction, public and we are contemplating this for a multitude of other industries in Los Angeles that have additional workers.... While we can supply a volume of Los Angeles from our files that would be helpful, but if we sent you five hundred pages? How much time are you going to have to go over it?" 1/

1/ Pages 207 and 208

Mr. Blandford put into the record a letter from the Great Lakes Steel Corporation and another from the United Automobile-Aircraft-Agricultural Implement Workers of America supporting the NHA request for an appropriation. 1/

Mr. Taber asked Mr. Blandford what he did with the $15,000,000 he had available at the first of the year? To this Mr. Blandford said, "The first thing we did was to sit down with the representatives of the War Department and the Navy Department and determine, in the light of the reduced amount, the most critical things that should be taken care of with that sum of money."

He had a list of the communities that they had programmed which he inserted in the record. 2/

Mr. Taber upon perusing the list, found that the same names were not used in it as in the last Hearings. He referred specifically to San Francisco which was called Hunter's Point in the new list. 3/

On March 3, 1945, the Senate Sub-Committee of the Committee on Appropriations met with Blandford, Keyserling and Lyman Moore. Senator McKellar, its Chairman, told Mr. Blandford that he had invited him down to show the Committee

---

1/ Ibid., pages 213 and 214

2/ Ibid., page 215

3/ Ibid., page 216

how it could cut some of the appropriations lower than they were. Stimulated by the need to reduce expenditures, Senator McKellar wanted to know what housing could do about reducing its requirements. He reviewed the amounts for salaries and expenses.

Mr. Blandford indicated that the reduction over 1945 was about $600,000 and about two hundred employees.

The Senator asked about the number of military deferments. Mr. Moore responded that there were no occupational deferments under thirty years of age in NHA. Exactly three hundred-seventy three employees over thirty-eight years of age had been deferred at the request of the NHA.

The Senator raised the question about the use of travel funds for attendance at meetings. Mr. Blandford indicated that the provision had not been put in in the form that it was, at his request. Nor did he have responsibility for the provision for the three cents a mile permitted for privately owned automobiles. 1/

After quizzing the Commissioners under Mr. Blandford, Senator McKellar came back to the general problem of whether or not money could

---

1/ Ibid., page 330

be saved by consolidating the four or five housing set-ups into one establishment. 1/

The Senator pressed his point: "Why couldn't this all be headed up under one big agency?"

Mr. Blandford answered, "It is one agency."

The Senator said, "You have separage adminis-traion of all these different funds."

"Mr. Blandford: They are broekn down into administrative units.

"Senator McKellar: Is there any duplication in the administration at all?

"Mr. Blandford: Not one bit of duplication.

"Senator McKellar: No over-lapping?

"Mr. Blandford: No sir." 2/

Again on page 421 the Senator resumed his argu-ment for consolidation of housingagencies.

1/ Ibid., page 1[illegible].
SENATOR McKELLAR: I just want to ask a general question. Are these four or maybe five housing set-ups here?___couldn't we save some money by putting them together in one establishment? It looks to me like we have a lot of lost motion."

2/ Ibid., page 416

SENATOR McKELLAR: "Let me call Mr. Blandford's attention to this: We started out with the NHA, Office of the Administrator. Then we next take up the Federal Home Loan Bank Administration. Then we come over here to the Federal Housing Administration."

"Now we have come to the Federal Public Housing Authority. Just looking at those titles and knowing that they all refer to the housing job, it certainly looks very peculiar that we have got these four different institutions on one job, and I am wondering if somebody cannot evolve a plan by which we can consolidate these four organizations within one, and save some money in the matter of administration. I believe it can be done. I think it is a very wasteful thing. We have got to cut down these expenses. We cannot go on increasing like we have been doing." 1/

On March 2, 1945, the House of Representatives passed the First Deficiency Appropriations Act for 1945, including an appropriation of $84,370,000 for the construction of urgently needed war housing. This was to make possible recruitment of manpower for such critical production programs as artillery and ammunition, construction and operation of naval facilities, forge and foundry operations and transportation.

The Bill, as approved by the House, contained language supplied in an amendment offered on the floor by Representative Taber of New York as follows:

1/ Ibid., page 421
(But the record, so far as the Historian now knows, shows no success in discovering any immediate economies).

"That all obligations of this additional appropriation for projects in which (1) the War Department has a paramount interest shall first be jointly authorized in writing by the Secretary of War and the Director of the Bureau of the Budget; (2) the Navy Department has a paramount interest shall first be jointly authorized in writing by the Secretary of the Navy and the Director of the Bureau of the Budget; (3) the War and Navy Departments have a joint interest, direct or indirect, which they shall be presumed to have as to all projects in which the interest of either Department is not paramount, shall first be jointly authorized in writing by the Secretaries of War and Navy and the Direct of the Bureau of the Budget." 1/

On March 6, the Administrator, John. B. Blandford, Jr., directed a letter to the Chairman of the Appropriations Committee, United States Senate, requesting a hearing to plead for the deletion of that amendment. The amendment required participation by the War Department, Navy Department and the Bureau of the Budget in the determination of specific problems of housing needs in a way which had not been their practice in the past. They had not considered it necessary. If Congress imposed the responsibility for final determination of the housing to be programmed upon the War and Navy Departments, only two possibilities seem to exist: (1) Either the War and Navy Departments must approve the recommendations of the National Housing Agency without substantive review, in which case the procedure would amount to little more than an additional formality; or (2) the Departments would have to provide themselves a qualified staff both in the field and in

---

1/ Ibid., page 21 and 22

their Washington headquarters offices to make an independent appraisal of housing requirements, which would mean a substantial over-lapping and duplication of staff and activities between the Housing Agency and the military services. It would be an unnecessary increase in administrative expense.

Similarly, the Bureau of the Budget had no facilities for determining the concrete housing requirements of a specific locality. It did not own or operate plants or production facilities. It seemed to the Administrator that the Bureau of the Budget had already performed its appropriate function of reviewing the program as a whole in relation to other factors in the war program, prior to the submission of the estimates to the Congress. 1/

Mr. Taber had submitted his proviso, that is the amendment, without the War Department, the Navy or the Bureau of the Budget asking for it.

According to the Congressional Record of Friday, March 2, 1945, in the House, when Mr. Taber's Resolution was introduced, there was a division. The vote was "Ayes", forty-seven "Noes" seventy-six. His amendment was rejected. 2/

In the House, Mr. Taber offered an additional amendment to strike out the amount $84,373,000 and insert $42,000,000. This would have cut the appropriation in half. This aroused considerable oppositionand was voted down. Mr. Taber

---

1/ Page 23

2/ Congressional Record, House, March 2, 1945, pp. 1715

indicated his motivation on page 1714, as follows: "I have had some experience with this outfit. They came up in my territory and they spent $3,000,000 or $4,000,000 building a great number of houses. They were poorly designed. Nobody could live in them. Finally, they turned them into a stockade for German prisoners of war. That is the way it has worked out up in our territory. I find that in so many places that I feel it is being run very, very badly and loosely."

He was defeated by an overwhelming amount of testimony as to the need for additional housing.

On Wednesday, April 18, 1945, however, in the House of Representatives, Mr. Cannon of Missouri, reported an amendment providing that $18,373,000 of the $84,373,000 authorized by them for housing be withheld unless subsequently authorized by law. The reason for that was that, since it was after V E - Day, the Director of the Bureau of the Budget had found that there were adjustments in certain areas and that it would not be necessary to build at all in certain previously considered areas. The Bureau of the Budget and the head of the National Housing Agency concurred in finding that amount unnecessary.

The amendment had the unanimous approval of the House and the Senate Conferees. 1/

1/ See Congressional Record, House of Representatives, April 18, 1945, page 3561

In addition to formal Hearings such as the preceding pages have reported, at the suggestion of the Administrator, Mr. Blandford and his key staff, on April 6, 1943, collaborated a new means of keeping the members of Congress informally advised of housing problems. Resumes of meetings held by the Public Buildings and Grounds Committee of the House of Representatives are appended at the end of this Section. They report the initiation of informal meetings, reflect the nature of the meetings and give some idea of the significance then attributed to them. 1/

After the second meeting, the Administrator felt that the informal meetings were contributing to a general relaxation and a decreased tendency to investigate administrative agencies. 2/

He thought of pursuing the idea on a broader front than just housing with a view of seeing what techniques could be developed. He thought in terms of a joint group of perhaps four congressmen and four administrators. Such a joint commission could pass along to all interested some of the practical and solid practices which had been developed in the handling of small matters. For example, it might indicate the best way to respond to a Congressman so that he might use the letter with maximum effectiveness.

In July, 1943, the third informal meeting took place.

1/ See Interview of Helen Monchow with J.B. Blandford., Jr., April 19, 1943. See also the Congressional Record for Tuesday, April 6, 1943.

2/ See Interview of Helen Monchow with J.B. Blandford, Jr., May 31, 1943.

By the end of the year, it appeared as if the relations with the Lanham Committee would continue with respect to the disposition of war housing, but that the relations of NHA with the House of Representatives were veering to the Banking and Curfency Committee as the war housing picture began to fade out.

The Administrator wrote to the new Chairman of the Banking and Currency Committee suggesting occasional meetings with a Sub-Committee of it with the view of keeping mutually current on problems and anticipated events. 1/

During the first quarter of 1944, the meetings with the Lanham Committee lagged. The Public Buildings and Grounds Committee had started another series of hearings which had covered almost two month's period and as a result the Committee had no time. During the period, no progress was made toward the establishment of similar relationships with the Banking and Currency Committee. 2/

The Administrator had to deal with a new type of Congressional Committee in June, 1944. He was called to a hearing before the Taft Committee on June 1. The Taft Committee was a one-man Committee. Taft was a designee of the George Committee. He

---

1/ See Memorandum on Interview with John B. Blandford, Jr., December 13, 1943 by Helen Monchow

2/ See Memorandum on Interview with John B. Blandford, Jr., April 13, 1944

had asked six other Senators to function as his advisers, rather than as co-members. The meeting was to be a single hearing in the nature of a preliminary discussion, after which the Committee would decide about the next steps to take. After the Hearings, a staff was to be put to work for a few months, with the possibility of resumption of Hearings in the Fall. 1/

1/ See Memorandum on Interview with John B. Blandford, Jr., May 29, 1944

RESUME OF MEETING HELD BY THE
PUBLIC BUILDINGS AND GROUNDS COMMITTEE OF THE
HOUSE OF REPRESENTATIVES
APRIL 6, 1943 1/

"Inaugurating a new policy and method of keeping Members of Congress informed on the progress and development of housing to serve the needs of war workers, NHA Administrator John B. Blandford, Jr., Herbert Emmerich, Commissioner of FPHA, Earl Draper, Deputy Commissioner of FHA and James H. Lee, Assistant to Commissioner Emmerich, appeared before the Public Buildings and Grounds Committee on Tuesday, April 6, 1943.

"Congressman Fritz Lanham, Chairman of the Committee, presided and brightened the proceeding considerably with a slight touch of magic, demonstrating a few tricks of legerdemain, augmented a bit by Congressman Rodgers' contribution of the same art.

"Congressman Lanham explained to the Committee the purpose of such informal meetings, stating that they had been planned with the view of keeping the Members up-to-date on matters of War Housing and other activities in which the members are vitally concerned. He also expressed the opinion that such monthly meetings would make it possible for Committee members and other members of Congress who cared to attend, to obtain first hand information on any complaints they had received.

"The principle on which the idea for the informal meetings was projected was praised by the Members present, including Congressmen Holmes of Massachusetts, McGregor of Ohio, Rodgers of Pennsylvania,

---

1/ This Resume and the following two were prepared by Mr. James H. Lee

Gallagher of Pennsylvania, Outland of California, Wanasco of Alabama, McWilliams of Connecticut, Johnson of Illinois, and Kilburn of New York. In order that the Members would be well informed on the latest developments, how appropriated funds had been allotted and what progress was now being made in the construction and completion of all types of War Housing, Administrator Blandford reviewed the National Housing Agency War Housing program.

"Mr. Blandford touched on all phases of the program, outlining how such difficulties as obtaining priorities, lumber, etc. had been surmounted, at least temporarily.

"The number of units now available, under construction and the monthly construction progress was reported to the Committee and Mr. Blandford's remarks were augmented by Mr. Emmerich for the Public Housing program and by Mr. Draper on the private construction. Several questions during this phase of the review directed attention to the matter of proper disposition of War Housing after the emergency. Due to the type of temporary construction in some localities, such construction being dictated generally by the materials available, as in the case of housing built of masonry, some of the Members felt that considerable pressure for letting the temporary houses stand, may be expected from local communities when the time comes to remove and salvage temporary war housing.

"Mr. Emmerich explained that realizing this problem would be one of major consideration, the FPHA program generally was being developed on leased land which would create the necessity for some orderly disposition of temporary war housing. The progress made and

being made in such critical areas as the West Coast, Mobile, Charleston and Portsmouth was commented on by Mr. Blandford and questions were asked by Members of the Committee.

"Eventually the discussion turned to the housing problem at Willow Run, to meet the need for workers at the Ford-Willow Run Bomber Plant. Mr. Blandford gave a graphic picture of the conflict and difficulties which had been encountered in programming housing for Willow Run, stating that if the latest information available from the Army and War Manpower Commission was accurate, then a sufficient number of housing units has been programmed for that area, and are now under construction and will be completed this summer or in the early fall.

"Mr. Lanham devoted a few remarks to the fact that Members of the committee were planning a field investigation which would include such places as the Middle West and the West Coast and hoped that he personally and other members of the committee would be able to get to Detroit sometime in May.

"Questions regarding pertinent problems and complaints in their particular districts were asked by various members of the committee and were answered by Mr. Blandford, Mr. Emmerich and Mr. Draper. However, in the matter of fees for architects, which was touched on briefly, Fehr Holmes remarked that he had heard architects on housing projects in Providence, Rhode Island, had received a fee equivalent to $237 per dwelling unit. This amount appeared to be considerably out of line and Mr. Emmerich informed the Congressman

that he would look into the matter and provide the accurate information. Mr. Holmes was also interested in the progress of the projects in New Haven, Connecticut.

"Other phases of the general program as well as some specific cases in various localities were discussed and Congressmen Lanham explained that part of the time of the hearing would be devoted to reports from the Federal Works Agency, officials of this Agency being present at the meeting.

"The reaction of the Members of the Committee and other Members of Congress that the idea of such informal sessions meets with their approval is attested in the remarks incorporated in the Congressional Record for Tuesday, April 6. A copy of these remars is included with this report."

MR. LANHAM: Mr. Chairman, I wish to bring to the attention of the Members of the House a policy which has been adopted by the Committee on Public Buildings and Grounds which, in my judgment, may well be followed by the various committees of the House of Representatives.

There is frequently a great deal of misunderstanding and lack of collaboration between the legislative and administrative branches of the Government. That misunderstanding and lack of cooperation are frequently due to the fact that very seldom the representatives of these two branches of the Government have an opportunity to get together and confer. Consequently when the administrative authorities come before our respective committees with reference to bills pending before those committees we have an accumulation of misunderstanding for approximately one year.

In order to keep current with the business of the Public Buildings and Grounds Committee, especially insofar as it pertains to housing under legislation emanating from that committee, we are holding on the first Tuesday of each month an informal conference of the committee and these administrative authorities so that the necessary explanations can be made, misunderstandings obviated, and collaboration and cooperation increased. If any Member of the House of Representatives has a problem in his district bearing upon legislation emanating from the Committee on Public Buildings and Grounds, we shall be glad to have that Member appear at these stated meetings on the first Tuesday of each month in order that the necessary explanations and corrections may be made.

If this policy were followed by the various legislative committees of the House of Representatives, in my opinion, we could with very much greater smoothness and efficiency get the laws which we enact administered in accordance with the legislative intent. We are, insofar as we know, pioneers in this field of collaboration, and we hope that we are setting a laudable example for the other committees of the Congress. And I may say that the administrative authorities have indicated their complete accord with this program.

MR. KENNEDY: Will the gentleman yield?

MR. LANHAM: I yield to the gentleman from New York.

MR. KENNEDY: I want to congratulate the gentleman on inaugurating this program. I am wondering if he would not be good enough to extend this invitation to all Members of the House rather than to those who may have problems? I think the gentleman's program should be adopted; and if he will set the example and allow us to come in and see what he is doing, we who are serving on other committees may urge our chairman to do likewise. Therefore, I hope that the chairman of the Committee on Public Buildings and Grounds will extend his invitation to all Members rather than to those who have problems concerning matters pending before his committee.

MR. LANHAM: The invitation, of course, is extended to all Members, but specifically to those who have problems concerning which our committee may help in the solution.

The first meeting of that character was held in our committee room this morning. It was very, very helpful. We were able to eliminate a great deal of the confusion that exists and to effect a basis of mutual effort to carry out the laws in accordance with the legislative intent.

CHAIRMAN: The time of the gentleman has expired.

MR. RABAUT: Mr. Chairman, I yield the gentleman two additional minutes.

MR. EBERHARTER: Will the gentleman yield?

MR. LANHAM: I yield to the gentleman from Pennsylvania.

MR. EBERHARTER: I am delighted to hear of the gentleman's innovation so far as the Committee on Public Buildings and Grounds is concerned. I am only sorry that I did not know about this meeting today before this, because just over the week end a very serious problem respecting defense housing has arisen in my congressional district. If I had thought that the committee was having that sort of meeting this morning, I certainly would have appeared. It strikes me as a very fine innovation on the part of the committee. However, the committee will not meet again for the same purpose for another month. My problem must be taken care of very shortly.

MR. LANHAM: In the meantime I would suggest to the gentleman, who was a former distinguished member of this committee, that he confer with the administrative authorities, and the committee will be glad to be of any assistance possible in getting his problem solved.

MR. EBERHARTER: I thank the gentleman.

MR. HATCH: Will the gentleman yield?

MR. LANHAM: I yield to the gentleman from New Jersey.

MR. HATCH: I think the arrangements proposed by my distinguished friend from Texas is very valuable. I am wondering if it would violate the

Constitution of the United States if we could get these executive heads on the floor of the House to give us all information at one time.

MR. LANHAM: I defer, of course, to the judgment of my very erudite and distinguished friend from New Jersey as to whether that could be done without some amendment of the law or Constitution. But the policy which we have inaugurated, of course, can be carried out without any legislation and I think it will afford an abundant opportunity to keep current with reference to these problems and not have an accumulated mass of misunderstanding annually.

CHAIRMAN: The time of the gentleman has expired.

MR. CARTER: Mr. Chairman, I yield the gentleman one additional minute.

MR. STEFAN: Will the gentleman yield?

MR. LANHAM: I yield to the gentleman from Nebraska.

MR. STEFAN: I, too, want to congratulate the chairman of the Public Buildings and Grounds Committee, of which I was at one time a member and served with the gentleman.

I am sorry I did not know you had this meeting, because just now I received the following telegram from the Governor of Nebraska:

> Schools not eligible for Lanham Act funds unless they show deficit in operating costs. Going broke to get aid is wrong principle. Federal Government should assume all increased educational costs in local schools due to war activities in school district. Dondition serious in many Nebraska communities where airports have been built.

I am sure it was not the committee's intent that a State would have to go broke to ask benefits from the Lanham fund. I am sure that is not the philosophy of the chairman.

MR. LANHAM: May I say that the remarks of the gentleman from Pennsylvania (Mr. Eberharter) and those of the gentleman from Nebraska (Mr. Stefan) indicates the wisdom of the policy the Committee on Public Buildings and Grounds has adopted. I hope this example will be generally followed in order that legislation may be administered in accordance with the intent of those who enacted it.

RESUME OF MEETING HELD BY THE
PUBLIC BUILDINGS AND GROUNDS COMMITTEE OF THE
HOUSE OF REPRESENTATIVES
MAY 4, 1943

"The second monthly meeting of the Public Buildings and Grounds Committee to discuss informally the progress of War Housing and to air any Congressional complaints, was held Tuesday, May 4, 1943, at the office of the Committee.

"In the absence of the Chairman, Congressman Fritz Lanham, who was ill, Congressman Jasper Bell, of Missouri presided. In view of an announcement by Chairman Bell that the House would convene at 11 o'clock, the meeting was confined to an hour. Members of the Committee in attendance included, Congressmen Bell of Missouri, Manasco of Alabama, Outland of California, McWilliams of Connecticut, Gallagher of Pennsylvania, Rodgers of Pennsylvania, Capozzoli of New York, Rowan of Illinois, Elliott of California, Mc Gregor of Ohio, Kilburn of New York and Boykin of Alabama. In attendance, representing NHA, were Messrs. Blandford, Emmerich, Draper and Lee. General Philip B. Fleming and other officials from FWA were at the meeting but due to the limited period, they were not heard.

"At the beginning of the informal hearing, Congressman Eberharter of Pittsburgh, voiced the complaints that he had received from tenants in his district with reference to a proposed rent raise on a Lanham project that is being operated under Lease agreement with the Housing Authority of the City of Pittsburgh. The Congressman is definitely not in favor of the rent raise and contended that phases of the project were not adequate for the needs of the people, such as insufficient laundry space and equipment, lack of stores and other facilities. The

Congressman feels that raise of rents is not justified and not in line with the President's "hold the line" policy.

"Herbert Emmerich, Commissioner of FPHA, explained to the Congressman and the Committee that the complaint was being investigated and an interim letter has been sent to Congressman Eberharter, further that a thorough study of the problems and conditions relative to this particular project would be made and complete report of the findings and recommendations would be provided for the Congressman.

"As a result of this discussion and explanation was made by Mr. Blandford, Administrator of the National Housing Agency, regarding the difference in graded rents, the system used on slum clearance projects, and the economic rent schedules set for all Lanham War Housing projects. This explanation brought several inquiries from committee members regarding the problem of whether rents were adjusted in accordance with localities and with relation to accessibility of such facilities as stores and other general features.

"Members of the committee mentioned briefly a few of the observations they had made as a result of the housing investigations they had just completed which included a trip to Kansas City and the West Coast. Most important observation, made by Congressman Outland, was that the need for community facilities to serve adequately the tenants should be given more consideration but that there was fine evidence of progress in the respect. He also commented on the progress being made generally in providing housing congested in War Production centers.

"Congressman Bell brought to the attention of the Committee his impressions of the need for housing in Kansas City as a result of the vastly expanded production of war industries located there. He reported in considerable detail and Congressman Boykin augmented Mr. Bell's comments with the explanation that he felt there was a need for at least 5,000 units, most of which probably should be private.

"Mr. Blandford then outlined some of the difficulties which had been encountered in making an accurate determination regarding the need for housing in that area. Included in this discussion were some of the conflicting reports that had been received from the City, the War Manpower Commission and the United States Employment Service. On the basis of these reports, it is rather difficult to program housing that the city feels is necessary to take care of the need, Mr. Blandford stated. Mr. Blandford told the Committee that 1,500 units had been programmed for the area and that comprehensive study was now being made of the conditions there with the view of stepping up the program if the information obtained revealed a definite need.

"Congressman Bell also referred to the poor condition of the road serving the project in Kansas City, Kansas -- Quindaro Homes, KANS-14031 -- 350 permanent family units -- and suggested that it would be very helpful to the people living in the project if the road could be improved. Mr. Emmerich stated that the conditions of the road would be investigated with a view of recommending necessary improvements.

"Other members of the Committee made some general remarks about housing and conditions which have been created by the demands to meet the war needs and Congressman McGregor of Ohio, remarked that the

transportation of workers from the surrounding territory to work in a war plant in West Lafayette, Ohio, was apparently creating a problem. Mr. Blandford assured Congressman McGregor that he would have the matter investigated and instructed James R. Lee, Assistant to the Commissioner, Mr. Emmerich, to follow through on this matter and see that the information was obtained.

"The Committee generally gave the impression that such informal meetings were extremely beneficial in clearing up complaints and in keeping the committee informed of the progress being made in the development of war housing."

RESUME OF MEETING HELD BY THE
PUBLIC BUILDINGS AND GROUNDS COMMITTEE OF THE
HOUSE OF REPRESENTATIVES
JULY 6, 1943

"The regular monthly meeting of the Lanham Committee was confined generally to a discussion of the method of Mass Purchase of Plumbing equipment. (The June meeting was post-poned due to the fact that extensive hearings were being held for consideration of an authorization of additional funds to carry on the war housing program). Members of the Lanham Committee present included the Chairman, Fritz G. Lanham of Texas, Wat Arnold of Missouri, Thomas G. Abernethy of Mississippi, William A. Rowan of Illinois, Robert L. Rodgers of Pennsylvania, Calvin D. Johnson of Illinois, George H. Outland of California, Peter C. Holmes of Massachusetts, J. Harry McGregor of Ohio, John D. McWilliams of Connecticut and Earl Wilson of Indiana for a short time.

"Harry Starr, representative of the Plumbing Wholesalers, presented information that Federal Public Housing Authority's system of Central Procurement, was working a hardship on small wholesale companies and forcing them out of business. His contentions were that plumbing fixtures should be purchased through the plumbing contractor and that the War Production Board should make priorities available so that the wholesalers could continue to manufacture the materials needed and supply the market through the normally accepted channels.

"He further contended that when administration costs, transportation expenses and other items were considered the Central Procurement system is not as economical as the method of purchasing through the contractors. Mr. Starr declared that this system results in the contractors feeling that they have no control over and cannot maintain responsibility

for the material provided; and that they, therefore, are not interested in whether the fixtures are in good condition, resulting in more necessary repairs and higher maintenance costs.

"His convictions were that the method employed was not a central procurement system but rather one of distribution which does not take into consideration long transportation hauls and only succeeds in centralizing the manufacture of plumbing equipment in the hands of a few large manufacturers to the detriment of the small companies. "The plumbing and heating industry which is most affected by this method of mass purchase cannot survive on the business provided through repairs and maintenance alone and if continued, this system will cause a breakdown of the industry," Starr claimed.

"While Starr did not present any facts or figures to conform his allegations, he did make a forceful plea for the elimination of any central procurement system by the government as it would affect the plumbing and heating industry. However, he did admit that the bulk of the business of supplying heating equipment was still provided through the heating contractors.

"At this point, Congressmen Calvin D. Johnson and Congressman McWilliams, both former contractors who previously had had considerable experience with the plumbing contractors, injected the idea that probably the trouble encountered in getting complete cooperation with plumbing contractors plus the difficulty of getting standard and uniform equipment during a period when many large and small concerns were engaged in production of war materials, had forced the Government into mass purchase in order to assure that the war housing projects would be equipped and available for occupancy when needed.

Congressman McGregor declared that in his opinion the system of mass purchase is definitely more economical.

"Mr. Herbert Emmerich, Commissioner of the Federal Public Housing Authority, made the following explanations concerning the central procurement policy of the agency:

"The FPHA, through a system effective January 16, 1943, acts through its Central Procurement Division, purchasing the plumbing fixtures and heating equipment directly from the manufacturers and furnishing them to the contractor for installation, rather than requiring the contractor to furnish them as part of his contract. This policy does not include the central procurement of plumbing and heating pipe and fittings either for the interior of the buildings or for the exterior site work, these materials being furnished and installed by the contractor in accordance with the regular practice. It also does not include the central procurement of plumbing fixtures and heating equipment of the special types used in dormitories.

"A detailed list of the types of plumbing fixtures and heating equipment which are centrally procured, as well as the quantities of each, thus far contracted for, was made available to the Committee."

"The reason for the adoption of the central procurement plan was to expedite the war effort by ensuring the delivery of the plumbing fixtures and heating equipment in the fastest and most efficient manner possible. The superiority of the central procurement plan from the standpoint of speed and efficiency is evidenced in the following ways:

"After general war conditions and the WPB controls over the use of critical material brought to an end the production of the standard peacetime types of plumbing fixtures and heating equipment, it became apparent that only by the development, of victory models, using a minimum of critical materials, could production lines be reopened. In addition these victory models had to meet the wartime housing requirements of the FPHA and the changes from the peacetime models had to be limited to those which the manufacturers could handle. The balanced integration of the various requirements of the WPB, FPHA and the manufacturers could only be accomplished by the close cooperation of these three groups and this integration would not have been possible if the FPHA had not been able to offer to each manufacturer with which it dealt, the assurance of volume purchasing.

"Production lines of victory models were set in motion months in advance with the result that plumbing fixtures and heating equipment are being completed and delivered to the projects when they are needed. Central Procurement made this possible because the contracts with the manufacturers were made as rapidly as the need for housing was established, without waiting for sites to be selected, plans drawn and contracts let.

"Central procurement has permitted equipment to be shipped directly from the manufacturer nearest the project, thus reducing the use of the nation's transportation system, as well as saving time and shipping charges.

"With central procurement, it is possible to centralize instructions to manufacturers as to the order of preference to give to deliveries.

"With central procurements, the FPHA can extend prompt aid to manufacturers experiencing production difficulties due to new WPB limitation orders, etc., because it is in daily contact with the manufacturers. For example, when the potteries were threatened with a shut-down due to the government order reducing fuel oil consumption 40%, the FPHA was able to render rapid and effective assistance in having the necessary oil supplied.

"The need for the central procurement plan was also demonstrated by the experience of the FPHA during the latter half of 1942 and the early months of 1943 when the furnishing of plumbing and heating fixtures and equipment was the responsibility of the contractors. Although the contractos buying through wholesalers were able to furnish equipment as long as the pre-war inventories lasted, they had to seek the assistance of the FPHA Central Procurement Division on 85 projects when these inventories were exhausted, and neither the contractors nor the wholesalers were able to overcome the problems involved in opening production lines. It was only after this situation had become acute, and after a survey of the industry was made in November 1942 by FPHA in collaboration with WPB and the Treasury Procurement Division, that Mr. Donald Nelson recommended, in a letter dated December 5, 1942, that equipment for public housing be purchased under the Central Procurement Plan and that such a plan was finally adopted by the FPHA.

"The efficiency of the central procurement program is evidenced by the generally satisfactory operation reports received in recent check-ups. At a Washington conference of the FPHA Assistant Directors for Development during the first week of June 1943, there was a general discussion of the procurement program in which there were no complaints of deliveries being delayed, even though requisitions for 285 projects

covering 87,84 units, or 72% of the current program had already been received. At about the same time an independent investigation of the procurement program was made by a Committee headed by Mr. Tudor Bowen of the Procurement Policy Division of the WPB. This committee met with the wholesalers' representatives on three occasions and visited five or six FPHA projects in order to secure first hand knowledge of how a more satisfactory solution to the problem could be worked out. As a result, on May 28, 1943, Mr. Bowen notified M . Harry Starr, representing the wholesalers, that the Committee favored the continuance of the Central Procurement Plan.

"So far as the plumbing and heating industry as a whole is concerned, the effect of the central procurement policy is relatively minor, with benefits to the industry more than offsetting any detriment. Certainly the vital roots of American economy are not upset and FPHA building operations are for the most part within the existing frame-work of the plumbing and heating industry. The general contactors are still given contracts which include all plumbing and heating work to which they are accustomed, except that they are spared the responsibility of procuring plumbing fixtures and equipment. The wholesalers still distribute all pipe and fitting which represents 64% of the total plumbing and heating material . cost and for privately financed war housing they still distribute all plumbing fixtures and heating equipment in addition ot the piping. Moreover, the fixtures and equipment which the wholesalers are now distributing to private purchases are victory models except where existing inventories have not been exhausted; and these victory models would not have been available to the wholesalers if

they had not been developed by the FPHA in conjunction with our central procurement policy. The contractors and manufacturers are therefore securing all the business they could expect under any system of procurement and the wholesalers are securing over 78%. (Figures substantiating this percentage are available.)"

"Mr. Emerich explained that while it was the opinion of the WPB officials that it would be necessary to adopt a system of mass purchase to assure equipment for war housing, it was also the belief that equipment available on inventory and that which could be manufactured through regular channels should be made available for construction by private builders.

"Earl Draper, Deputy Commissioner, Federal Housing Administration, then related that while there had been some trouble to private builders in getting material, particularly bathtubs, they had been able to meet requirements. However, he stated that the private builders had to make their arrangements far in advance in order to be assured of having the material on hand.

"Mr. Blandford, Administrator, National Housing Agency, elaborated on this phase of the supply problem and stated that some consideration has been given to the matter of a mass purchase pool for private construction, which will probably have to be given further study if conditions change.

"Congressman Holmes remarked that while he could see the necessity for such a system, he felt that there should be more consideration given to the small plants in order to keep them in business.

"Tudor Bowen, of the Procurement Policy Division of WPB, presented the reasons why WPB through Donald Nelson had felt that it was urgently necessary for the Federal Public Housing Authority to resort to mass purchase of plumbing equipment. He explained that the conservation of critical materials needed in the war effort forced a curtailment of certain normal lines of manufactured items and that the problem of mass purchase had been discussed with Mr. Starr several times and the reasons for the action and decision thoroughly explained to him. He further stated that the plumbing contractors were still providing more than 65% of the equipment used in this particular field. He explained the various reasons which led to encouraging the FPHA to go into mass purchase and declared that charges of inefficiency in the method of operation were unfounded and that during the war, central procurement is decidedly necessary. He further stated that in the general over-all picture central procurement is only taking care of 22% of the total business requirements for plumbing and heating equipment.

"Mr. Lanham declared that this was apparently a problem for the Administrative agencies and he would suggest that Mr. Starr, the WPB and FPHA officials get together and discuss the problem.

"In answering Mr. Starr's charges, that the FPHA had taken the easiest method in resorting to a mass purchase system, Mr. Emmerich stated that our system makes it possible to work with the plumbing wholesalers so that they may obtain the priorities to manufacture the materials needed for war housing and that it was necessary to put many of these plants back into business in order to get the materials needed. "Before adopting this method, the FPHA was faced many times with a need for material which had been taken away by other agencies with a higher priority rating," Mr. Emmerich said.

"We do not want to be in the mass purchase business and as quickly as the WPB can assure us that there is no longer a scarcity of material and that fixtures can be obtained through the regular channels, we will get out of the mass purchase field," declared Mr. Emmerich.

"At the conclusion of the discussion of this problem, Congressman Abernethy stated that he had been informed that the general contractors were not being allowed to bid on the housing projects at Grenada, Mississippi, and that the contract was going to be let to a factory prefabricator. Mr. Abernethy declared that he was definitely opposed to any method of letting contracts except to open competition. "I think this method is wrong -- it is discriminatory," he said.

"Mr. Emmerich and Mr. Blandford explained that in certain localities where the regional directors knew that there is a labor shortage and that bringing any more labor into the locality would seriously affect the food and housing shortage, it had been decided to ask for competitive bids from factory prefabricators.

"It must be realized that during the war, building conditions are not normal. We have had to face lumber shortage conditions, labor shortages and other adversities which naturally affect the construction of war housing. Nevertheless, we must provide housing accomodations for in-migrant war workers and therefore have to take into consideration all the factors that would delay construction. In instances where it is decided to use factory prefabricated houses, we take into consideration that

the factories are already set up and operating, and that a minimum labor demand will be made at the site of the construction," Mr. Blandford stated. "However, in such instances, " explained Mr. Emmerich, "general contractors are used in the site development and erection of the prefabricated houses."

COHEN:it 9-20-45

First Deficiency Appropriation Bill - 1941

Exhibit I	Estimated number of family dwelling units to be completed by months --- includes all projects assigned for construction by the Federal Works Administrator under Public Acts 781 and 849 of the 76th Congress. (Page 442).
Exhibit II	Defense housing authorized by Presidential findings required under the terms of Public Act 849, 76th Congress. (Pages 442, 443, 444 and 445).
Exhibit III	Defense housing projects assigned for construction under the provisions of the Lanham Act. (Pages 445, 446 and 447).
Exhibit IV	Defense housing-construction contracts awarded under the provision of Public Act 849, 76th Congress. (Pages 459 and 460).
Exhibit V	Land acquired by condemnation for defense housing projects being constructed by the Federal Works Administration under the provisions of Public Act 849, 76th Congress. (Pages 461 and 462).
Exhibit VI	High and low cost defense-housing projects being constructed under the provisions of the Lanham Act. (Page 464).
Exhibit VII	New homes started under sec. 203, (Page 466).
Exhibit VIII	Breakdown of authorization and appropriations as of February 21, 1941. (Page 468).

Exhibit IX	Construction agencies for defense housing projects financed by public funds as of February 21, 1941. (Pages 468 and 469.)
Exhibit X	With respect to the question concerning the relative costs of labor and materials inconstruction. (Page 471.)
Exhibit XI	With reference to the question regarding changes in building-material prices. (Page 471)
Table I	Indexes of wholesale prices of building materials in the United States. (Page 472)
Table II	Index of material costs for the standard house, 1940. (Page 472)

COHEN:it 9-24-45

Urgent Deficiency Appropriation Bill - 1941

Schedule I	Projects under Lanham Act (PA 849) April 29, 1941. (Pages 22, 23 and 24)
Schedule I-A	Findings of need approved by the President on May 2, 1941. (Page 24)
Schedule III	(Page 24)

Public Building and Grounds

Statement	Defense housing occupancy (as of July 18, 1941) Management - Federal Works Administration. (Pages 191 and 192)
Summary	II. Recommendations for Locality Program. (Page 218)
Table	Defense housing projects completed as of July 25, 1941. (Page 246)

COHEN:it 9-20-45

War Housing and War Public Works in and Near the District of Columbia under the Act of April 10, 1942 (Public Law 528)

Summary of District of Columbia war housing program for 1941 and 1942. (Page 4)

Estimated cost of operation (page 13)

Chart on How Housing Was Done Before the Reorganization of February 24, 1942. (Page 37)

Chart on How Housing Is Now Organized. (Page 38)

COHEN:it 9-21-45

War Housing

Chart	Organization of War Housing Under Executive Order 9070 of February 24, 1942. (Page 8)
Table I-A	Estimate of need in support of table 1 (Summary of war housing program for fiscal 1943 for 1,600,000 in-migrant war workers) May 9, 1942. (Pages 22 and 23)
Table I-B	Justification of items in Table I (estimating war housing need for fiscal 1943 of 1,600,000 in-migrant war workers, May 9, 1942. (Page 23)
Table I	Proposed war housing for 1,600,000 in-migrant war workers in-migrating July 1, 1942-June 30, 1943. (Page 27)
Chart I	Proposed war housing program for 1,600,000 in-migrant war workers, July 1, 1942-June 30, 1943. (Page 28)
Table VIII	Status of funds already available for public war housing as of May 30, 1942. (Page 41)
Chart IV	Sources; of funds for war housing already programmed as of May 2, 1942. (Page 42)
Table IV	Sources of funds for war housing already programmed as of May 2, 1942. (Page 43)
Chart V	Progress of public war housing already programmed as of May 2, 1942. (Page 44)
Table V	Progress of public war housing already programmed, as of May 2, 1942. (Pages 45 and 46)
Table V-B	Occupancy of public war housing already programmed as of May 30, 1942. (Page 46)

COHEN:it 9-21-45

Statement	Occupancy of off-continent public war housing already programmed. (Page 49)
Chart VI-A	Construction contracts awarded for public war housing already programmed. (Between pages 50 and 51)
Table 6-A	Construction Contracts Awarded for Public War Housing Already Programmed (Family Units Only). Page 51)
Table	Trend of occupancy of public war housing already programmed in the continental United States. (Page 52)
Table IX	Funds needed for proposed public war housing program. (Page 55)
Table VII	Comparisons between already programmed and proposed public war housing as of May 2, 1942. (Page 55)
Chart VII	Comparisons between already programmed and proposed public war housing as of May 2, 1942. (Page 56)
ListA	(Page 58)
List-B	(Page 59 and 60)
Summary	Summary of Public War Housing Programmed and Utilizing $300,000,000 authorized January 21, 1942, Under Public Act No. 849, 77th Congress. (Pages 87 and 88)
Chart	Organization Chart of the National Housing Agency. (Between pages 192 and 193)

COHEN:it 9-24-45

Supplemental National Defense Appropriation - 1943

Table	The net annual return from rents which is anticipated as a result of one year's operation of all projects included in the public war housing programmed to date. (Page 56)

COHEN:it 9-21-45

hart	War Housing Chart-National Housing Agency. (Page 10)
Table I	Present war housing program - Housing already allotted for war workers by the National Housing Agency and its predecessors from the inception of the war housing program July 1, 1940, through March 31, 1943. (Page 17)
Chart	Present War Housing Program. (Page 18)
Table IV	Characteristics of present war-housing program: details by type of construction, type of accommodations, and type of financing as of March 31, 194 . (Table on Page 19)
Chart	Progress of present war housing program. Page 21)
Table II	Construction status of present war-housing program: Housing already allotted for war workers by the National Housing Agency and its predecessors from the inception of the war-housing program, as of March 31, 1943. (Page 22)
Table III	Completion schedule for present public war housing program as of March 31, 1943. (Page 23)
Chart	Completion Schedule for Present Public War Housing Program. (Page 24)
Table V	Consolidated statement of funds for present public War Housing program from the inception of the War Housing program, July 1, 1940, through March 31, 1943. (Page 25)
Table VI	Proposed war housing program-Estimated in-migration of war workers and the proposed source of housing required during fiscal year 1944. (Page 26)

Chart	Proposed War Housing Program For 400,000 In-Migrant War Workers. (Page 27)
Tabulation	Analysis of unallotted amounts reserved as of March 31, 1943. (Page 28)
Chart	Proposed War Housing Program. (Page 39)
Table VII	Characteristics of proposed and present war housing programs: Details by type of construction, type of accommodations, and type of financing as of March 31, 1943. (Pages 40 and 41)
Table IX	Funds required for proposed public war housing program to meet needs of war workers who in-migrate during fiscal year 1944. (Page 42)

COHEN:it 9-21-43

Amendment of the National Housing Act

Table I	Total war-housing program: Housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war-housing program on July 1, 1940, as of July 31, 1943. (Page 31)
Table II	Total war-housing program: Construction status of housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940 as of July 31, 1943. (Page 31)
Table III	Total war-housing program: Estimated housing requirements for fiscal year 1944, as of July 31, 1943. (Page 32)
Table IV	Total war-housing program: Estimated housing requirements for fiscal year 1944 already assigned to specific localities and yet to be assigned, as of July 31, 1943. (Page 32)
Table V	Total war-housing program: Characteristics of war housing to be assigned to specific localities between July 1, 1940 and June 30, 1944, by type of construction, type of accommodation, and type of financing, as of July 31, 1943. (Page 33)
Table V-A	Private war-housing program: Status of existing authorization required to insure new dwelling units yet to be started, as of July 31, 1943. Page 34)

COHEN:it 9-21-45

Supplemental National Defense Appropriation - 1944

Table I	Total war housing program-Housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war-housing program on July 1, 1940, as of July 31, 1943. (Page 30)
Table II	Total war housing program-Construction status of housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940, as of July 31, 1943. (Page 31)
Table III	Total war housing program-estimated housing requirements for fiscal year 1944 as of July 31, 1943. (Page 51)
Table IV	Total war housing program-estimated housing requirements for fiscal year 1944 already assigned to specific localities and yet to be assigned as of July 31, 1943. (Page 51)
Table VII	Public war housing program-funds required for public war housing to be assigned to specific localities during fiscal year 1944 as of July 31, 1943. (Page 52)
Table VIII	Total war housing program-war housing to be assigned to specific localities before June 30, 1944, by States, as of July 31, 1943. (Pages 56 and 57)
Table	Total war-housing program-housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940, by States, as of July 31, 1943. (Pages 1580 and 1581)

Statement Estimates by States of the number of in-migrant war workers in localities for which 225,000 additional war housing units are needed for the period August 1, 1943, to June 30, 1944. (Pages 1583 and 1584)

Independent Offices Appropriation Bill - 1945

Table I	Combined estimated 1945, 1944, and actual 1943. (Pages 477 and 478)
Table II	Sources of funds for combined estimates. (Page 478)
Table III	Comparison of man-years in administrative expense budgets. (Page 479)
Table I	Summary of Budget estimates. (Page 489)
Table II	Estimates of personal services. (Page 489)
Table III	Summary of obligations other than personal services. (Page 490)
Table IV	General administrative expenses by source of funds. (Page 492)
Table V	War housing-Programming-Homes use summary estimates by object class. (page 493)
Table VI	Estimated overtime, positions and man-years for the fiscal year 1945 and actual employment as of November 31, 1943. (Page 495)
Table I	History of authorization and appropriation legislation under titles I and IV, Public Law 849 (Lanham Act). (Page 496)
Table II	Number of accommodations assigned to specific localities as of October 31, 1943. (Page 497)
Table III	Private war housing with priority assistance, public war housing and public non-war housing --Number and estimated cost of new construction and conversion units assigned to specific localities, by States, as of October 31, 1943. (Pages 498 and 499)

Table	1944 War Housing Center budgets. (Page 506)
Table	Information Division. (Page 510)
Table I	Summary of personnel requirements, including $50,000,000 program--- fiscal years 1944 and 1945. (Pages 605 and 606)
Table II	Summary statement of estimated administrative expenses, fiscal years 1944 and 1945. (Pages 607 and 608)
Lists	List of statutory projects developed under provisions of Public Acts 412 and 671, showing the estimated amounts of annual contributions to be paid, pursuant to contractual obligations, in fiscal year 1945 and the projects which have been converted to war purposes. (Pages 617, 618, 619, 620, 621 and 622)
Summary	Summary of Annual Contributions Requirements. (Page 622)
Table	Public Housing projects occupied by Negro and white tenants as of November 30, 1943. Page (626a)
Table	The administrative expense budget for each region during the fiscal year 1945. (Page 627)
Table	Tabulation of cost-plus-fixed-fee contracts. (Page 630)
Lists	A list of projects included in the above summary. (Pages 631, 632, 633)
Table	Public war-housing projects under development and management of the FPHA in the Detroit war locality as of November 30, 1943. (Pages 635, 636 and 637)

Table	FPHA - War housing: Average cost per dwelling unit for projects placed under contract by the FPHA. (Page 639)
Table	FPHA war housing: Average cost per dwelling unit for temporary family dwelling projects, by cost class and by region. (Page 639)
Summary	Summary of income and expense on war-housing projects, by type of accommodation (Projects under FPHA supervision and constructed under Public Acts 849, 9, 781 and 140) fiscal years 1943, 1944 and 1945. (Pages 643, 644, 645 and 646)

COHEN:it 9-6-45

FIRST DEFICIENCY APPROPRIATION BILL - 1944 1/

Table I	Total war-housing program - Housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war-housing program on July 1, 1940, as of December 31, 1943. (Page 635)
Table II	Total war housing program - Construction status of housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war-housing program on July 1, 1940, as of December 31, 1943. (Page 636)
Table III	Total war housing program - Estimated housing requirements for fiscal year 1944, as of December 31, 1943. (Page 637)
Table IV	Consolidated statement of war-housing funds, as of December 31, 1943. (Page 638)
Table V	Public war housing program - Funds required for public war housing to be assigned to specific localities during balance of fiscal year 1944, as of February 10, 1944. (Page 639)
Table VI	National Housing Agency - Consolidated statement of war housing funds, as of January 31, 1944. (Page 639)
Table	Estimated net additional public-war housing to be assigned to localities, February 11 to June 30, 1944. (Page 651)
Table	Public War Housing Program - Anticipated programing needs, February 11 to June 30, 1944, by localities. (Page 651)

Table Public War Housing Program - Assignments pending approval, February 11, 1944. (Page 652)

1/ Hearings before the Sub-Committee of the Committee on Appropriations, House of Representatives, February 16, 1944.

POST WAR ECONOMIC POLICY AND PLANNING 1/

Chart I	Total War Housing Program. (Page 1020
Table I	Total war housing program - Housing for war workers already assigned to specific locations by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940, as of March 31, 1944. (Page 1021)
Chart II	Characteristics of the Total War Housing Program. (Page 1022)
Table II	Characteristics of the total war-housing program - Details by type of construction, type of financing and type of accommodation as of March 31, 1944. (Page 1023)
Table III	Consolidated statement of war-housing funds and mortgage-insurance authorization as of March 31, 1944. (Page 1024)
Chart III	Total War Housing Program, Construction Status of Accommodations Already Assigned to Specific Localities as of March 31, 1944. (Page 1025)
Table IV	Total War Housing - Construction status of accommodations already assigned to specific localities as of March 31, 1944. (Page 1026)

1/ Hearings Before the Sub-Committee on Housing and Urban Redevelopment of the Special Committee on Post-War Economic Policy and Planning, United States Senate. (S. Res. 102) Part IV. June 1, 1944.

Table V	Total War Housing Program - Construction status of accommodations already assigned to specific localities as of March 31, 1944. (Page 1026)
Chart IV	Economy in Critical Materials, (Page 1027)
Chart V	Occupancy of War Housing. (Page 1028)
Chart VI	Organization of Housing Agencies and Activities of the Federal Government Before Establishment of the National Housing Agency. (Page 1044)
Chart VII	Organization of Housing Agencies and Activities of the Federal Government After Establishment of the National Housing Agency. (Page 1045)

COHEN:it 9-21-45

Second Deficiency Appropriation Bill - 1944

Table I	Public war housing program - Funds required for public war housing to be assigned to specific localities as of May 26, 1944.(Page 228)
Table II	Consolidated statement of war-housing funds, as of April 30, 1944. (Page 229)
Table III	Total war housing program - Housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940. (Page 230)
Table IV	Total war housing program-Construction status of housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940, as of March 31, 1944. (Pages 230 and 231)
Summary	Summary of unobligated balances at April 30, 1944-National Housing Agency, Lanham Act, Title I. (Page 240)
Schedule A	New construction projects financed under Title I of Lanham Act, for which main construction contracts not yet awarded, as of April 30, 1944. (Pages 241 and 242)
Statement	Comparative statement of Administrative and Project Personnel-FPHA. (Page 255)
Statement	Statement of administrative expenses of FPHA, July 1, 1943, to April 30, 1944. (Page 256)

Table Active projects and units as of March 31, 1944, by types of accommodation and construction-NHA, public war housing. (Page 257)

COHEN:it 9-21-45

First Supplemental Appropriation Bill - 1945

Table I	Funds required for public war housing to be assigned immediately to specific localities. (Page 602)
Table II	Immediate public war housing needs by type of war activity. (Pages 603, 604 and 605)
Table III	Consolidated statement of war housing funds as of November 15, 1944. (Page 605)
Table IV	Consolidated statement of war housing funds, as of September 30, 1944. (Page 606)
Table V	Total war housing program-housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940 as of September 30, 1944. (Page 607)
Table VI	Total war housing program - Construction status of housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940, as of September 30, 1944. (Page 608)

POST WAR ECONOMIC POLICY AND PLANNING 1/

Chart I	Total War Housing Program. (Page 1169)
Table I	Total War-Housing Program - Housing for war workers already assigned to specific localities by the National Housing Agency and its predecessors from the inception of the war housing program on July 1, 1940 as of October 31, 1944. (Page 1197)
Chart II	War Housing Characteristics. (Page 1198)
Table II	Characteristics of the total war housing program - Details by type of construction, type of financing and type of accommodations as of October 31, 1944. (Page 1199)
Table III	Consolidated Statement of War Housing Funds, and Mortgage-Insurance authorization as of October 31, 1944. (Page 1200)
Chart	Total War Housing Program. (Between pages 1200 and 1201)
Table IV	Total War Housing - Construction status of accommodations already assigned to specific localities as of October 31, 1944. (Pages 1201 ~~and 1202~~)
Table IVa	Total War Housing Program - Construction status of accommodations already assigned to specific localities as of October 31, 1944. (Pages 1201 and 1202)

1/ Hearings Before the Sub-Committee on Housing and Urban Redevelopment of the Special Committee on Post-War Economic Policy and Planning, United States Senate. (S. Res. 102). Part VI. January 9, 1945.

Chart	Occupancy of War Housing. (Page 1203)
Chart VI-A	Annual Volume of Residential Construction. (Page 1213)
Table VI-A	Annual Volume of Residential Construction - Number of construction cost of new non-farm dwelling units started, 1920-39. (Page 1214)
Chart VI-B	Residential Construction and General Economic Activity. (Page 1217)
Table VI-C	Residential construction compared with general economic activity - Indices of expenditures for new non-farm residential construction, gross national product, and department store sales, 1920-39. (Page 1218)
Chart VI-D	Trend of Employment Residential Construction. (Page 1219)
Table VI-D	Employment in residential construction compared with total non-agricultural employment - On and off site employment in non-farm residential construction and total non-agricultural employment, 1930-39. (Page 1220)
Chart VI-F	Residential Construction Expenditures. (Between pages 1220 and 1221)
Table VI-F	Expenditures for residential construction compared with expenditures for all capital goods - Expenditures for new non-farm residential construction compared with total gross capital formation and with expenditures for other major elements of gross capital formation, 1920-39. (Page 1221)
Chart VI-G	Housing in Gross National Product - 1939. (Between pages 1222 and 1223)

Chart VII-A Housing Expenditures and Total Consumer Expenditures. (Between pages 122 and 1223)

Table VII-A Consumer expenditures for housing compared with total consumer expenditures. - Consumer expenditures for household rent and operation, compared with total consumer expenditures and with other principal types of consumer expenditures, 1930-39) (Page 1223)

Chart VII-B Homes Indebtedness and Private Long Term Debt. (Page 1226)

Table VII-B Home indebtedness compared with private long-term debt - Estimated outstanding balance of mortgage-loans on non-farm housing compared with estimated total amount of private long-term debt, 1930-39. (Page 1227)

Chart VIII-A Use Pattern of Developed Urban Land Areas. (Page 1228)

Chart VIII-C Housing in the Municipal Economy. (Page 1229)

Table VIII-B Estimated ratio of assessed valuation of residential real estate to total assessed valuation of all property subject to local property subject to local property tax (In cities of over 100,000 population, 1941) (Page 1230)

Table VIII-C Estimated tax revenues from residential property as compared with total tax revenues (In cities above 100,000 population, 1941) (Page 1230)

Chart VIII-D City Revenues and Expenditures. (Page 1232)

Chart VIII-E1 Municipal Expenditures in Slum Areas. (Page 1234)

Chart VIII-E2 Municipal Expenditures in Slum Areas. (Between Pages 1234 and 1235)

Chart VIII-F	Relationship of Housing Conditions to Health. (Between pages 1236 and 1237)
Chart VIII-G	Social Aspects of Slum Areas. (Between pages 1236 and 1237)
Table X-A	Amount of existing housing - Residential structures and dwelling units compared with households and population, 1940. (Page 1239)
Table X-A-1	Residential structures and dwelling units compared with households and population, 1940, (Inside and outside metropolitan districts) (Page 1239)
Table X-B	Physical characteristics of existing housing Residential structures classified according to type of exterior material, 1940. (Page 1240)
Table X-C	Physical characteristics of existing housing residential structures and dwelling units classified according to type of structure, 1940. (Page 1241)
Chart X-D	Age of Non-Farm Housing, 1940. (Page 1242)
Table X-D	Quality of existing housing - Dwelling units classified according to age, 1940. (Page 1243)
Chart X-E	Quality of Existing Housing. (Page 1244)
Table X-E	Quality of existing housing - Dwelling units classified according to state of repair and sanitary facilities, 1940. (Page 1245)
Table X-F	Occupancy characteristics of existing housing - Occupied and vacant dwelling units, 1940. (Page 1247)

Table X-G	Occupancy characteristics of existing housing - Owner and tenant occupied dwelling units, 1940. (Page 1247)
Table X-H	Occupancy characteristics of existing housing - Occupied dwelling units classified according to number of persons per room, 1940. (Page 1248)
Table X-I	Occupancy characteristics of existing housing - Families classified according to tenure and according to the number of sub-families, 1940. (Page 1249)
Table X-J	Economic characteristics of existing housing supply - occupied non-farm dwelling units classified according to contract or estimated monthly rent, 1940. (Page 1250)
Table X-K	Economic characteristics of existing housing - non-farm families, with income from wages and salaries only, classified according to family wage and salary income and contract or estimated monthly rent. (Page 1251)
Table X-L	Economic characteristics of existing housing - Non-farm families classified according to family income in 1939 and contract or estimated monthly rent of dwelling units occupied in 1940. (Page 1252)
Chart X-L	Family Income and Rent of Existing Housing. (Between pages 1252 and 1253)
Table X-M	Economic characteristics and quality of existing housing - non-farm dwelling units classified according to contract or estimated monthly rent and according to state of repair and sanitary facilities, 1940. (Page 1254)

Chart X-M	Rent and Quality of Existing Housing. (Between pages 1254 and 1255)
Table X-M-1	Economic characteristics and quality of existing housing - Non-farm families classified according to contract or estimated monthly rent, compared with non-farm dwelling units, classified according to contract or estimated monthly rent and state of repair and sanitary facilities. (Page 1255)
Chart X-N	Family Income and Quality of Existing Housing. (Between pages 1256 and 1257)
Table X-N	Economic characteristics and quality of existing housing - Non-farm families, with income from wages and salaries only, classified according to family wage and salary income and the state of repair and sanitary facilities of the dwelling units they occupy. (Page 1257)
Chart XI-B	Families Needing Housing in 1955. (Between pages 1260 and 1261)
Table XI-A	Estimated distribution of non-farm families in 1955, according to family incomes at 1940 price levels. (Page 1261)
Table XI-B	Estimated distribution of total number of non-farm dwelling units needed in 1955, according to family incomes and monthly rental-value classes at 1940 price levels. (Page 1262)
Table XI-C	Estimated number of non-farm dwelling units available in 1955 without new construction according to monthly rental value classes at 1940 price levels. (Pages 1263 and 1264)

Table XI-D	Estimated number of non-farm dwelling units to be constructed 1946 - 55 to supply total 1955 need, according to monthly rental value classes at 1940 price levels. (Pages 1264 and 1265)
Chart XI-D	Dwelling Units Needed in 1955. (Between pages 1264 and 1265)
Table XI-E	Estimated number of non-farm dwelling units to be constructed 1946-55-- to supply total 1955 need, according to monthly rental value classes at 1940 price levels and at 1944 price levels. (Page 1266)
Table XI-F	Estimated expenditures for housing construction, rent and cash expenses of ownership, and operation compared with gross national product 1939, 1943 and 194X. (Page 1267)
Chart XI-F	Housing in Gross National Product. (Between pages 1268 and 1269)
Chart XI-G	Employment and Lumber Consumption. (Between pages 1270 and 1271)
Table XI-G-1	Estimate of Employment Related to 1,260,000 Housing Units. (Page 1272)
Method A	Estimated employment created by construction of 1,260,000 houses. (Pages 1274 and 1275)
Method B.	Estimate of employment in residential construction based on estimates of national income and of national income per worker employed. (Pages 1275 and 1276)
Exhibit #870	Major Participants in the Construction of a Single-Family House in an Urban Area. (Page 1278)

Table XII-B	Estimated year-end balance of outstanding mortgage loans on 1 - to 4 - family non-farm homes, by type of mortgage, 1926-43. (Page 1280)
Table XII-C	Estimated volume of mortgage loans made on 1-to-4-family non-farm homes, by type of mortgage, 1926-43. (Page 1282)
Table XII-D	Estimated amount of total assets, and amount and proportion of non-farm home mortgage loans outstanding, for selected financial institutions, 1926-43. (Page 1283)
Table XIII-A	Annual average non-farm dwelling units needed 1946-55 compared with number of new non-farm dwelling units started in 1940. (Page 1294)
Chart XIII-A	Annual Average Non-Farm Dwelling Units Needed, 1946-1955. (Between pages 1294 and 1295)
Chart	Principal Housing Agencies and Functions of the Federal Government Prior to the Reorganization of February 24, 1942. (Page 1311)
Chart	Organization of the Principal Housing Functions of the Federal Government under the Reorganization of February 24, 1942. (Page 1312)
Chart	Summary Description of NHA's Program and It's Scope. (Between pages 1312 and 1313)
Table XIV-D	National Housing Agency's role in home financing - (1- to 4-family non-farm residential properties). (Page 1318)
Chart XIV-D	National Housing Agency's role in Home Financing. (Between pages 1318 and 1319)

Table VI-E	Lumber consumed by residential and all construction compared with total lumber consumption - lumber consumed by new non-farm residential construction, by all construction, and for all purposes, 1930-1939. (Page 1322)
Table VI-H	Residential rents, buting-material prices, and construction costs compared with volume of residential construction and general economic activity - indexes of rent, building-material prices, and residential construction costs compared with indexes of expenditures for new non-farm residential construction, gross national product and department-store sales, 1920-1939. (Page 1323)
Table IX-A	Ratio of housing expenditures to income and to total expenditures for city families (2 or more persons) classified according to net money income, 1941. (Page 1323)
Bulletin 1	Housing Needs. (Pages 1324 and 1325)
Table 1	Origin of need for construction of non-farm dwelling units, 1946-1955. (Page 1326)
Table 2	Need for construction of non-farm dwelling units, 1946-1955, by monthly rental and approximately equivalent sales price, at the 1944 price level. (Page 1326)
Table 3	Estimated distribution of non-farm families, by income classes, 1955 at 1940 price level. (Page 1335)
Table 4	Estimated total number of non-farm dwelling units needed at end of 1955 at 1940 price level. (Page 1335)

Table 5	Need for construction of non-farm units after filtration and after demolition of sub-standard units, 1946-1955, at 1940 price level. (Page 1336)
Table 6	Recapitulation of need for construction of non-farm dwelling units from 1946-55 on the basis of various replacement periods, at 1940 price level. (Page 1337)
Table 7	Need for construction of non-farm dwelling units, 1946-1955. (Page 1337)
Table	Comparative analysis of the principal provisions of State urban-planning laws relating to housing, slum clearance, and urban redevelopment. (Pages 1338, 1339, 1340 and 1341)
Table	Comparative analysis of principal State zoning law provisions relating to housing, slum clearance and urban redevelopment. (Pages 1342, 1343, 1344, 1345, 1346, 1347 and 1348)
Table	Comparative analysis of the principal provisions of State sub-division control laws relating to housing and urban development. (Between pages 1348 and 1349)
Table	Comparative analysis of the principal provisions of State housing authority laws relating to housing, slum clearance and urban redevelopment. (Between pages 1348 and 1349)
Table	The National Housing Agency - A descriptive analysis of the basic permanent housing functions being administeded by its 3 constituents units under the general direction and supervision of its administrator. (Page 1367)

Cohen:it 9-21-45

Independent Offices Appropriation Bill - 1946

Table I	Summary of estimates, 1946, 1945; and actual, 1944. (Pages 683 and 684)
Table II	Comparison of man-years in administrative expense budget. (Page 684)
Table I	Privately and publicly financed housing accommodations of all types, started each year, in non-farm areas under Federal programs, 1935-44. (Page 694)
Table II	Privately and public financed housing accommodations already disposed of and ultimately to be disposed of by the NHA and its constituents as of November 30, 1944. (Page 695)
Table I	Comparison of Budget estimates for fiscal years 1946 and 1945 and actual obligations for fiscal year 1944. (Page 702)
Table II	Sources of funds for financing administrative expenses. (Page 703)
Table III	Budget estimates for fiscal 1946 and distribution of expenses between the annual congressional authorization and funds made available under Public Act 849 (76th Congress) (Page 703)
Table IV	Comparison of Budget estimates for fiscal years 1946 and 1945 and actual obligations for fiscal year 1944. (Page 704)
Statement	Statement showing annual receipts retained by the constituents and receipts covered into the general fund of the Treasury, estimated fiscal year 1945 and actual fiscal year 1944. (Page 725)

COHEN:it 9-21-45

Table	Federal investments and liabilities. (Pages 726 and 727)
Table	History of authorization and appropriation legislation under Titles I and IV, Public Law 849 (Lanham Act) (Page 730)
Table	Total war housing program-Housing, for war workers, already assigned to specific localities by the NHA and its predecessors from the inception of the war housing program on July 1, 1940, as of November 30, 1944. (Page 731)
Table	Privately and publicly financed war housing and publicly financed non-war housing-Number and estimated cost of new construction and conversion units assigned to specific localities, by States, as of November 30, 1944. (Pages 732 and 733)
Table I	Summary of work load. (Page 786)
Table II	FPHA - Comparison of estimates for fiscal 1946 and 1945 and actual 1944. (Pages 788 and 789)
Table III	Summary of statutory projects and units financed under Public Acts 412 and 671. (Page 792)
Table IV	FPHA - Estimates of annual contributions payable for projects requiring contributions, fiscal year 1946. (Page 793)

First Deficiency Appropriation Bill - 1945

Table — Status of Lanham Act funds, as of December 31, 1944. (Page 292)

Table — Budget for administration. (Pages 307, 308, 309 and 310)

Table — Federal funds allotted outside continental United States (not including Alaska and the Canal Zone) through December 31, 1944. (Pages 318 and 319)

Table — Status of Lanham Act funds as of January 31, 1945. (Page 324)

COHEN:it 9-21-45

Second Deficiency Appropriation Bill - 1945

Table	Public war housing projects in process of formal clearance with the War and Navy Departments and the Bureau of the Budget for use of PA-40 funds as of May 30, 1945. (Pages 589 and 590)
Table	Estimated shcedul of probable time required for final determination of need and clearance with military services and Bureau of the Budget of Public War Housing projects being considered by financing from PA-40 funds as of May 30, 1945. (Page 593)
Table	Analysis of Unobligated Balances, War Housing Funds, as of April 30, 1945. (Page 603)
Schedule I	Detail by regions of item I - Projects available for occupancy and general project purchase accounts showing unobligated balance of allotments, April 30, 1945. (Page 604)
Schedule II	Detail of projects of item II projects under construction . (Pages 604, 605, 606, 607, 608 and 609)
Schedule III	Detail of item III by region and by project-Projects programed but not under construction. (Pages 609, 610, 611 and 612)

COHEN:it 10-11-45

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF THE COMMITTEE ON APPROPRIATIONS
DURING WAR HOUSING PROGRAM 1941 - 1945 UNITED STATES SENATE

DATE OF HEARINGS	5-13-41	6-26-41	10-10-42	4-6-43	4-16-43	7-1-43	11-15-43	2-10-44	3-17-44	12-11-44	3-3-45	3-13-45	6-28-45
MEMBERS													
Adams, Alva B., Colo.	x	x											
Ball, Joseph H., Minn.												x	x
Bankhead, John H., Ala.			x	x	x	x	x	x	x	x	x	x	x
Bridges, Styles, N.H.				x	x	x	x	x	x	x	x	x	x
Brooks, C. Wayland, Ill.	x	x	x	x	x	x	x	x	x	x	x	x	x
Burton, Harold H., Ohio												x	x
Byrnes, James F., S.C.	x	x											
Ferguson, Homer, Mich.												x	x
Glass, Carter, Va.	x	x		x	x	x	x	x	x	x	x	x	x
Green, Theodore F., R.I.				x	x			x			x		
Gurney, Chan, S.D.									x	x		x	x
Hayden, Carl, Ariz.	x	x	x			x	x		x	x		x	x
Holman, Rufus C., Ore.	x	x	x			x	x		x	x			
Lodge, Henry Cabot, Mass.	x	x	x			x	x						
Maybank, Burnet R., S.C.				x	x			x			x		
Mead, James M., N.Y.				x	x			x			x		
McCarran, Pat, Nev.			x			x	x		x	x		x	x
McKellar, Kenneth, Tenn.	x	x	x	x	x	x	x	x	x	x	x	x	x
Nye., Gerald P., N.D.	x	x	x	x	x	x	x	x	x	x			
O'Mahoney, Joseph C., Wyo.			x			x	x		x	x		x	x
Overton, John H., La.	x	x	x			x	x		x	x		x	x
Reed, Clyde M., Kan.				x	x			x			x		
Russell, Richard B., Ga.	x	x	x	x	x	x	x	x	x	x	x	x	x
Smith, Everard,----Clerk	x	x	x	x	x	x	x	x	x	x	x	x	x
Thomas, Elmer, Okla.	x	x	x			x	x		x	x		x	x
Truman, Harry S., Mo.				x	x			x					
Tydings, Millard E., Ind.	x	x	x			x	x		x	x		x	x
Wherry, Kenneth S., Nebr.											x		
White, Wallace H., Jr., Me.				x	x			x				x	

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF THE COMMITTEE ON APPROPRIATIONS
DURING WAR HOUSING PROGRAM 1941 - 1945 HOUSE OF REPRESENTATIVES

DATE OF HEARINGS	2-25-41	4-2-42	6-5-43	9-30-43	2-16-44	6-7-44	11-28-44	1-12-45	2-3-45	6-7-45	6-16-45
MEMBERS											
Andrews, George W., Texas								x			
Cannon, Clarence, Mo.	x	x	x	x	x	x	x		x	x	x
Case, Francis H., S.D.								x			
Dirksen, Everett M., Ill.								x	x	x	x
Ditter, J. William, Pa.	x	x	x	x							
Duvall, William A.,---Secretary								x			
Hendricks, Joe, Fla.								x			
Johnson, George W., W. Va.	x	x									
Johnson, Jed, Okla.		x	x	x	x	x	x		x	x	x
Lambertson, William P., Kan.	x	x	x	x	x	x	x				
Ludlow, Louis, Ind.	x	x	x	x	x	x	x		x	x	x
Mahon, George H., Texas								x			
O'Neal, Emmett, Ky.	x	x	x	x	x	x	x		x	x	x
Power, D. Lane, N.J.					x	x	x	x	x	x	x
Rabaut, Louis C., Mich.	x	x	x	x	x	x	x		x	x	x
Snyder, J. Buell, Pa.	x	x	x	x	x	x	x		x	x	x
Taber, John, N.Y.	x	x	x	x	x	x	x	x	x	x	x
Taylor, Edward T., Colo.	x										
Wigglesworth, Richard P., Mass.	x	x	x	x	x	x	x	x	x	x	x
Woodrum, Clifton A., Va.	x	x	x	x	x	x	x	x	x	x	x

COHEN:it 10-11-45

COMPOSITION AND CHANGES IN SUB-COMMITTEE ON HOUSING AND URBAN REDEVELOPMENT DURING WAR HOUSING PROGRAM 1944 - 1945 U.S. SENATE

DATE OF HEARINGS	6-1-44	1-9-45	1-10-45	1-11-45
MEMBERS				
Austin, Warren R., Vt.	x			
Barkley, Alben W., Ky.	x			
Buck, C. Douglass, Del.		x	x	x
Chavez, Dennis, N. Mex.		x	x	x
Ellender, Allen J., La.		x	x	x
George, Walter F., Ga.	x			
Hawkes, Albert W., N.J.	x			
Hayden, Carl, Ariz.	x			
LaFollette, Robert M., Jr., Wis.		x	x	x
Lucas, Scott W., Ill.	x			
O'Mahoney, Joseph C., Wyo.	x			
Pepper, Claude, Fla.	x			
Radcliffe, George L., Md.		x	x	x
Taft, Robert A., Ohio	x	x	x	x
Vandenburg, Arthur H., Mich.	x			
Wagner, Robert F., N.Y.		x	x	x

CONEN:it 10-11-45

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF THE COMMITTEE ON EDUCATION AND LABOR DURING WAR HOUSING PROGRAM 1941 - 1945 U.S. SENATE

DATE OF HEARINGS	12-18-41	2-19-42	6-10-43
MEMBERS			
Aiken, George D., Vt.	x	x	x
Ball, Joseph H., Minn.		x	
Bridges, Styles, N.H.		x	
Bourne, G. Ernest,—Clerk		x	
Bunker, Berkeley L., Nev.	x	x	
Butler, Hugh A., Nebr.		x	
Chavez, Dennis, N. Mex.	x	x	x
Doxey, Wall, Miss.		x	
Ellender, Allen J., La.	x	x	x
Hill, Lister, Ala.		x	
LaFollette, Robt. M., Wis.	x	x	x
Mead, James M., N.Y.		x	
Murray, James E., Mont.	x	x	x
Pepper, Claude, Fla.		x	
Rosier, Joseph, W. Va.		x	
Schwartz, Harry H., Wyo.		x	
Taft, Robt.A., Ohio	x	x	x
Thomas, Elbert D., Utah		x	
Walsh, David I., Mass.		x	

COHEN:it 10-11-45

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF
THE COMMITTEE ON BANKING AND CURRENCY DURING
WAR HOUSING PROGRAM 1941 - 1945 U.S. SENATE

DATE OF HEARINGS	3-14-41	6-2-41	1-22-42	4-2-43	5-3-44
MEMBERS					
Ball, Joseph H., Minn.				x	
Bankhead, John H., Ala.	x	x	x	x	x
Barkley, Alben W., Ky.	x	x	x	x	x
Brown, Prentiss M., Mich.	x	x	x		
Butler, Hugh A., Nebr.				x	
Buck, C. Douglass, Delaware				x	x
Capper, Arthur, Texas				x	
Clark, D. Worth, Idaho				x	
Danaher, John A., Conn.	x	x	x	x	x
Downey, Sheridan, Calif.	x	x	x	x	x
Glass, Carter, Va.				x	
Hawkes, Albert W., N.J.					x
Levy, Philip,----Clerk	x	x	x	x	x
Maloney, Francis, Conn.	x	x	x	x	x
Maybank, Burnet R., S.C.				x	
McClellan, John L., Ark.				x	
Murdock, Abe. Utah				x	
Radcliffe, George L., Md.	x	x	x	x	x
Scrugham, James G., Nev.				x	
Taft, Robert A., Ohio	x	x	x	x	
Thomas, John, Idaho				x	x
Tobey, Charles W., N.H.				x	
Wagner, Robert A., N.Y.	x	x	x	x	x

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF
THE COMMITTEE ON BANKING AND CURRENCY DURING
WAR HOUSING PROGRAM 1941---1945
HOUSE OF REPRESENTATIVES

DATE OF HEARINGS	2-10-43	2-22-43	6-22-44	3-16-45
MEMBERS				
Baldwin, H. Street, Mo.	x	x	x	x
Barry, William B., N.Y.		x	x	x
Brown, Paul, Ga.	x	x	x	x
Brumbaugh, D. Emmert, Pa.				x
Buffett, Howard H., Nebr.				x
Burchill, Thomas F., N.Y.			x	
Crawford, Fred L., Mich.	x	x	x	x
Dilweg, LaVerne R., Wis.	x	x	x	
Dingus, Wallace E.,------Clerk			x	
Folger, John H., N.C.	x	x	x	x
Ford, Thomas F., Calif.		x	x	
Gamble, Ralph A., N.Y.	x	x	x	x
Gifford, Charles F., Mass.	x	x	x	
Hays, Brooks, Ark.	x	x	x	x
Hoch, Daniel K., Pa.			x	x
Hull, Merlin, Wis.	x	x	x	x
Kean, Robert W., N.J.	x	x		
Kilburn, Clarence E., N.Y.				x
Kunkel, John C., Pa.	x	x	x	x
Monkiewicz, B.J., Conn.	x	x	x	
Monroney, A.S. Mike, Okla.	x	x	x	x
Outland, George E., Calif.			x	x
Patman, Wright, Texas	x	x	x	x
Quinn, Peter A., N.Y.				x
Rains, Albert, Ala.				x
Riley, John J., S.C.				x
Rolph, Thomas, California		x	x	
Slaughter, Roger C., Mo.	x	x		
Smith, Frederick C., Ohio		x	x	x
Spence, Brent, Ky.	x	x	x	x
Steagall, Henry B., Ala.	x	x		
Sullivan, Maurice J., Nev.	x	x	x	
Sumner, Jessie, Ill.		x	x	x
Sundstrom, Frank L., N.J.			x	x
Talle, Henry C., Iowa	x	x	x	x
Thom, William R., Ohio				x
Wolcott, Jessie P., Mich.	x	x	x	x
Woodhouse, Chase Going, Conn.				x
Wright, James A., Pa.	x	x		

COHEN:it 10-11-45

COMPOSITION AND CHANGES IN SUB-COMMITTEE
OF THE COMMITTEE ON PUBLIC BUILDINGS AND
GROUNDS DURING WAR HOUSING PROGRAM YEARS
1941-1945 UNITED STATES SENATE

DATE OF HEARINGS	2-26-41	5-19-41	8-29-43
MEMBERS			
Andrews, Charles O., Fla.	x	x	x
Barbour, W. Warren, N.J.	x	x	x
Brewster, Ralph O., Me.	x	x	x
Butler, Hugh A., Nebr.	x	x	
Connally, Tom, Texas	x	x	x
Gillette, Guy M., Iowa	x	x	x
Green, Theodore F., R.I.	x	x	x
Herring, Clyde L., Iowa	x	x	
Maloney, Francis, Conn.	x	x	x
Neverscomb, Chapman, W. Va.			x
Taft, Robert A., Ohio	x	x	x
Truman, Harry S., Mo.	x	x	x
Tydings, Millard E., Md.	x	x	x
Walsh, David I., Mass.	x	x	x
Wherry, Kenneth S., Nebr.			x
Wilson, George A., Iowa			x

COMPOSITION AND CHANGES IN SUB-COMMITTEE OF THE
COMMITTEE ON PUBLIC BUILDINGS AND GROUNDS DURING
WAR HOUSING PROGRAM 1941--1945
HOUSE OF REPRESENTATIVES

DATE OF HEARINGS	7-24-41	7-10-41	7-11-41	7-15-41	12-5-42	1-20-43	1-18-42	6-18-43	6-1-43	6-4-43	2-17-44	5-19-44	2-16-45	5-22-45
MEMBERS														
Abernethy, Thomas G., Miss									x	x	x	x	x	
Arnold, Mat, Mo.									x	x	x	x	x	x	x
Bell, C. Jasper, Mo.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Bishop, C.W. (Bunt), Ill.	x	x	x	x	x	x	x	x	x	x					
Boykin, Frank W., Ala.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Buckley, Charles A., N.Y.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Capozzoli, Louis, N.Y.								x	x	x	x	x			
Downs, LeRoy D., Conn.	x	x	x	x	x	x	x								
Elliott, Alfred J. Calif.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Ellis, Hubert S., W. Va.														x	x
Ervin, Joe W., N.C.														x	x
Gallagher, James, Pa.								x	x	x	x	x			
Gibson, John S., Ga.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Gillespie, Dean M., Colo.												x			
Gwinn, Ralph W., N.Y.														x	x
Harris, Winder R., Va.	x	x	x	x	x	x	x								
Hebert, F. Edward, La.	x	x	x	x	x	x	x								
Hill, William S., Colo.					x	x	x								
Holmes, Pehr G., Mass.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Huber, Walter B., Ohio														x	x
Johnson, Calvin D., Ill.								x	x	x	x	x			
Kilburn, Clarence E., N.Y.	x	x	x	x	x	x	x	x	x	x	x	x			
Kirwan, Michael J., Ohio	x	x	x	x	x	x	x								
Lanham, Fritz G., Texas	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Manasco, Carter, Ala.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
McGlinchey, Herbert J., Pa.														x	x
McGregor, J. Harry, Ohio	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
McMillan, Rolla C., Ill.														x	x
McWilliams, John D., Conn.								x	x	x	x				
Meyer, John A., Md.	x	x	x	x	x	x	x								
Mills, Newt V., La.	x	x	x	x	x	x	x								
Morrison, James H., La.														x	x
Outland, George E., Calif.								x	x	x	x				
Robertson, Charles F., N.D.														x	x
Rodgers, Robert L., Pa.	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Rowan, William A., Ill.								x	x	x	x				
Rutherford, Albert G., Pa.	x	x	x	x	x	x	x								
Savage, Charles R., Wash.														x	x
Smith, Joe L., W. Va.								x	x	x	x	x			
Wilson, Earl, Ind.	x	x	x	x	x	x		x			x	x	x	x	x
Woods, Albert B.,------Clerk	x	x	x	x	x	x	x	x	x	x	x	x	x	x	x
Wright, James A., Pa.	x	x	x	x	x	x	x								

HEARINGS BEFORE THE SUB-COMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS,
HOUSE OF REPRESENTATIVES

DATE OF HEARINGS	2-25-41	1-14-42	6-5-43	4-20-43	12-10-43	2-16-44	6-7-44	4-28-44	1-12-45	2-9-45	6-7-45	6-16-45
WITNESSES												
Adams, Foster		x										
Blandford, J.B., Jr. (NHA)			x		x	x	x		x	x		
Cameron, D.E.A.											x	x
Cochran, Robert L. (FPHA)						x		x				
Crane, Jacob (NHA)			x									
Carmody, John M. (FWA)		x										
Edy, John (FPHA)		x	x			x						
Emmerich, Herbert (FPHA)			x		x		x					
Fahey, John H. (FWA)										x		
Ferguson, Abner (FHLBA)			x			x						
Fischer, Milton (NHA)			x									
Field, George (FWA)				x							x	x
Fleming, Maj.Gen. P.E. (FWA)				x							x	x
Gary, T. Jack (NHA)						x						
Height, J. Bradley									x			
Holt, Ernest E.											x	
Hart, Shirley K. (FWA)						x						
Ibilder, John (NCHA)			x									
Johnstone, Alan (FWA)		x	x								x	
Keyserling, Leon H. (NHA)			x			x			x	x		
Klutznick, Philip M. (FPHA)						x	x	x	x	x		
Korink, Lt.Comdr. C.T. (NAVY)									x			
Krooth, David L. (FPHA)										x		
Moon, Mary G.												x
Moore, Lyman S. (NHA - OA)						x	x	x	x	x		
O'Mara, R.E. (NHA - OA)										x		
Palmer, Charles F. (DEMC)		x										
Peters, C.A.												x
Phillipson, J. Blon (NHA-OA)									x	x		
Reynolds, W.A.												x
Rodier, Gilbert L. (FPHA)			x									
Schmidt, W.A.												x
Seward, Pere											x	x
Shanks, Lee											x	x
Snyder, Baird (NHA)			x									
Strawner, J.E.												x
Tallow, Col. R.H.									x			
Thompson, Lester H.						x				x		
Williams, Lewis						x				x		
Wooten, Herbert L. (FPHA)						x						

CORRN:it 10-11-45

HEARINGS BEFORE THE SUB COMMITTEE OF THE
COMMITTEE ON APPROPRIATIONS
UNITED STATES SENATE

DATE OF HEARINGS	5-12-41	6-26-41	10-10-42	4-6-43	4-16-43	7-1-43	11-15-43	2-10-44	5-17-44	12-11-44	2-3-45	3-13-45	6-23-45
WITNESSES													
Blandford, J.S. (NHA)			x	x		x	x	x		x	x		x
Bradt, Carl L.	x												
Carmody, John M. (FWA)		x											
Colton, Herbert	x												
Cripps, Rear Adm. F.										x			
Edy, John (FPHA)		x								x			
Emerich, Herbert (FPHA)			x			x	x						
Engel, Morris					x								
Field, George (FWA)													x
Fleming, Maj.Gen. P. (FWA)										x			x
Guandolo, Joseph													x
Hall, Ernest E.													x
Johnstone, Alan (FHA)		x											
Keyserling, Leon (NHA)												x	x
Klutznick, P.M. (FPHA)										x			x
Moore, Lyman (NHA - OA)												x	x
Palmer, Charles F. (DDHC)	x												
Philipson, J.M. (NHA - OA)								x			x		
Seward, Pere													x
Snyder, Baird										x			

HEARINGS BEFORE THE SENATE AND HOUSE COMMITTEES ON
BANKING AND CURRENCY

DATE OF HEARINGS	S 1-11-41	S 1-14-41	S 1-28-43	H 1-10-43	H 1-26-43	S 1-28-43	S 1-23-44	S 1-22-44	H 1-19-45	H
WITNESSES										
Blandford, J.B. (NHA)			x			x	x	x		
Draper, Earl S.									x	
Fahey, John H. (FHA)								x		
Ferguson, Abner (FHLBA)	x	x	x	x			x	x		x
Keyserling, Leon H. (NHA)									x	
Woodbury, Coleman (NHA)				x						

HEARINGS BEFORE THE SENATE AND HOUSE COMMITTEES
ON PUBLIC BUILDINGS AND GROUNDS

Date of Hearings	S 2-26-41	S 3-19-41	H 4-2-41	H 4-10-41	H 4-11-41	H 4-12-41	H 4-2-41	H 2-20-42	H 4-10-42	H 2-16-43	H 2-2-43	H 2-4-43	S 2-20-43	H 2-17-44	H 2-1-44	H 2-16-45	H 2-22-45
Witnesses																	
Blandford, J.B.										x				x			x
Carmody, J.M.	x	x			x												
Colton, H.D.															x		
Field, W.H.																x	
Fleming, Maj. P.											x	x	x			x	
Ferguson, Abner						x											
Gilmore, Col. M.							x										
Hilder, J.								x	x								
Johnstone, A.							x	x			x	x					
Kerr, F.S.												x	x				
Keyserling, L.H.															x		
Moon, M.G.																x	
Palmer, C.F.	x		x	x				x									
Reynolds, E.E.								x									
Seward, Pare						x										x	
Snyder, Baird								x			x	x	x				

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Relations With Federal Agencies

WAR PRODUCTION BOARD

Introduction

NHA was created to provide a shelter situation among federal housing agencies which was authorized during the war

Both the War Production Board and the National Housing Agency were agencies created because of the necessities of the war period. The National Housing Agency had to provide shelter; the War Production Board had to provide materials. Both had to learn their own jobs and both had to learn to work together. Both organizations strove to iron out difficulties and discover the most effective ways of coping with common problems. They shared experiences and exchanged judgments. They consulted and conferred. Within a year or so, they had established lines of cooperation and understanding which helped materially to make their joint endeavors a success.

From records of the first year of common endeavor, the following pages attempt to reconstruct the steps and stages of the variety of problems which the two agencies faced in common. The War Production Board had control of plants and of materials. It issued priorities. The NHA had to provide housing for the war workers in the plants. It needed building materials.

Early in 1942, the WPB was young and the NHA newly formed. There were problems of clarifying responsibilities, of inter-agency representation on committees where both were involved, of establishing satisfactory procedures relative to the processing of priorities. A common Statement of Policy relative to war housing construction was needed. Channels and forms for exchanging information, for submitting and receiving data, for reporting materials requirements had to be established.

Limitation Orders issued by WPB affected the NHA public and private construction programs. Different interpretations existed as to what constituted a war worker. Loopholes were discovered in regulations. New groups raised their voices in pleas for shelter. Ambiguities arose in the definitions of eligibility. Occupancy controls were called for.

The general economic situation occasioned a change from the priorities system to the controlled materials plan. Time brought a need for additional materials for maintenance and repairs on war housing projects already constructed. The Federal Public Housing Authority was forced to adopt a central purchasing program. The National Housing Agency and WPB developed a blanket priorities rating procedure. Later, it became a claimant agency under the Controlled Materials Plan.

The maturation of the National Housing Agency led to its assumption of more and more responsibilities. Negotiations with WPB led to NHA assumption of additional responsibilities both in operations and in finances. And, by the beginning of fiscal year 1944, when the war housing program had just about reached its peak, the relationships between the two agencies were recognized as being established, smooth and harmonious.

The preceding paragraphs sketch broadly the problems in their relationship. The following pages present a more elaborate chronicle of what was done, by whom and how.

Priorities

The problem of programming for defense housing came to the fore immediately after the Reorganization in the relationships between NHA and WPB. The former Deputy Coordinator of DDHC wrote to the Administrator outlining points involving WPB: WPB should promptly furnish NHA with essential data on new war contracts. It should furnish NHA with results of surveys of labor requirements. It should establish quotas for priorities for defense housing in the light of evidence on housing needs presented by NHA. It could check NHA programs but not duplicate work involved in their formulation. It should formulate, jointly with NHA, such restrictions as were to be generally applicable to private housing constructed under the defense housing priorities system. It should notify NHA wherever defense housing was lagging behind the needs.

On the other hand, he suggested that the program representatives of NHA should be required to check with the regional labor supply committees of WPB on the labor supply requirements for individual localities and on their effect on the housing program. He suggested too, that NHA permit FPHA and FHA/requests and recommendations /to submit for priorities on individual projects directly to WPB. 1/

1/ See Memorandum from Jacob Crane to John B. Blandford, Jr. dated March 6, 1942. Subject: "Relationships between NHA and WPB on Programming for Defense Housing."

On March 5, 1942, Mr. Herbert Emmerich, then still the Executive Secretary of the War Production Board wrote to Mr. Blandford that the question of whether the quota of privately financed housing units receiving priorities assistance should be increased from 200,000 units to 300,000 units had been referred for decision to a committee. It was to confer with the acting Administrator of the National Housing Agency and the Chief of the Housing Priorities Branch, Division of Industry Operations, War Production Board. 1/

On March 9, Mr. Blandford was invited to nominate to the Plant Site Board a representative of NHA who could help it guide new facilities into locations where the minimum amount of additional housing would be required. 2/

The relationship of Federal agencies in the preparation of locality housing programs was the subject of a memorandum from Mr. Blandford to General McSherry, dated March 19, 1942. 3/ This memorandum represented a first step in the attept to establish a more workable procedure for assembling and maintaining information necessary for an effective housing program. The migration of labor in the nation could not be

---

1/ Letter from Herbert Emmerich to John B. Blandford, Jr., dated March 5, 1942. The committee consisted of Messrs. Hillman, Henderson and Lublin, Lt. Col. S.P. Morcross, Procurement Branch, War Department and Lt. (jg) A.C. Wolfe, Navy Department.

2/ Letter from Douglass C. MacKenchie to John B. Blandford, Jr., dated March 9, 1942.

3/ See also letter from Jacob Crane to Joseph P. Tufts, dated March 20, 1942.

controlled and directed toward essential war industries simply through the manipulation of additions to the housing supply. Additions to the housing supply could do no more than prevent a labor policy break-down of which might result from a gross mal-distribution of available housing. To program effectively, NHA had to be accurately informed concerning the number of workers needed in a community to accomplish the production schedule and plans set up by WPB. With detailed information as to probable family composition, earnings and specific plant locations, NHA could provide for housing workers on a plane commensurate with resources available and with conditions in other war employment centers. It could distribute the limited housing supply to reduce hardships due to the national housing shortage. In some cases, WPB plans for utilizing locally available labor; for the selected importation of single workers or men with wives who could also be employed in war work; for the housing of family men in dormitories, leaving their families at home; etc.

When the available labor supply in any community depended upon uncontrolled or undirected migration, the housing program had to be based on piece-meal information assembled through established sources, as to labor migration and utilization was directed by the War Production Board, the details of its direction and its probable results formed a sound basis for preparation of housing programs. NHA wanted this information and after conferences with WPB representatives outlined its proposed procedure for agency consultations.

The tremendous defense housing progress under way in March 1942 created a serious problem of procuring utilities supplies, particularly electricity, gas and water. The Chief of the Power Branch of the War Production Board, Mr. Krug, wrote to Mr. Blandford indicating that, in the past, the program had been planned after a consideration of the critical material needed for the housing but without any direct consideration of the materials needed to provide required utilities services. In many cases, materials required for utilities lines and their back-up facilities were two or three times the volume of critical materials used in the construction of the housing. Consequently, he suggested that the Administrator of NHA designate someone to meet with a representative of WPB Power Branch to develop a coherent policy in dealing with utilities problems. He raised four specific questions:

1. What could be done to locate housing in those sections of critical areas adjacent to War Production Plants where utility services could be made available with a minimum use of materials?

2. What should the general policy be in various areas of the country in choosing between competitive services; for example, the choice of gas, electricity or oil for ranges, stoves, hot water heaters, etc.?

3. What procedure could be established to expedite the granting of priorities needed in extending utility services to authorized housing projects?

4. In areas which were desperately short on all utility services, could housing plants be

developed which would not involve the use of new facilities? 1/

On March 27, 1942, a new procedure for privately financed defense housing was announced. The approved procedure for processing applications for construction of privately owned defense housing under Order P-55 Amended, provided for certification by FHA field offices of all contracts and purchase orders by builders. It called for applications to go directly from FHA offices to WPB priority field offices without passing, as had been done with the old P-55 Order through the coordinator's office. The amended order was expected to be in the field offices within ten days. Meanwhile, to avoid the possibility of delay, the Administrator was requested to instruct the Federal Housing Administration to put the new procedure into effect, as soon as the various field offices received their copies of a new form. He was requested also to have the coordinator's field offices review all cases in their hands as rapidly as possible so as not to have a backlog of cases when the new procedure went into effect. 2/

Since the NHA was responsible for seeing that properly processed and valid recommendations for private priorities were forwarded to the WPB field offices, NHA officials made it clear the the procedure on handling private priority

---

1/ Letter for J.A. Krug, Chief of Power Branch, to Mr. J.B. Blandford, Jr., dated March 23, 1942

2/ Letter dated March 27, 1942 from Sullivan Jones, Chief of Housing Priorities Branch, to Mr. John B. Blandford, Jr.

paper from the FHA field offices to the WPB would be determined by the Administrator of the NHA. The newly printed form had to provide a line for signature by a representative of the Administrator.

Mr. Krug, Chief of the Power Branch, notified Mr. Blandford on May 2, 1942 that the Power Branch had been holding up all applications for authority to make utility extensions to housing projects for ten days pending some decision as to whether materials could be made available for these extensions. "Until some acceptable standard can be worked out, we believe that housing authorities should authorize no new housing projects in advance of approval of the Power Branch for the utility extensions. This is the only way in which the existing confusion in this field can be avoided." The FHA and the WPB Power Branch had held continuing discussions regarding the housing program. They attempted to arrive at the amount of materials required to bring utility services to houses then under construction or planned for future construction. One question was what equipment to install and what minimum distribution system to adopt to provide utility services not dangerous to life or property.

The materials required for utility services to housing projects depended on several factors subject to NHA's jurisdiction. These factors included: 1. The load to be supplied to each house; 2. The arrangements of dwelling units on the site; 3. The density of buildings; 4. Distance of the project from the source of utility supply and 5. Standards of voltage and pressure regulations.

The Power Branch recognized the modifications in the utility design and in standards of service would in some cases conflict with existing local utility commission rules. It prepared to contact the appropriate committees of the State Utility Commissioners and it felt sure that they would go along with any program designed to assist in the prosecution of the war. 1/

A Regional Circular from the Office of the Administrator indicated that the WPB had instructed the Federal Housing Administration not to forward any PD-105's to the REA pending further advice from the WPB on the procedures to be followed in connection with utilities and the synchronizing of application for utility extensions and connection with PD-105 procedures. The Regional Circular stated that this was not to be construed as an order to FHA to circumvent the REA in PD-105 procedures. One must note, however, that the WPB was instructing the FHA directly and that the REA office of the Administrator was coming in second with explanations rather than itself issuing the initial instruction. The date was May 28, 1942.

In the middle of June 1942, also, representatives of FHA, FPHA and REA discussed with Sullivan Jones of WPB a suggested plan for handling priority for utilities, including the criteria, method of procedure and new standards. This discussion took place at a meeting held in Mr. Draper's office and was reported by C.W. Farrier to J.A. Krug. 2/

1/ Letter from Krug, Chief of Power Branch, to Blandford, dated May 2, 1942

2/ June 17, 1942

At the end of 1942, around Christmas time, Fred Searls communicated with Mr. Blandford approving a new procedure for processing requests for priority. The WPB issued a "blanket rating" for 82,544 housing units to be processed during the fourth quarter of 1942. These units were to be processed under the new procedure. Projects were to be submitted in accordance with standard plans with individual project ratings extended by the NHA. The review of such projects was to be by the Construction Division of WPB after the extension of the rating. A blanket rating covering the balance of steel and other critical materials was made available for FPHA for the remainder of the fourth quarter of 1942.

Mr. Searls stated that the new method of processing and rating public housing projects had been approved under an understanding mutually agreed upon between the WPB and NHA to the following effect:

1. That NHA would process no projects under the blanket rating order except those submitted under standard plans.

2. No rating would be extended under the blanket rating order except those on the subject list covering the 82,544 units submitted with a letter from the FPHA Assistant Commissioner for Development, Mr. Seaver, dated December 17, 1942. Such changes or substitutions as might be desirable required separate clearance with the WPB Facilities Bureau.

3. Special projects not utilizing standard plans would be processed and reviewed under the

arrangements existing prior to the institution of the new procedure." 1/

On January 1, 1943, Mr. Blandford acknowledged the letter and expressed his pleasure and gratefulness for the achievement of a blanket rating for some 80,000 odd housing units.

The problem of maintenance and repair of essential housing in the United States during the emergency developed markedly toward the end of 1942. The problems inherent therein from the War Production Board standpoint, particularly under the controlled materials plan was a subject of consideration in November of that year. On November 13, 1942, the Administrator wrote to the Deputy Director of the Office of Civilian Supply of WPB, Mr. Joseph L. Weiner. He pointed out that the only portion of the problem currently handled in anything approaching an organized way was the maintenance and repair of farm buildings. This was handled through the County War Board. The National Housing Agency would face the problem during the coming spring as the inventory of repair materials were rapidly being depleted in the local retail store. "It will be very necessary to keep the supply of housing in the war production center in a sufficient state of repair to protect public health and safety and is also essential as a public health matter to keep housing elsewhere in adequate state of repair." 2/

In the middle of November 1942, the FPHA issued a release relating to compliance with WPB regulations. Its regional directors were made principally

---

1/ Letter from Searls to Blandford, December 23, 1942

2/ Letter from Blandford to Weiner, November13, 1942

responsible for effecting compliance with WPB rules, regulations and orders. They were instructed to impress FPHA Project managers with the necessity of securing compliance by contractors and sub-contractors. Intentional failure to comply would be penalized by FPHA's refusal to consider applications for future contracts. 1/

The distinction in preference ratings between public and private housing fell by the wayside at the beginning of 1943.

In reply to a request from Mr. Blandford, the Vice-Chairman of WPB, Mr. Eberstadt indicated his agreement that under the existent policy agreement between WPB and NHA, it was beside the point to try to distinguish in preference rating between FHA and FPHA housing. This was especially true since there was the agreement to make FHA housing also conform strictly to war time housing standards. The Army and Navy Munition Board had objected to elimination of the distinction between FHA and FPHA housing. The Facilities Bureau, however, agreed with NHA in spite of the objection of the Army and Navy Munition Board. Mr. Blandford, in a letter dated January 4, 1943, considered the decision to grant AA-3 rating to war housing without distinction between FHA and FPHA Insurance Projects a real contribution to the progress of the NHA program.

In March of 1943, NHA, WPB and the Bureau of the Budget conferred in order to ascertain a fair division of financial responsibility between WPB

1/ Memorandum - Manual Release, FPHA Manual

and NHA with regard to functions that were a joint responsibility. On March 26, 1943, the Assistant Administrator (Administration), Lyman S. Moore of NHA wrote to Mr. Sherman Gorman, Administrative Officer of the Facilities Bureau of WPB, with regard to the position of NHA. The Administrator was of the opinion that the percentage distributions worked out between WPB and NHA were fair and that the joint responsibility of WPB and NHA for some of the priority processing might well require a joint financing. Upon the advise of the Bureau of the Budget, however, NHA as a claimant agent assumed full financial responsibility for the processing of all documents under the priorities system and the Controlled Materials Plan insofar as these related to private war housing and public war housing. Both WPB and NHA agreed that private non-war housing did not come under the claimant agency duties. Therefore, the PD-105, PD-105-A, PD-545 and the L-56 Oil Orders were the exclusive financial responsibilities of WPB.

Whether WPB or NHA should continue to process the private non-war housing document was a problem still pending in March 1943. The Assistant Administrator (Administration) pointed out that if the processing of these documents remained in the FHA field offices it would have to be done on a reimbursable basis. He preferred that processing be left in the FHA field offices. Less confusion would arise to the builder if PD-105 applications for both private war housing and private non-war housing were processed in the same office. Also, the job, it seemed, could be done more economically by FHA. 1/

1/ Letter dated March 26, 1943 from Lyman S. Moore to Sherman Gorman

In February and early March of 1943, WPB raised the question concerning sales of houses built under priority assistance for rental. They were advised that requests of authority to sell had to be referred to the local FWA office and that a series of WPA General Orders (No. 60-1 to 60-6) dealt with the questions involved. 1/

WPB LIMITATION ORDERS

Mr. Blandford wrote to Mr. L.C. Upson, Chief of the Lumber and Building Section, Bureau of Industry Branches, WPB, on May 7, 1942, urging that a contemplated Limitation Order L-121 should not be approved. The order, in effect, directed the flow of all grades of construction lumber from producers to the Army, Navy and Maritime Commission. The only other available source of lumber for other necessary construction were local lumber yeards. Mr. Blandford felt that the Order added to the difficulties which other Orders have placed upon the NHA construction program. It would make it impossible to meet the necessary private construction schedule. In view of the high priority ratings granted to the Army, Navy and Maritime Commission, it seemed unnecessary to add the obstacles set up in Limitation Order L-121. 2/

1/ See letter from Coleman Woodbury to William V. MacDonald, Chief, War Housing Staff Service Branch, dated March 1, 1943

2/ Blandford to Upson, dated May 7, 1942

WPB issued Limitation Order L-121 in spite of NHA's protest. Its application caused "exceptional and unreasonable" hardships in the construction of necessary war housing. The Administrator on May 25, 1942, wrote again to Mr. James S. Knowlson, Director of Industry Operations, WPB, that "unless release is given from the provisions of L-121 in reference to the projects submitted in the attached list, construction activities of these projects will cease within a week due to the unavailability of the necessary lumber." He pointed out that once construction had ceased and the labor had left the project, it would be very difficult to start construction again. The delay which had already occurred on these projects due to material shortages and other orders issued by WPB had in many cases increased the cost to the point where NHA was in danger of exceeding the statutory limitations on cost placed upon it by the enabling legislation. This increased cost also might lead to stopping construction in order not to violate the enabling legislation.

On May 28, 1942, the WPB announced the amendment of the construction lumber order L-121. This released from the restrictions several grades and items no longer being sought by Federal agencies which were usable for war housing and farm purposes. 1/ WPB no longer required a copy of the locality programming report for each locality in which exemptions from L-121 were requested. It required only information as to: 1. name and nature of plant served, 2. labor load, 3. local labor supply, 4. necessary in-migrants, 5. number necessary

---

1/ See WPB Advance Release for Thursday morning papers, May 28, 1942, D-485, WPB-1238

to be housed in new housing, 6. Number necessary to be absorbed in existing facilities, 7. contractor on public housing and 8. name of the local FPHA employee who would extend certification. 1/

Limitation Orders prohibiting or drastically curtailing the manufacture and distribution of end products essential to the production of war housing increased by December, 1942, to such an extent as to seriously retard the progress of the housing program. In the formulation of the Limitation Orders, industry divisions of WPB were, it seemed to NHA officials, apparently oblivious of the vital needs for war housing as a complement to the facilities plans for the Army, Navy and Maritime Commission. These agencies were exempted or accepted from the Limitation of the Orders. The burden of curtailed production had to be borne by NHA as by non-essential users.

Limitation Order L-187, to cite one example, prohibited the manufacture of cast iron boilers after December 1, 1942. The Order was generated without consultation with the NHA or any of its constituent units. Nor was is cleared, before issuance, through the WPB Construction Division. As the Order stood in December 1942, the Army, Navy, War Shipping Administration, Maritime Commission and Defense Plant Corporation could obtain their requirements for cast iron boilers by executing Form PD-701 which was submitted to and acted upon by the Plumbing and Heat Division. The NHA, on the other hand, could only obtain release

---

1/ Memorandum from Farrier to Philipson, dated May 29, 1942

through the tortuous and time consuming process of appeal. The Administrator felt that it was highly desirable to review the whole subject of limitation orders in the light of their effect on essential housing and to devise if possible, a formula which would assure to the War Housing Program availability of critical materials and end products on a parity with the agencies whose housing needs were to be served. He incorporated his views in a letter to the Vice-Chairman, Office of Programs, WPB, dated December 2, 1942. 1/

Statement of Policy and Definition of War Worker

On April 13, 1942, the Administrator forwarded to WPB a draft Statement of Policy on War Housing for approval. It had been developed in collaboration with Joseph P. Tufts, of Mr. Hillman's office. It had been reviewed and discussed with Sullivan Jones of the Housing Priorities Section. 2/

The War Housing Policy was approved at the meeting of April 14, 1942, with the proviso that shelter rent in public and private housing should not exceed the range of 20 to 25% of family income. 3/

1/ Blandford to Ferdinand Eberstadt, December 2, 1942

2/ Letter from Blandford to Donald M. Nelson, Chairman, WPB, April 13, 1942

3/ See Memorandum for Mr. Blandford, quoting the Minutes of the Meeting of the War Production Board held April 14, 1942 and signed by G. Lyle Belsley, Executive Secretary, WPB

At the end of August 1942, NHA submitted a definition "essential in-migrant war workers" and a list of essential occupations to the coordinator of the Industry Section of WPB. Only those so defined were to be eligible to occupy either public or private war housing projects. The War Manpower Commission's list of essential activities was used as a point of departure for establishing the standards and WPB was invited to comment of the proposed criteria. 1/

On October 8, 1942, Mr. Blandford wrote to Donald Nelson indicating that it was essential to have a clear understanding of the types of persons for whom war housing was required. This understanding had to be shared by all agencies directly concerned with the war housing program. The Administrator proposed that a committee be formed by WMC and NHA to consider an appropriate definition of war workers and to recommend it for simultaneous adoption by each of the agencies.

On October 10, 1942, the Chief of the Bureau of Construction, WPB, again wrote to Mr. Blandford concerning the necessity for a determination as to who is a war worker. He urged that NHA initiate conferences to work out such a definition and the mechanics for making it effective. 2/

1/ Letter from Samuel J. Dennis to Robinson Newcombe, dated August 27, 1942

2/ Kahler to Blandford dated October 10, 1942

A meeting was called and representatives of the War Production Board, War Manpower Commission and others were invited. One of the WPB representatives did not appear because he had not been officially designated as a representative of spokesman for WPB. As a result of this, a formal letter was sent to Mr. Nelson pointing out the urgency of the problem. A definition had been prepared based on the discussion with WPB and WMC personnel. No formal designation from WPB had been received. The Assistant Administrator (Program) wrote again, this time to the Chief of the Bureau of Construction asking that he do what he could to hurry the definition along. 1/

On October 29, 1942, Mr. Blandford wrote to Fred Searls, Chief, Facilities and Construction Program Branch of the WPB indicating that he was waiting to hear from him. He called his attention to four items which required action as soon as possible.

The first of these was the matter of War Housing Construction Standards. These Standards had been recommended to Mr. Kenzler and approved by Mr. Nelson and the Administrator the preceeding Saturday. No instructions or copies for distribution had come through since.

The second item concerned the priorities quotas for private housing and the cancellation of outstanding priorities in areas where the labor recruiting problems indicated that the need for housing was less acute than it had been at the

---

1/ Woodbury to Kahler, October 14, 1942

time that the priorities were issued. A cancellation procedure was necessary so that WPB could cancel outstanding priority ratings.

The third item dealt with tighter occupancy control to better assure that any private housing constructed would be occupied by qualified war workers. This called for a redefinition of war workers. It required designation of representatives of WPB to work with NHA and WMC. No WPB representative had been designated in spite of the request that had been made two weeks previous.

Fourthly, the Administrator raised the question of certain loopholes in WPB procedures. "The continued ability of builders to obtain critical materials in access of those kinds and quantities specified in approved material lists discredit almost to the point of hopelessness the genuine efforts of our constituent agencies in screening material lists. We have suggested several remedies in the past including a Limitation Order which would prohibit use or installation of scarce materials in access of that set forth on the approved materials list for each project. Problems of administration or other obstacles which seemed insurmountable have heretofore been advanced by the WPB as the reason why positive action was not possible." The Administrator asked for a meeting with Mr. Searls soon in an attempt to solve the problems he raised. 1/

On October 31, 1942, the Administrator again wrote Mr. Searls pointing out that under NHA's agreement with the Army and Navy it was not programing housing for families of military personnel. On the

---

1/ Blandford to Searls, dated October 29, 1942

other hand, the migration of families of Army and Navy men into many localities with heavy industrial production was creating serious difficulties. It was threatening to make the whole housing program for certain localities inadequate. He sought to enlist the cooperation of Searls in discussing the matter with the Army and Navy. The only other alternative was that in many vital areas, housing would become so inadequate that NHA would have to build more housing for them. 1/

On November 11, 1942, the Administrator, Mr. Blandford sent a letter to Mr. Donald M. Nelson, Chairman of WPB announcing the development of "Standards of Eligibility for occupancy for War Housing, Both Private and Public" which had been worked out by a joint committee as part of the Joint Declaration of Policy of the WPB and the NHA Regarding War Housing. He announced his intentions to promulgate as a firm instruction, the standards of eligibility to all NHA operating personnel concerned with tenants selection. 2/

On November 12, 1942, Mr. Nelson forwarded to Mr. Blandford, a copy of the Controlled Materials Plan which the WPB had just put into effect. 3/

1/ Blandford to Searls, dated October 31, 1942

2/ Blandford to Nelson, dated November 11, 1942

3/ Nelson to Blandford, dated November 12, 1942

On October 24, 1942, Katy Foster, Facilities Bureau, WPB, transmitted to Coleman Woodbury, Assistant Administrator (Administration) NHA, three copies of the Committee's Report on Eligibility for Occupancy of War Housing. The Report defined "indispensable in-migrant war workers." 1/ Thus, by the end of November, 1942, there was some meetings of minds as to the meaning of the words, war workers, in-migrant, indispensable and civilians, by the WPB and NHA. It put some definiteness to the meaning of those words as used in the Statement of Policy issued jointly by WPB and NHA on April 15, 1942 and to the Directive of July 16, 1942 of the War Department, Navy Department and NHA.

With regards to the certification of workers eligible for war housing, the Assistant Administrator, Coleman Woodbury on February 22, 1943, wrote to Fred Searls, Director of the Facilities Bureau. He pointed out the misconception that 90% of the applicants for war housing would present very clear cases of eligibility or ineligibility. As a matter of fact, a very large proportion of the persons who applied for war housing presented or would present, border-line terminations of one kind or another. The definition contemplated that former migrants who had found reasonably exceptable housing in a community would continue in their current quarters. A worker in this class would be eligible for new war housing only if he could establish that he was living under temporary or make-shift conditions so intolerable as to impair

---

1/ See dittoed Report dated November 23, 1942, Eligibility for War Housing (Private and Public)

his efficiency. However, when new housing opened up in a community, the already established former in-migrant families tried to get into it because it was better than what they had. If they succeeded, then the new housing was not available to later in-migrants and much of the space that they had vacated was absorbed by other non-in-migrant families. The current certification procedure provided that the applicant, his employer or the builder of the new housing determine whether or not the present conditions of the older migrant families was so bad that they deserved re-housing. The Assistant Administrator argued that "not one of these three would interpret this provision as strictly and closely as it should be if we are to avoid a lot of unnecessary war housing construction." He wrote "we are convinced that some responsible public agency is in a much better position to interpret the provisions of the definition including this one than any one or two or three private individuals who would have no particular reason for interpreting the definition strictly and whose private interest would often be better served by a loose application." The public agency that the Assistant Administrator had in mind was the United States Employment Service. 1/

Organizational Inter-Relations

Sullivan Jones, Chief of the Housing Priorities Branch wrote to Mr. Blandford on May 22, 1942, indicating that from the establishment of the Housing Priority Branch in September, 1941, until the creation of the National Housing Agency in February, 1942, there had been an inter-office

---

1/ Letter from Searle to Blandford, dated February 12, 1943

committee composed of representatives of the Office of Defense Housing Coordinator, the FHA, WPB Field Service and the Housing Priority Branch. The committee had met once a week and discussed questions involving technical matters and matters of policy and procedures. It had been an instrumentality for effecting agreement, unison and conformity between the several agencies involved in the housing program. Because it had been an extremely valuable committee, Mr. Jones suggested its recreation. 1/

The Administrator agreed and designated an NHA representative and an alternate. 2/

The NHA was notified of the establishment of the Bureau of Construction and its five operating branches on June 4, 1942. 3/

On June 17, 1942, an OEM Handbook was issued describing in detail among other things, the organization of the WPB, the OPA and other constituent agencies of the OEM. In it, personnel was listed down to the branch level and organization chart of the WPB and the Bureau of Industry Operations were listed.

1/ Letter from Jones to Blandford, dated May 2 , 1942

2/ Letter from Blandford to William W. Sullivan, Chief, Housing Priority Branch, WPB, dated May 25, 1942

3/ See letter dated June 12, 1942, from Victor P. Nydele, Chief, Materials Supply Section, Technical Division, to Richard U. Ratcliff, WPB Release #1292

In June 1942, an arrangement was worked out between the NHA and the Director of Labor Production Division of the WPB, Mr. Wendell Lund, according to which inquiries about war housing coming to his division would be referred to NHA which would answer and keep the division informed about the dispositions of those inquiries. The NHA would also confer with the division and supply it essential information on the locality war housing program in order to keep the division current. On the other hand, the Labor Production Division would not need to set up a housing unit of its own. This arrangement apparently satisfactory avoided a reduplication of organizational units in the two angencies working side by side. 1/

In July, the Budget Officer of NHA, then Mr. A.W. Hillhouse, was appointed to served as NHA's representative to work with the Bureau of Governmental Requirements of WPB on the development of the governmental requirements plan. 2/

In July, rumblings of dissatisfaction with respect to WPB-NHA field relationships appeared. At a WPB meeting in one of the regions, where housing was considered, no NHA representative had been present. The determination as to location of new private war housing was also considered. In another region, instructions

---

1/ See letter dated June 17, 1942, from Blandford to Wendell Lund

2/ See letter from Moore to Maury Maverick, dated July 16, 1942

came to the WPB regional office regarding the criteria which WPB was to use in deciding whether to grant priorities after recommendations by the FHA. It stated that there would be no more/family dwelling units. They had /single to be a row of houses properly located and of a proper type.

Within NHA, there was expressed opinions that a definite understanding had to be had with the proper party in authority in Washington on what one NHA official called "this abrogation of your agreement with Nelson - that the NHA is responsible for the determination of housing needs." He believed that NHA had to step in or else "by not tackling this job, we encourage the War Production Board into doing our job for us". 1/

On September 14, 1942, the NHA prepared and submitted a statement of its total steel requirements for war housing construction purposes for the third and fourth quarters of 1942, for the Requirements Committee of the WPB. It sent a copy to the Chief of Facilities and Construction Program Branch and to the Chief of the Bureau of Construction of the WPB.

On September 18, 1942, the Plant Site Committee of the WPB was disbanded and its works was taken over by the new Facilities Board. 2/

1/ Memorandum from Ford Kramer to Blandford, dated July 16, 1942

2/ Memorandum from Jacob Crane to Blandford, dated September 18, 1942

On September 28, 1942, William V. Kahler, Chief of the Bureau of Construction, WPB, wrote to Mr. Blandford telling him that in several cases, rulings had been issued to the field offices of the NHA by the Housing Branch of the Bureau of Construction, WPB which were not in accord with the policy that had been established by the Inter-Agency meeting. In order to insure that such things did not recurr, he instructed the Chief of the Field Contact Branch to instruct the field offices to honor requests only when they were submitted over his own signature. (That is, the signature of William V. Kahler, Chief, Bureau of Construction). He also requested that the Administrator of NHA instruct the various divisions of NHA that all rulings originating from the WPB should be honored only when they cleared through their central offices and were supported by a letter under his personal signature. 1/

In October 1942, the WPB requested a rapid estimate of copper, copper alloy and rubber requirements by the NHA for the third and fourth quarters of 1942 and for 1943. The request came in on October 7 and the response was needed by noon of October 8. Consequently, the NHA used ratios to steel established by previous studies in arriving at an approximation of copper, copper alloy and rubber. These ratioed approximations for private and public war housing were telephoned to the WPB as requested. A confirming memorandum

---

1/ Letter from Kahler to Blandford, dated September 28, 1942 and attachments.

underscored the fact that they were not to be considered as an adequate basis for priority or allocation determinations for the war housing program. 1/

On December 9, 1942, the Administrator responded to a letter from the Vice-Chairman of WPB, Mr. Eberstadt concerning the submission of NHA requirements for materials for prosecuting the war housing program. He indicated that NHA had been experiencing difficulty in securing the necessary instructions as to how to present its requirements. "It has been difficult to get any unity of opinion regarding these instructions until today". He pointed out that the Statement of material requirements for a complete housing program was rather complex. Unless the information was placed in a form which was usable for all parts of the WPB concern, the report would not be complete. Unless the report was complete, and in a proper form, reports merely had led to requests for additional information of every branch of WPB concern. He wrote "It is our desire to meet the necessities in presenting our materials, but like all other agencies of the government we do not have an unlimited amount of detail. Our problem lies in presenting sufficient data and still keep the reports in a simple enough form to be understood and comprehended by the busy people who have to pass upon it." NHA consequently, was needing of two things, it drafted the form of the report for the approval of the WPB and continued with the assemblying of information. 2/

1/ See Memorandum from C.M. Farrier to Edward R. Cay, Chief, Industrial Program Branch, WPB, dated October 9, 1942

2/ Letter from Blandford to Eberstadt, dated December 10, 1942

The Commissioner of FPHA, Mr. Herbert Emerich wrote to Donald M. Nelson, on December 1, 1942 asking his advise as to whether the Public War Housing Program should proceed with a central purchasing program for its durable goods and fabricated items. Mr. Nelson responded that because of depleted inventory, increasing difficulty would be experienced in the future if FPHA attempted to purchase through its housing contractors. It was his recommendation that such furnishings and equipment as were needed for FPHA's program should in the future be furnished through the medium of a mass purchasing arrangement. The Facilities Bureau concurred in this attitude. It was willing to help FPHA carry out mass purchasing and efforts would be made to remove Limitation Orders and restrictions as were currently hindering the FPHA'S procurement program.

On December 12, 1942, a War Housing Manual including "War Housing Critical Lists" and "Procedures for Processing Applications" was issued by the WPB Housing Branch of the Construction Bureau. In it were incorporated the "Directive for War Time Construction", a statement as to the basis of the housing program, WPB orders affecting war housing, applications for rating for privately financed and publicly financed houses, utility allowances, war housing construction standards and war housing critical list.

On December 16, 1942, the Director of Safety and Technical Equipment Division, WPB, invited NHA to membership in a Division Requirements Committee. 1/

1/ Letter from Francis M. Shield to Blandford, dated December 16, 1942

When the Controls Materials Plan was in process of being initiated, the question arose as to the part which the Facilities Bureau of the WPB might play in its operation as far as the construction of war housing was concerned. The Administrator of NHA in a letter dated December 16, 1942, and directed to Mr. D. Davis, Program Bureau, WPB, transmitted NHA thoughts on the matter.

The Facilities Bureau operated through its New York Office to process NHA priority application for public war housing and to issued priority preference certificates. It issued directives to field offices. The processing of applications for priority preference ratings for privately financed war housing was handled by the field offices of the FHA, an agent of the WPB.

Under the Controlled Materials Plan, with NHA a claimant agency, it was presumed that the materials which would be allocated to him as a claimant agency would be distributed by NHA in the manner prescribed for other claimant agencies. This would eliminate the current function of the Bureau of Construction in processing projects. The Administrator earnestly recommended that the pre-processing step be eliminated.

The WPB would still have the function of working on the development of standards to govern construction of war housing and the necessary auxiliary buildings to keep them in step with the necessities of the total war effort. This function might continue to lie with the Bureau of Construction.

The Facilities Bureau had served also as a service agency coordinating NHA requirements through the various industry branches of WPB and handling a certain amount of their contact with the various parts of WPB. Under the new arrangements, the NHA presumably would work out its problems through appropriate representation directly with the Program Bureau, Distribution Bureau, Controlled Materials Board and other branches.

The Administrator indicated that WPB might wish the Facilities Bureau to continue its functions of developing war housing construction standard and of assisting in developing utility and other standards such as the defense housing critical list which acted as directive to all persons concerned in the design and construction of war housing projects.

In connection with the development of the plan of operation under the Controls Materials Plan, there was a basic matter which, in February of 1943 required decision. It related to the extent to which the WPB would participate in the processing of housing applications. Under the CMP, the review and approval of individual housing applications by WPB seemed an unnecessary repetition of work necessarily performed by the NHA. It prevented direct action and responsibility in the authentication of sub-contracts and purchase orders for privately owned war housing. The NHA recommended discontinuance of the existing priority system procedure requiring builders and sub-contractors to present to FHA field offices for counter-signature all sub-contracts and purchase orders in connection with which the preference rating was assigned. The authentication procedure had not operated successfully although it had been in effect for ten months. It would be even more difficult

to make it work effectively under the Controlled Materials Plan. The requirement of authentication with regard to the P-55 was even then unique, it did not exist for other preference rating orders. It was cumbersome both for builders and FHA field offices and involved frequent reconciliations and delay. 1/

On April 9, 1943, the Chief of the War Housing Staff Service Branch, William C. MacDonald, raised a point with Mr. Woodbury concerning confusion pertaining to the war housing program. Information issued to the WPB offices was not timed so as to coincide with information issued by the NHA. This was a problem which has been solved once through the Inter-Agency Committee meetings wherby releases for both WPB and NHA were released simultaneously and with the full knowledge of both agencies. He thought it advisable to try again to coordinate this information.

The Assistant Administrator, Mr. Woodbury replied that he agreed entirely on the desirability of simultaneously release of information to WPB and NHA field offices on matters on common concern. He assigned Mr. Lawson to get in touch with Mr. MacDonald to see what could be worked out. 2/

On April 23, 1943, the Administrator of NHA wrote to Mr. Hugh Jackson, Chairman of the WPB Order Clearance Committee that although NHA was affected by many of the orders which were

---

1/ Letter from Farrier to Eberstadt, dated February 9, 1943

2/ See correspondence dated April 9, 1943

issued from time to time by the WPB, in the past, it had not received copies of those orders prior to their being placed on the agenda of the Order Clearance Committee. He asked that, at the time these proposed orders were circulated in the WPB for comment, NHA be furnished copies so that its comments could be placed before the WPB Order Clearance Committee.

Trailers

In connection with a request for house trailers, in July 1942, Mr. Edward R. Gay, Chief of the Industrial Program Branch, Division of Civilian Supply, WPB, pointed out to the NHA Administrator that "no provisions is being made or contemplated by your Agency for meeting the problem of temporary housing for construction workers. The members of the Committee felt that it was advisable that the NHA should resume this responsibility." He indicated that if NHA refused to do the job, some other department of the Federal government would be called upon to provide trailers for construction workers. The Army Corps of Engineers, were willing to purchase 5,000 to 10,000 trailers. 1/

At the end of December 1942, the NHA decided to request the WPB to set aside sufficient materials for the manufacture of additional 5,000 house trailers and from 600 to 1200 service trailers. At that time, it seemed as if that sum of additional trailers plus approximately 26,000 trailers either on hand or already ordered from trailer manufacturers would constitute a pool of stop-gap housing adequate for the needs of the war program.

1/ Gay to Blandford dated July 13, 1942

The Administrator utilized the opportunity of reporting on the amount of trailers necessary for a review of the trailer policy. Trailer projects were installed as stop-gap accommodations where the need for housing had developed so rapidly that other accommodations could not be provided at the time. NHA did not consider that space of approximately 8' x 20', without inside toilers and running water was satisfactory for family occupancy. Therefore, as soon as other accommodations were available in a war community, trailer families were given an opportunity to move into them. The vacated trailers then became available for use in other localities. NHA trailers owned thus became a pool of accommodations form which emergency housing needs could be provided on short notice. Consequently, NHA did not contemplated the demand for new trailers to continue indefinitely.

At one time, NHA had considered the purchase and re-sale of trailers to transitory of migrant workers. It decided, however, that it was not feasible. For one thing, there was a considerable inventory of new and second hand trailers offered for sale by trailers dealers all over the United States. For another, there were many thousands of house trailers in the hands of private individuals throughout the United States. For a third, the current NHA organization and its appropriati n from Congress would not permit it to go into any extensive program of selling trailers to construction workers. This responsibility NHA felt, fell more nearly in the sphere of some of the subsidiary organizations of RFC. The NHA did undertake to review on behalf of WPB, any requests

made by private individuals or other governmental agencies for the manufacture of house trailers. Up to the end of 1942, it had received very few such requests. 1/

On December 23, 1942, the Director of the Miscellaneous Controls Division, wrote to Mr. Blandford urging that consideration be given to the possibility of allocating funds for the construction of family dwellings and dormitory type structures at mercury mines where the housing problems had been such as to constitute "a serious handicap to the operating capacities of the property". 2/

Mr. Woodbury responded requesting that a list of localities in which there were mercury mines have needing additional housing be sent to NHA Program Supervisor.

On January 8, 1943, Jacob Crane, Head of the NHA Division of Urban Studies, was appointed NHA's observer on the Facilities Clearance Board and Facility Review Committee of WPB.

In January, 1943, the NHA was notified by the Program Vice-Chairman of the WPB, Ferdinand Eberstadt that it would accept full responsibility for the preparation of its requirements as a claimant agency for the second quarter of 1943. In the presentation of its requirements it would act through and then be assisted by the Office of Civilian Supply. Beginning with the third quarter of 1943, however, it would assume full responsibility as a claimant agency for both the preparation and the

---

1/ Letter from Blandford to Eberstadt, dated December 28, 1942

2/ Letter from Lund, Director, to Blandford, Administrator, dated December 23, 1942

presentation of its requirements. Consequently, he listed a series of instructions which governed the preparation and submission of NHA requirements under CWP beginning with the third quarter of 1943. 1/

In January, 1943, the Deputy Chairman, WPB, wrote to the NHA Administrator requesting his cooperation in executing the program of Smaller War Plant Division of WPB. The purpose of Public Law No. 603 was to mobilize the productive facilities of small and defense business in the interest of successful prosecution of the War. The Smaller War Plants Division desired to delegate a representative to NHA to review requirements and procurement and to determine the adaptability of certain procurement to the need of distressed manufacturers and producers. SWPD would then recommend to NHA the allocation of contracts to certain distressed business concerns from time to time, with the view of having such contracts placed in accordance with such recommendations. 2/

In reply, Mr. Blandford suggested that the representative of the Smaller War Plants Division contact the Federal Home Loan Bank Administration and Mr. Emmerich of FPHA. It was the latter which carried the vast bulk of the work bearing on the supervision of the awarded contract in connection with public construction for war housing purposes. 3/

1/ See Memorandum from Oberstadt to the NHA dated January 9, 1943, Subject: "Presentation of NHA Requirements Under CWP"

2/ Lou R. Holland to Blandford dated January 19, 1943

3/ Blandford to Holland dated January 20, 1943

On April 19, 1943, FPHA Commissioner, Herbert Emmerich, sent a letter to Colonel Robert Johnson, Chairman of Smaller War Plants Corporation relating to SWPC. He sent a copy of this letter to the Administrator on April 24, 1943. The letter summarized the relationships with SWPC to date pursuant to the provisions of Public Law No. 603. The Chairman of the WPB ordered FPHA to award a contract to the Smaller War Plants Corporation for the supplying of metal and wood furniture. On February 11, 1943, a time contract was signed with SWPC for supply FPHA not to exceed $10,000,000 worth of furniture. Experience indicated the "complete unworkability of this system of procurement and the necessity for revesting in one agency the functions of developing, equipping and managing housing projects rather than separating parts of such functions with resulting dealy, increases in cost and lack of coordination". The letter stated that SWPC had failed to perform its contact in several respects. 1. failure to meet time schedules; 2. failure to keep within cost limitations; 3. failure to order furniture pursuant to requisition; 4. failure to meet specifications. Because of these, FPHA felt it desirable to terminate the contract but before taking final action, the Commissioner asked for the comment of the Chairman of SWPC. 1/

The Plant Site Board of the WPB was abolished in January 1943, and its functions were transferred to the Facilities Clearance Committee, WPB.

In a letter dated January 30, 1943, the Vice-Chairman, Mr. Eberstadt, raised the problem of delay in the program for housing for aluminum and magnesium

---

1/ Herbert Emmerich to Colonel Robert Johnson, Chairman of SWPC, dated April 19, 1943

projects. He indicated that part of the delay was due to NHA's procedure which was being followed meticulously by the Aluminum and Magnesium Division. He felt that the situation might merit Mr. Blandford's attention. Mr. Blandford directed an immediate review on NHA housing programs for Aluminum workers and a summary of the review was forwarded to WPB. 1/

By the end of March , 1943, the NHA brought to the attention of WPB the problem of securing construction machinery for its contractors. It had not requested any new construction machinery for its contracts but had relied entirely upon the existing inventory of used equipment for carrying on construction operations. This had functioned fairly satisfactorily up to a few weeks previous for when NHA contractors were not able to get equipment of their own, they rented what they needed or communicated with the field office of WPB where a record has been kept of available used equipment and through the good offices of the Construction Machinery Advisor of WPB, they get the equipment that they needed. 2/

By the end of March, 1943, in some parts of the country, the renting procedure did not bring out the necessary construction equipment for two reasons. The main reason was, that the Army had been purchasing large quantities of second hand construction machinery for its zone of operations construction and for the use of "in training" troops of the United States. The second reason was, that

---

1/ Letter from Woodbury to Eberstadt, dated February 9, 1943

2/ Letter dated March 29, 1943

the price action of the OPA governing the rentals of construction machinery allowed the person renting the quipment to deduct the amount of rental that might come due during the time when the construction machinery was unserviceable. The privileges set up by this price action were so abused by the contractor who rented equipment that people having equipment for rent began to refuse to rent the equipment under the terms of this price action. The reason was, that contractors who rented equipment could easily have the machinery to go bad when the weather went bad and thus were able to claim deduction on account of unserviceability of equipment when, because of weather conditions that equipment would not have been used. This situation caused great damage to the NYA program.

As a partial solution, the Technical Division Director suggested that steps be taken to make available to private contractors, the construction machinery in the hands of state highway commissioners throughout the United States. He suggested the possibility of the Defense Supplies Corporation arranging to take over construction machinery that was then being handled by private persons but not in use, so that it might be readily shifted about the country to meet the needs for such equipment when they developed in the war construction program. The Director reported that NYA contractors were in difficulty on six jobs throughout the country "but the situation promises to extend itself materially in the near future". As a consequence, he tried to enlist the cooperation of the WPB. 1/

1/ Memorandum from C.W. Barrier, Director, Technical Division to R.C. Parsons, Production and Scheduling Bureau, WPB, dated March 29, 1943

On March 19, 1943, Mr. Blandford forwarded a statement of the NHA War Housing Policy to Donald M. Nelson. In acknowledging this, Mr. Nelson wrote "as we both know, the housing program has been presented with many difficulties, most of which seems to be matters of history at the present time. However, I am pleased that your part in it has been crystalized so accurately and likewise feel that we in the WPB have ironed many of the problems which we have had in the past. Our relations are on a sound basis, and your policy is defined to a point where there is little occasion for misunderstanding. Sincerely yours, Donald M. Nelson, Chairman." 1/

This would be a good note upon which to end this story of the relationship between WPB and NHA.

War Veteran Housing

On May 16, 1944, Mr. Blandford wrote to Donald M. Nelson, Chairman of the WPB with regard to War Veterans. He pointed out that under agreement effective April 1, 1944 between the NHA and the WPB, the NHA was authorized to approve applications for construction of housing for migrant civilian war workers, for individuals who required housing to present or remedy personal hardships. Mr. Blandford indicated that it had been proposed that the category of personal hardships cases know as Program H-3 be brought to include housing to be constructed by veterans of the present war for their own occupancy. It was the view of NHA that such a proposal was in accord with the current attitudes of the administration and the Congress. Consequently, Mr. Blandford proposed an amendment to

---

1/ Letter from Nelson to Blandford, dated March 30, 1943

the recent agreement which would permit construction of housing for war veterans. He suggested that a definition of the term "veterans" would seem best suited for this purpose was that contained in the G.I. Bill of Rights then under consideration by Congress. 1/

On May 24, Mr. Nelson responded that the spirit of the proposal was very much in accord with his own personal feelings. However, "The immediate effect of the specific proposal to allow veterans, as defined by the G.I. Bill of Rights to build houses for their own occupancy would be a discrimination against the wives and parents of those still in service, veterans of other wars, and the vast armies of civilian workers producing war materials under adverse living conditions". He continued, "The only reason for a prohibition against the unlimited construction of housing is consideration of the problems of material, manpower and transportation. The crux of his answer was, "until the imminent successful termination of the war is apparent, general relaxation cannot be made and although the total use of materials may not be considerable in your proposal, it is in the nature of a relaxation".

Donald Nelson recognized that the revision Mr. Blandford proposed would undoubtedly have a considerable public appeal but he did not believe that the concrete results would be greater than might be obtained under the present agreement this was so because both of the veterans could qualify as hardship cases in their applications to construct their own homes since the majority of them were unmarried

---

1/ Letter from Blandford to Nelson dated May 16, 1944

or if married and again desiring to take up residence with their families they could claim "increase in dependents or consolidation of the family". 1/

June 3rd, Mr. Blandford responded recognizing the position to be taken with Mr. Nelson was dictated by the critical situation affecting building materials especially lumber, as well as consideration of manpower and transportation. 2/ He agreed to Mr. Nelson's suggestion that within the framework of the present program on policy, NHA would continue to meet the housing needs of veterans so far as possible.

1/ Letter from Nelson to Blandford, dated May 24, 1944

2/ Letter from Blandford to Nelson, dated June 3, 1944

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN:

Relations Between The National Housing Agency And The War Manpower Commission

The War Manpower Commission was established in the Office of Emergency Management by Executive Order No. 9139 dated April 18, 1942.

Executive Order No. 9184 dated June 22, 1942, had provided for a representative of the National Housing Agency on the War Manpower Commission.

On July 1, 1942, the Administrator wrote to the Chairman of the War Manpower Commission, advising him that he himself would serve as NHA representative on the War Manpower Commission. 1/

On July 10, 1942, the Administrator suggested the desirability of re-examining the adequacy of the system through which basic labor information was assembled and analyzed for the use of the National Housing Agency in developing the war housing program. 2/ The time appeared ripe for suggesting certain possible changes in view of the rapid progress of the organization of WMC and the forthcoming expansion of activities at the local level. The National Housing Agency relied on the WMC for the basic information on labor demand, supply and necessary in-migration of war workers from which a determination of housing needs could be made.

The information was furnished to NHA on behalf of the WMC by the Report and Analysis Division of the Bureau of Employment Security in the form of risk

---

1/ Letter to the Chairman of the War Manpower Commission, attention of General Frank J. McSherry

2/ Then Mr. Paul V. McNutt

anaylses prepared from field reports made by research personnel of the United States Employment Service. This system of formal analysis was supplemented by an arrangement for informal discussions between NHA regional representatives and the regional labor supply offices. The information secured was in each case based entirely on routine interviews with major employers and on labor supply and training data arising from local office operations. The analysis reflected almost solely the opinion of research personne. It did not reflect actual WMC operating policies.

There were three grave deficiencies in the information system. First was the considerable length of time, in many cases four to six weeks which elapsed between the interviewing of employers in the critical areas and the receipt of completed reports by NHA.

NHA had, for over a year, been attempting to aid the Bureau of Employment Security in securing adequate funds and personnel to carry on its work for NHA expeditiously. The Bureau likewise had been attempting to strengthen the staff of the employment service in the field. During Fiscal 1942, NHA furnished a substantial sum of money to the Bureau. A great improvement in the quantity and quality of its work resulted. Not sufficient improvement, however, resulted to meet the needs arising from the ever increasing war production program. NHA felt that stronger assistance from a source more closely connected with its function than NHA was necessary to preserve its current reservoir of skilled personnel, to strengthen both its staff and the field research staff of the United States Employment Service and to equip them to serve the WMC as well as the housing program.

A second deficiency in the information program, was the lack of certainties in some important item of factual information of factual conclusions in the completed program NHA received.

The Administrator wrote:

"For example, wide-ranging estimates of the labor demand of a given employer may not be sufficiently narrowed down, or independent conflicting estimates reconciled or resolved; labor supply may be estimated so roughly, so theoretically, or with so inconclusive an analysis of even the currently measurable factors involved as to invite distrust of the conclusion. While we realize that it is most difficult, and often seemingly impossible, to secure reasonably definite answers to many of these problems at the time surveys are made, it is most obvious that the housing program cannot operate effectively in critical areas unless a greater degree of certainty and refinement in the estimates is achieved than has been to date. Since migration is the marginal factor in the labor supply analysis even minor uncertainties in the demand and supply factors create major uncertainties in the estimates of in-migration, and affect seriously the action we may take. We would emphasize that our operating personnel have to act regardless of the seeming impossibility of securing definitive answers to these problems. In the absence of such answers from the NHC they must perforce make their own investigations of the same matters, resolve the problems according to their own judgments, make decisions, and take action upon them, independently of, and often at variance with, the eventual findings of the Commission."

The Bureau of Employment Security Personnel working on NMA's reports, were aware of the difficulty. Their function was extensive statistical and analytical research rather than intensive investigation. The solution of the difficulties was not in their province.

The Administrator felt that it was urgent for some type of special staff of "trouble-shooters" under one agency or another to be provided at the earliest possible moment. These trouble-shooters could be sent on short notice to critical areas with power and authority to unravel difficult labor market information and analysis problems. The "trouble-shooters" might well include, industrial engineers who could, in cooperation with Army, Navy or Maritime Commission personnel, estimate demand when employers were unable to. Labor market experts might be included who could measure supply under difficult conditions, fit demand and supply together accurately, and measure shortages and in-migration when local sources and routine measures failed or when correspondence broke down.

The third deficiency in the current labor information arose not from the inadequacy in factual data or analysis but from the circumstance that one major factor in many labor market situations remained unmeasured. This was the probable effect of governmental action. The Administrator wrote: "The surveying agency, having neither the responsibility nor the authority to bring their conclusions to pass, cannot help us here. Thus many a report, while it estimates the extent to which in-migration into the area <u>could</u> in theory be averted by a fuller use of local Negro labor or of women or by other devices, does not state definitely the extent to which

in-migration will be averted as a result of indicated governmental action upon the situation. A report from which this definitive information is absent either makes it impossible for us intelligently to prepare a housing program for the area, or it requires our personnel to make their own assumptions as to the future effect of governmental labor policies, to undertake the full burden of making definitive estimates of necessary future in-migration on which they can act, and to defend those estimates, involved as they are with a subject matter over which they have no control, against all conflicting conclusions, including occasionally those of some branches of the War Manpower Commission itself."

The Administrator saw some possibility of release from this situation in appointments in critical areas of WMC local labor supply officers. These local labor supply officers were to be WMC's administrative officers for the area. They would have full responsibility for carrying out its policy and the necessary authority to secure the cooperation of federal and local agencies to this end. They would be the final executive authority on the labor problems in their respective areas. The Administrator suggested that it would strengthen NHA's effectiveness immeasurably if formal reports, to NHA where a local manpower officer existed, were to reflect his administrative findings and plan of action as the official responsible for labor supply in the area. The reports, would no longer be merely research reports. They would incorporate a statement of the local officers plan or plans with respect to labor supplies and of the expected results of the action he contemplated taking. The report would bear his full approval. The report would thus be an administrative document

representing the considered judgment and actual operating program of the WMC. The NHA could quote it and rely on it as an official finding of necessary in-migration.

"Only thus", wrote the Administrator, "can this agency avoid the confusion and uncertainty which now surrounds the labor situation in many localities, which threatens sometimes to delay us in providing housing which may prove to be needed, and at other times to involve us in the unnecessary allocation of funds and critical materials. We need the assistance of such authoritative determinations." 1/

On August 26, 1942, Mr. Joseph P. Tufts, Chief of the Housing and Transportation Service, wrote to Mr. Blandford with regard to the housing policy of the WMC that had been adopted July 15, 1942. WMC at that time, adopted in principle a set of resolutions bearing on a housing policy for war workers. Among these resolutions was one which urged the NHA to take further steps to bring about full utilization of local living space. The NHA housing program made full allowance for the use of occupied living space whether or not such space was being offered for rent. A considerable amount of space was not being utilized, however, because although unoccupied, it was not offered for rnet. It was important, Mr. Tufts wrote "that

---

1/ John B. Blandford, Jr., to Paul V. McNutt, dated July 10, 1943, dispatched July 23, 1942.

we know what steps you are prepared to take to secure full utilization of local accommodations in order that recruitment of workers may be successful. Will you tell us in general, the status of the NMA's war guest program?"

The Assistant Administrator (Program) on September 28, 1942, reported that "a week ago, Frank Bane, came to our staff temporarily to organize and initiate a much strengthened and more aggressive Homes Utilization campaign. He has made real headway this past week and Friday we scheduled meetings for him with all our regional representatives."

The problem of housing for non-ferrous metal mining employees was faced by the War Manpower Commission during September 1942. It suggested to the Program Director of NMA that one representative from NMA and one representative from WMC go into the field with an allocation of between 10,000 and 15,000 dwelling units. They would visit the numerous localities where housing was needed for non-ferrous metal mining employees. They would program the housing then and there, being limited only by general standards for programming and by the over-all allocation. All the housing would be publicly financed; and a representative of WPB Central Office with power to give AA-3 ratings would be sent to the field, together with representatives of FPHA, in order to start construction immediately after the programming and with a minimum of red tape and delay. This actually occured and in FPHA Region VII very rapid programming took place.

On October 7, 1942, the Assistant Administrator (Program) furnished the Chief of Housing and Transportation Service, Mr. Tufts, of NWC a draft of an outline of the minimum information which NHA regional representatives needed in programming. He expressed the hope that Mr. Tufts would furnish NWC's regional directors with some such outline to enable them to give NHA's regional representatives the information they needed instead of fragmentary reports. 1/

On October 31, 1942, the regional representatives of NHA for New York wrote, "in sorrow" a letter to Mr. Joseph P. Tufts, Chief of Housing and Transportation Division in which he said, "Systems that you have been trying to set up these many months does not give any signs of beginning to work effectively and I begin to wonder whether we can fulfill our own obligations adequately and meet the imperative dead-line that faces us if every housing program means three separate contacts with the regional offices of the NWC". He wrote further, "It is obvious that what has happened is the result of the shift from a frame of mind in which the economist, a scientific, objective observer, measures, weighs and appraises the operations of social and economic forces to a situation in which the Army, Navy and NWC proposes to govern these factors and movements." Concerning another region "They had reached the point of making their own reports and then asking the NWC to agree or disagree with them". 2/

1/ Woodbury to Tufts dated October 7, 1942

2/ Letter ~~Mem Fellows~~ from ~~Philipson~~ Charles Ascher to ~~Woodbury~~ Tufts dated ~~November 12~~, 1942 October 31,

On November 11, 1942, the decision to place in the hands of Dr. Philipson the clearance of all programs with the WMC was made effective. 1/

On November 12, 1942, Dr. Philipson wrote to Woodbury that it was necessary to open some serious discussion with the proper authorities in WMC concerning the form in which NHA would receive labor data for inclusion in its LHP Memorandum. 2/

On November 13, 1942, the Assistant Administrator (Program) Woodbury, wrote to Joseph P. Tufts that he believed that the time had come for reformulating the relations between WMC and NHA in the field. Some NHA regional representatives had reported serious difficulty in getting information from WMC regional offices in the form and break-down necessary for use in programming housing. Some of WMC's regional men felt that they were required to review and act upon NHA's housing program. Some even had in mind to try to do the tenant selection for NHA. This came as a result of a Directive from WMC's Washington office. The Administrator felt that the time had come to withdraw the offending document and to replace it with one that would stress the necessity of WMC and NHA working together and also to clearly define the final responsibilities of the two agencies. 3/

1/ Memorandum from David Saxe to J. Bion Philipson dated November 11, 1942

2/ Memorandum from Philipson to Woodbury dated November 12, 1942

3/ Letter from Woodbury to Tufts dated November 13, 1942

Difficulties with WMC were not, however, universal. From New England came a report: "Our relationship with the WMC regional offices are excellent, and we have an appropriate division of labor with them... Our experience with a very successful working relationship with the regional WMC office might be considered in connection with the preparation of a Statement of Governing Our Relations with WMC Regional Office." 1/

Work meanwhile continued on drafting a statement of WMC's regional responsibilities with respect to war housing in Washington. Events in the field emphasized the need for a statement. "WMC's and NHA's field men, are constantly disagreeing on who is responsible for what and recently altogether too many of these disagreements have been getting into the papers". 2/

On February 15, 1943, the Chief of the Industrial and Housing Consultant Division of WMC transmitted a revised draft of the proposed statement on "Responsibilities of the Regional Directors in Respect to War Housing" to the NHA Assistant Administrator. 3/

In April 1943, the NHA raised the problem of considering workers engaged in food processing and food distribution as essential war workers so as to make them eligible for war housing. Up to the middle of April, such workers had not been eligible for war housing with the exception of a

---

1/ Memorandum from John Dobbs to Paul C. Scott, Jr., dated November 23, 1943, Subject: WMC

2/ Letter from Woodbury to Mr. Haber, Director of Bureau of Program Planning and Review, WMC, dated February 9, 1943

3/ Letter from Tufts to Woodbury dated February 15, 1943

small number engaged in food dehydration. NHA recommended that workers employed in food canning, dehydrating, fresh freezing and packing for the fresh market be classified as eligible for war housing. WMC agreed with the NHA. The Industrial Division of the Bureau of Program Requirements, prepared a Memorandum concerning the importance of the food processing industry. 1/

1/ See letter from Tufts to Woodbury, dated April 16, 1943

ADMINISTRATOR'S COPY

FEDERAL PUBLIC HOUSING AUTHORITY

SURNAME COLUMN: