

U.S. National Housing Agency (Homes Use Service)

NATIONAL HOUSING AGENCY OFFICE OF THE ADMINISTRATOR HOMES USE SERVICE

HOMES USE GUIDE

(A reference and training manual)

WASHINGTON, D. C.

REVISED NOVEMBER 1943

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NATIONAL HOUSING AGENCY

WASHINGTON, D. C.

OFFICE OF THE ADMINISTRATOR

November 26, 1943

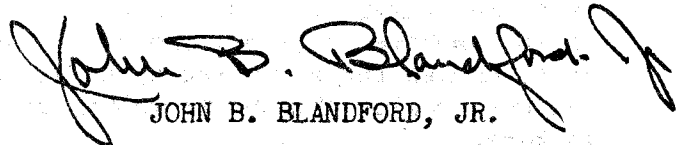
TO THE MANAGERS AND STAFFS OF ALL WAR HOUSING CENTERS

To win this war endless lines of weapons and supplies must reach our troops. To achieve and maintain assigned production levels, war plants must be staffed. They will not be staffed unless homes are provided for the war workers - and to provide those homes is the war assignment of NHA.

But we cannot meet this temporary housing emergency by building alone. The armed forces require the same materials - the lumber, the steel and the copper. In addition, there simply is not sufficient manpower to go around. We must therefore rely on the shelter resources of our existing housing, seeking the full cooperation of all war industry communities in the job.

To convince home owners and landlords that housing is a war essential, to list every available accommodation, to make two homes where previously there was but one, and to see that all this shelter goes to war workers is the function of the Homes Use Service and our War Housing Centers.

The record shows the great contributions you already have made. Let us go forward with still greater efforts to complete our war assignment. Your work on the front lines in each critical housing community will determine how well the task will be done.


JOHN B. BLANDFORD, JR.



NATIONAL HOUSING AGENCY
WASHINGTON, D. C.

OFFICE OF THE ADMINISTRATOR
HOMES USE SERVICE

November 26, 1943

TO ALL PERSONS CONCERNED WITH THE HOMES USE PROGRAM

The fact that the Homes Use Program is expected to produce 70% of the total war housing program for the 1944 fiscal year is both a tribute to your past accomplishments and a challenge to our present initiative.

Expressing this 70% in absolute terms, the Homes Use Service must make available, through the use of existing structures and by conversion, a total of well over 650,000 dwelling units and rooms for war workers. These accommodations must be obtained in localities where there already exists a critical housing shortage. The right number of accommodations of the right size and cost should be ready at the right times, if the war effort is to be best served.

In carrying out this assignment, the Homes Use Service will follow principles which may be expressed in the 9 points below.

1. The war must be won. For any problem, the only satisfactory solution is that which best answers the question "What will help most to win the war?"
2. War workers whose presence in the community is essential to the success of the war effort must be housed. The locality war housing program must be carried out in such a way that all workers are sheltered and critical materials are not wasted.
3. In every critical housing area, the Homes Use Service, working through the regional office, and the War Housing Center, must place first emphasis on securing full use by war workers of existing housing without alteration. In attempting to realize from this source the volume of housing contemplated by the locality program, Managers must initiate and maintain active campaigns of procurement. Every instrument should be used - registry and referral service, share-the-home programs, and campaigns urging the voluntary reservation of vacancies for war workers, as well as discouraging the in-migration and encouraging the out-migration of persons other than essential war workers.
4. Where more intensive and better-channeled use of existing structures without alteration will not meet the complete need, conversions may then be programmed and promoted as a means of saving a part of the critical materials which new construction would require.



5. Housing created by private enterprise must meet as much of the war need as it can.

6. The War Housing Center is a temporary wartime agency established by the National Housing Agency with the participation of the community to secure the goals established by the locality war housing program through the means outlined in the War Housing Center Plan. Its establishment and continued existence can be justified only where there is a need for housing in-migrant war workers and where the facilities of the Center will reduce the use of critical materials for housing.

7. By the very nature of its goals, the Center must have the support of, and work through, the community. Honest interpretation of policy and broad campaigns of public education will lead to an understanding of, and hence to voluntary cooperation with, war housing principles.

8. The views of the community will find expression in a truly representative War Housing Committee acting in an advisory and cooperative relationship with the Center Manager. A two-way channel of information is thus provided, informing the community of war housing policy and reflecting community needs to the NHA.

The Homes Use Guide, to which this letter is a preface, outlines the means by which these general principles are carried into effect. For this purpose it replaces the Homes Use Training Manual issued in March 1943. Since that time additional directives have been issued, procedures have been refined and much new operating experience has been accumulated and analyzed. This new Homes Use Guide is a consolidation of the new with the old; an attempt has been made to improve the arrangement of the materials, thus making the Guide more convenient for reference purposes.

The Guide is not an official directive. Instead, it is intended:

1. To present an orderly summary of policies, techniques and procedures set forth in NHA General Orders, Regulations and Memoranda. As such it provides more information on the underlying reasons for their promulgation or on the manner in which each fits into the overall program, but omits much of the detail.

2. To serve as a reference to basic policies and practices. Each day will present new problems which managers will have no opportunity to refer to the regional office; by the use of the Guide, however, the necessary decision may often be made.

3. To serve as a training manual in newly established Centers, in Centers which have never conducted training campaigns, and for indoctrinating the new personnel of established Centers. Regional offices will be asked, later, to report on the nature and success of training programs in which it is employed.

4. Finally, to assemble the experience gained in this war, not in building, but in using what we have. The manual could thus serve as a foundation for future use in disaster or war.

Because the Homes Use Program is a comprehensive approach to the solution of a major part of the war housing problem, its success will contribute significantly to the national war effort. The achievement of that goal in any locality is dependent upon your competence and initiative, and upon your ability to obtain the cooperation of the community.

Philip M. Klutznick
PHILIP M. KLUTZNICK

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CHAPTER 1. THE WAR HOUSING PROBLEM AND THE NHA

SECTION 11. THE WAR HOUSING PROBLEM

.01 Relationship between War Production and Housing There has been an enormous increase in the industrial activity of the United States as a result of the necessities of war production. At the present time (the late summer of 1943), the rate of production is double that of the year 1940. For example, during the second quarter of 1943 national production was valued at \$23,000,000,000 more than that for the same quarter in 1940. This vast expansion has been accomplished by greatly increased efficiency, by additions to existing plants, and by the construction of new industrial facilities in both industrial localities and in previously non-industrial areas.

The manning of our expanded industrial facilities has brought about the most extensive mass migration of population in American history. From farms and small towns, from localities without war activities, men and women have streamed to the centers of war production to join the industrial army. Populations of some towns and cities have doubled or tripled over periods of a few months, yet the people must have a place to live as well as a place to work. Furthermore, their living accommodations must be adequate if they are to retain their efficiency, and to continue at their war employments without dissatisfaction and discouragement. Hence, housing for war workers has become recognized as a necessary adjunct to the industrial plant. The War Production Board, which controls the allocation of all critical materials, has recognized war housing as essential to the war effort and has designated the National Housing Agency as one of the official claimant agencies. This means in effect that the material requirements for the construction of war housing are considered along with material requirements for the production of armaments.

The scope of the war housing program is illustrated by the fact that between July 1940 and the end of September 1943, housing accommodations were programmed for approximately 3,600,000 war workers, nearly all in only 900 localities. Accommodations in existing structures were found for about 1,800,000 of these workers through absorption in vacant dwelling units and rooms, and through the sharing of homes. Of the remaining 1,700,000 in-migrants, over half have been, or will be, taken care of in housing that has been produced or programmed for production by private builders and finance. The remaining workers have been, or will be, taken care of in housing produced with public funds (but erected by private builders). This latter housing consists not only of dwelling units but also of a considerable number of dormitories and other non-family-dwelling space.

.02 War Housing Accomplishments We may now profitably

turn from a consideration of this ever-changing mass migration of people into a relatively small number of industrial areas, to see how this movement of workers is reflected in terms of new construction of dwellings of various types. From the beginning of the war housing program in the summer of 1940 to September 30, 1943, a total of 1,545,181 dwelling units has been programmed, including conversion and new construction, by both private and public agencies. In addition, plans were approved for providing dormitory space for 166,179 single persons, and for the installation of 44,216 trailers and other stop-gap accommodations.

Dwelling units which were programmed during the same period under the publicly financed conversion program number 61,288. As of September 30, 1943 leases had been closed on structures which will produce 30,129 units, and the applications for leases now in hand will raise this total to an estimated 40,300 units.

Construction has been completed on 377,336 new family dwelling units built out of public funds and 122,503 more are yet to be completed. All but 31,558 of the dormitory spaces and 12,968 trailers and other stop-gap housing are completed.

Between July 1, 1940 and September 30, 1943 private capital, in large part aided by FHA insurance, produced 760,795 family dwelling units. In addition 222,275 units were under construction, as of September 30, 1943.

.03 The Task Ahead Looking ahead at the job to be done during the year beginning July 1, 1943 it has been estimated that after full use is made of the local labor supply in each of the war localities, it will still be necessary for an additional in-migration of 925,295 single war workers and families in order that maximum production may be attained. It is estimated that about 40% of these workers will come into the communities without their families. In planning for the housing of the estimated 409,900 unattached men and women, it is estimated that 385,000 will find space in existing vacant rooms and that dormitories or conversions will have to be constructed for the remaining 24,900. About 515,000 dwelling units will be sufficient to house the workers who come into the localities as members of families, since there will frequently be more than one worker in each family group. It is expected that 175,000 of these dwelling units may be found in existing structures which are now vacant or which will later become available as a result of various factors, including the drafting of married men. It will therefore be necessary to provide about 340,000 additional dwelling units either by the conversion of existing structures or by new construction.

.04 The Importance of the Homes Use Program in the Task Ahead The scarcity of the materials needed for the production of ships, tanks, and guns, makes it imperative to reduce to a minimum the use of such materials in the production of housing. Money, manpower,

and time must also be conserved. For these reasons, the amount of war-time house construction must be carefully restricted; housing cannot be provided simply to permit more comfortable living or even to make progress toward peacetime social objectives. Furthermore, so far as possible all existing or new housing should be reserved for those persons most essential to the war effort.

It is apparent that the program for the year beginning July 1, 1943 must count heavily on the utilization of existing structures. It is anticipated that over 95,000 dwelling units will be provided through the conversion of existing structures. These plus vacant rooms and vacant dwelling units which are expected to be available constitute over 70% of the total housing program for the coming year. Thus, the responsibility for producing almost three-fourths of the housing requirements for in-migrant war workers between July 1, 1943 and June 30, 1944 rests with the Homes Use Service working through the Regional Representatives, War Housing Centers, the Home Owners' Loan Corporation, and the Federal Housing Administration.

This, then, is the problem ahead of us. In order better to understand how it will be dealt with, and incidentally to examine the instruments which will be employed, it may be well, briefly, to review the history of the National Housing Agency, as well as its present organization and that of its constituent agencies.

SECTION 12. ESTABLISHMENT OF THE NATIONAL HOUSING AGENCY

.01 In the early days of the war effort the responsibility for providing war housing was distributed among sixteen federal agencies which were either building or financing housing. In the summer of 1940 the President appointed a Housing Coordinator (later the Division of Defense Housing Coordination) to correlate the activities of these agencies. Early in 1942 it became apparent that a consolidation of all war housing activities into a single agency was necessary if the war housing program was to operate effectively.

By Executive Order 9070, dated February 24, 1942, the President consolidated under the National Housing Agency the housing functions of the sixteen existing agencies. These included the Federal Home Loan Bank Board, the Federal Home Loan Bank System, the Federal Savings and Loan Insurance Corporation, the Home Owners' Loan Corporation, the United States Housing Corporation, the Federal Housing Administration, the United States Housing Authority, the Defense Homes Corporation, the Division of Defense Housing Coordination, the Central Housing Committee, the non-farm housing functions of the Farm Security Administration, and the housing functions of the Public Buildings Administration, the Division of Defense Housing and the Mutual Ownership Defense Housing Division in the Federal Works Agency, and the housing for the War and Navy Departments outside that on reservations, posts, and bases and that which is permanently useful to those Departments. Thus, by this Order, all

governmental activities in the urban housing field, except those on military reservations and those of permanent usefulness for military purposes, were brought under the supervision of the National Housing Administrator, and war housing was recognized and made an integral part of the nation's total war effort.

The Executive Order designated, as the three principal constituent units of the National Housing Agency, the Federal Home Loan Bank Administration, the Federal Housing Administration, and the Federal Public Housing Authority. The first two deal primarily with privately financed housing; the third, whose nucleus is the former United States Housing Authority, deals with publicly financed housing.

The functions of the National Housing Administrator are twofold. He is, on the one hand, the administrative chief of the consolidated housing agencies, directing and supervising their operations. At the same time, he is charged with planning and executing a unified and comprehensive housing program, now a war housing program. The execution of this latter function has led to the establishment of the Office of the Administrator which is responsible for the overall planning of the war housing program.

The following sections first consider the relationship between the Office of the Administrator and the war housing activities of the constituent agencies, and then return to the Office of the Administrator for a detailed discussion of its organization.

.02 The Office of the Administrator The Office of the Administrator, as the administrative, fact-finding, and planning unit, has several important responsibilities which at present may be summarized under three heads: (1) to estimate and plan for meeting the war housing needs in each of the critical housing areas; (2) to see that that program is put into effect; and (3) to cooperate with the other federal agencies whose programs affect those needs or the means of satisfying them.

In order to carry out these functions, the principle of decentralization has been applied to the organization of the Administrator's Office -- a step which is dictated in part by the essentially local nature of housing activity. Thus, in addition to the central administrative office in Washington, ten regional offices have been established, each headed by a Regional Representative who is responsible to the Administrator and whose job is to prepare the housing programs of the war production areas within his region and to see that those programs are carried out.

The other constituent units of the National Housing Agency are the "task forces" which put into effect their respective parts of the plans mapped out in the Office of the Administrator.

.03 Federal Home Loan Bank Administration Thus, the Federal Home Loan Bank Administration, for example, continues to perform its established functions (1) of providing through the Federal Home Loan Bank System a reservoir of mortgage credit for those seeking to finance, through private channels, the construction, purchase, or modernization of their homes and (2) of protecting the savings of investors (up to \$5,000 each) in thrift and home-financing institutions which are members of the Federal Savings and Loan Insurance Corporation. A special contribution to the war effort has been the liberalization of regulations of the Federal Home Loan Bank System to enable insured member institutions to increase their activity in defense areas by selling mortgages and using the proceeds during the emergency to finance housing for war workers.

The Home Owners' Loan Corporation, another unit of the FHLBA, has been assigned the task of carrying out the leasing and converting of existing structures under the publicly financed conversion program. The Assistant Administrator (Homes Use) has the responsibility for the administration of this program. He determines matters of general policy, but the field operations are delegated to the HOLC.

.04 Federal Housing Administration The Federal Housing Administration continues to perform its primary function of insuring mortgages on homes which meet its location requirements and standards of construction. Its facilities for insuring loans for home modernization and repair and for new small home construction are still available, as are also its facilities for insuring mortgages on one- to four-family homes and on rental properties in large scale projects. Needless to say, activity in these categories has been greatly curtailed as housing has swung over almost exclusively to the provision of accommodations for war workers. Therefore, its most important insuring activities at the present time are confined to Title VI, an amendment to the National Housing Act enacted on March 28, 1941 to make the insurance feature available for war housing. Through that and a subsequent amendment, the terms of obtaining FHA insured loans have been liberalized and their availability extended to specific war production areas. The authorization under this Title was by October increased to \$1,600,000,000 and is available to cover losses on mortgages on one- to four-family homes for rent or for sale as well as mortgages up to \$5,000,000 on large scale rental projects. In both cases, war workers are given occupancy priority in such structures.

The other major function of the FHA in the war housing effort is quite separate from its insuring activities. As agents for the War Production Board, the field offices of FHA receive the priority applications of private housing contractors for building materials, process them on the spot, and transmit them, with

NATIONAL HOUSING AGENCY

Office of the Administrator

Includes former housing functions of Federal Loan Administrator, Federal Works Administrator, and Co-ordinator of Defense Housing

STAFF ADVISERS:

General Counsel
Information Director

OFFICE OF THE ADMINISTRATOR

ADMINISTRATOR

ASSISTANT ADMINISTRATOR
(Program)DIVISIONS:

Research &
Statistics
Urban Studies
Technical
Program Review
& Clearance

ASSISTANT ADMINISTRATOR
(Administration)DIVISIONS:

Administrative Re-
lations
Budget
Administrative
Services

ASSISTANT ADMINISTRATOR
(Homes Use Service)STAFF ADVISERS:

Conversion Adviser
Community Participation
Adviser

DIVISION:

Development

10 REGIONAL OFFICES

WAR HOUSING
CENTERS

FEDERAL HOME LOAN
BANK ADMINISTRATION

COMMISSIONER

Federal Home Loan Bank System
Federal Savings & Loan Insurance Corporation
Home Owners' Loan Corporation
United States Housing Corporation (in liquidation)

(Includes former functions of Federal Home Loan Bank Board)

FEDERAL PUBLIC
HOUSING AUTHORITY

COMMISSIONER

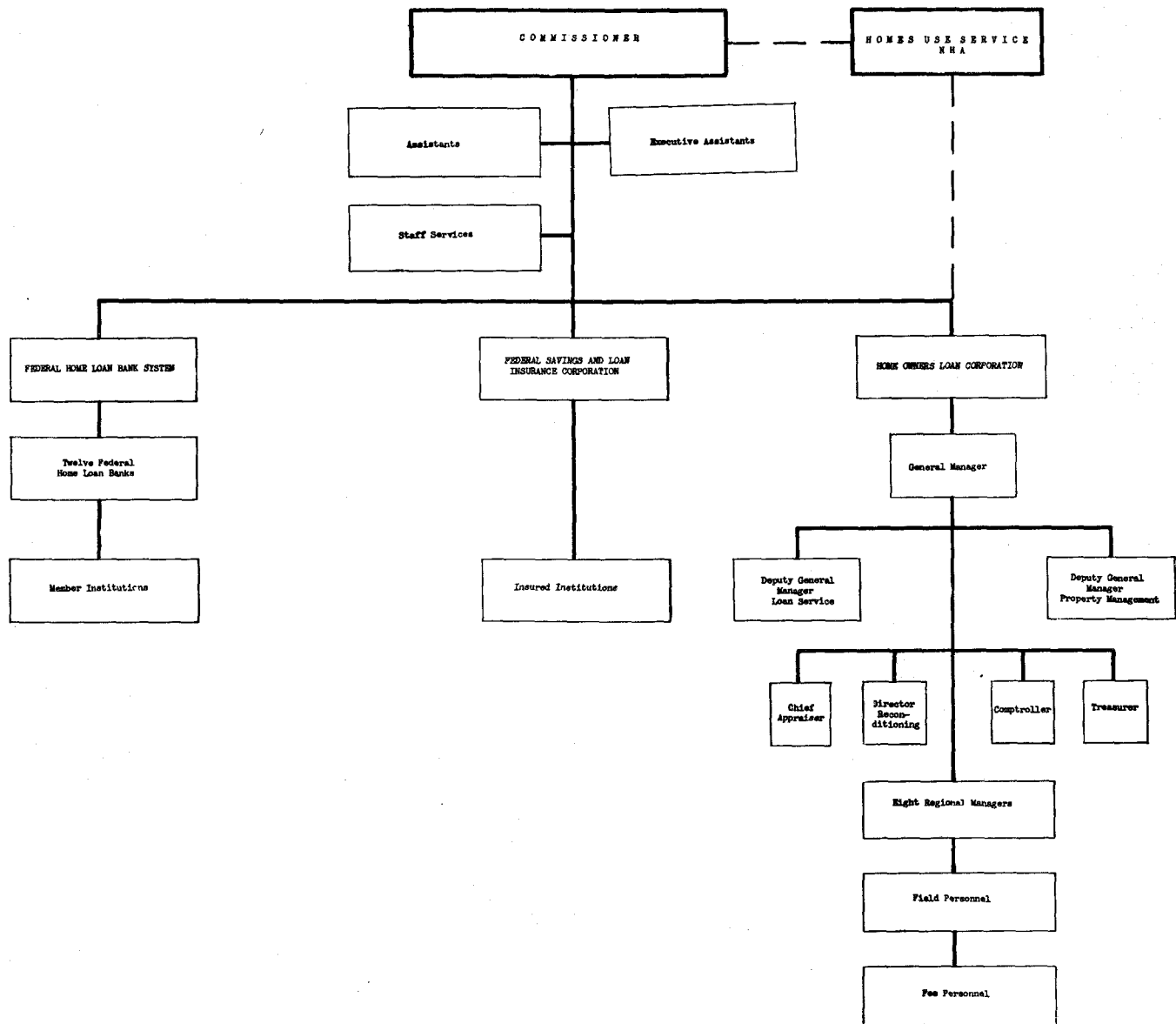
Defense Homes Corporation

(Includes former functions of United States Housing Authority Nonfarm Public Housing from Farm Security Administration War (Defense) Public Housing, except on Army and Navy Reservations. Such housing previously was divided among the FWA, USHA, Public Buildings Administration, Division of Defense Housing, Mutual Ownership Defense Housing Division, War Department, Navy Department and Farm Security Administration.)

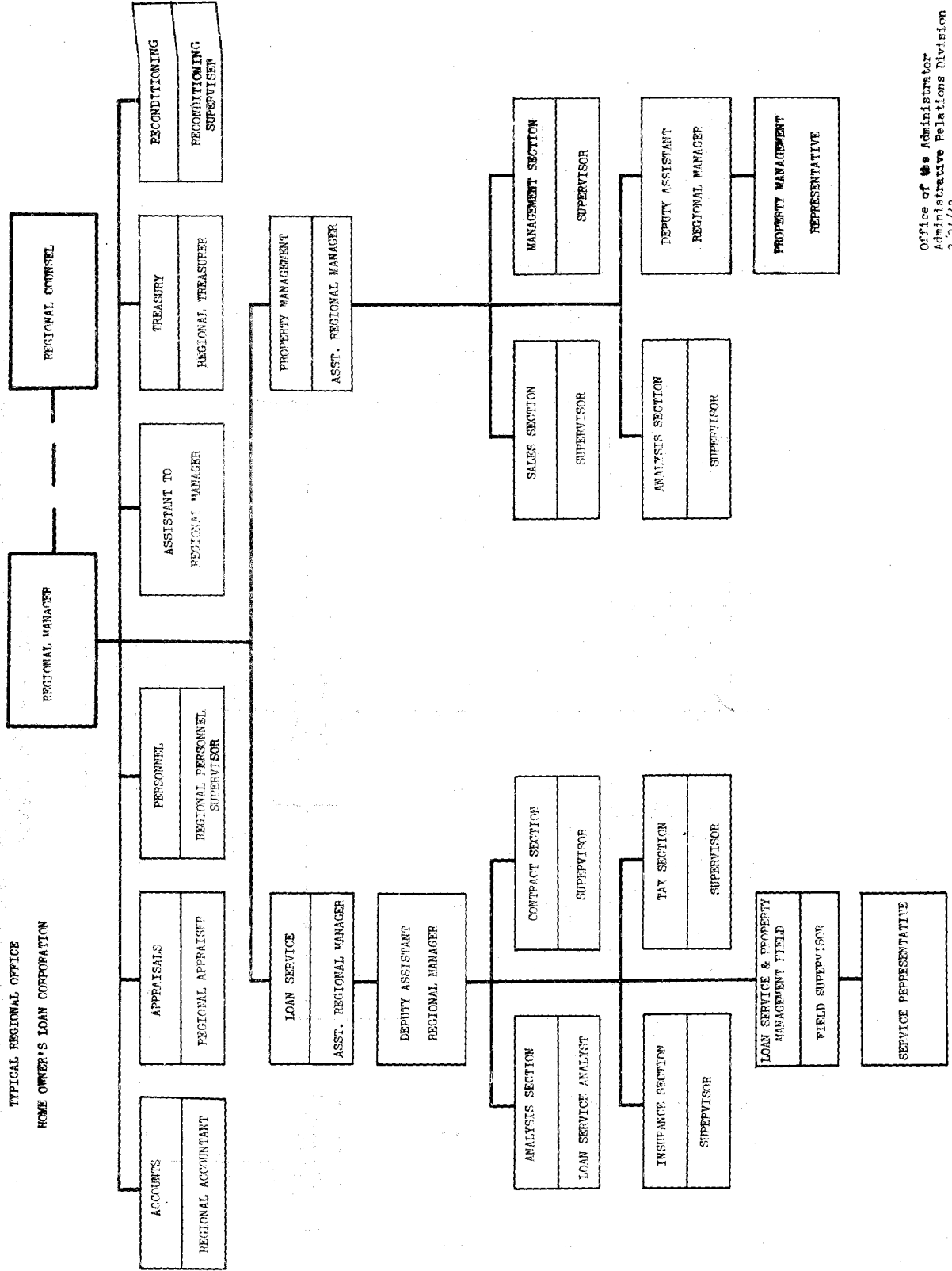
FEDERAL HOUSING
ADMINISTRATION

COMMISSIONER

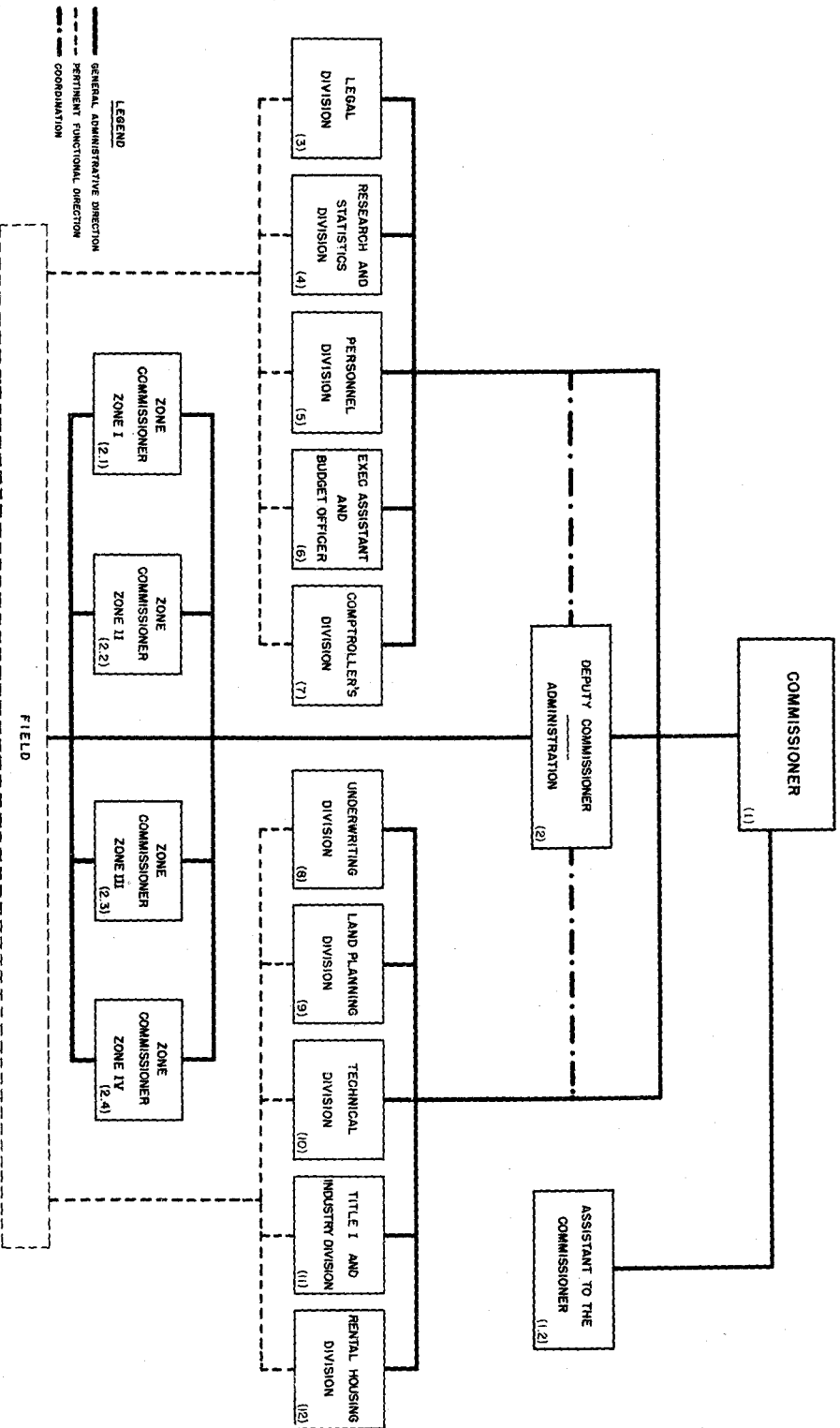
FEDERAL HOME LOAN BANK ADMINISTRATION



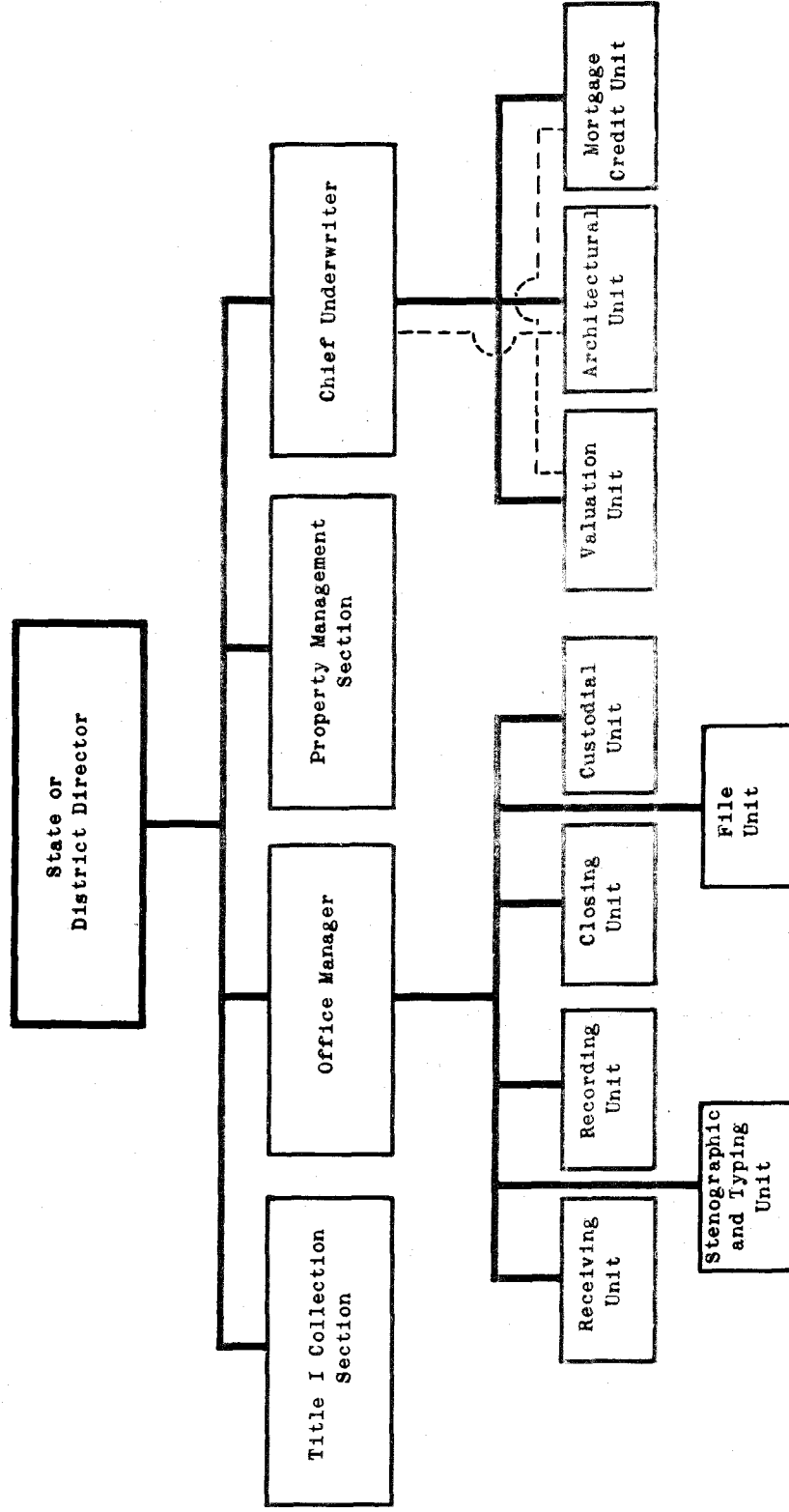
TYPICAL REGIONAL OFFICE
HOME OWNER'S LOAN CORPORATION



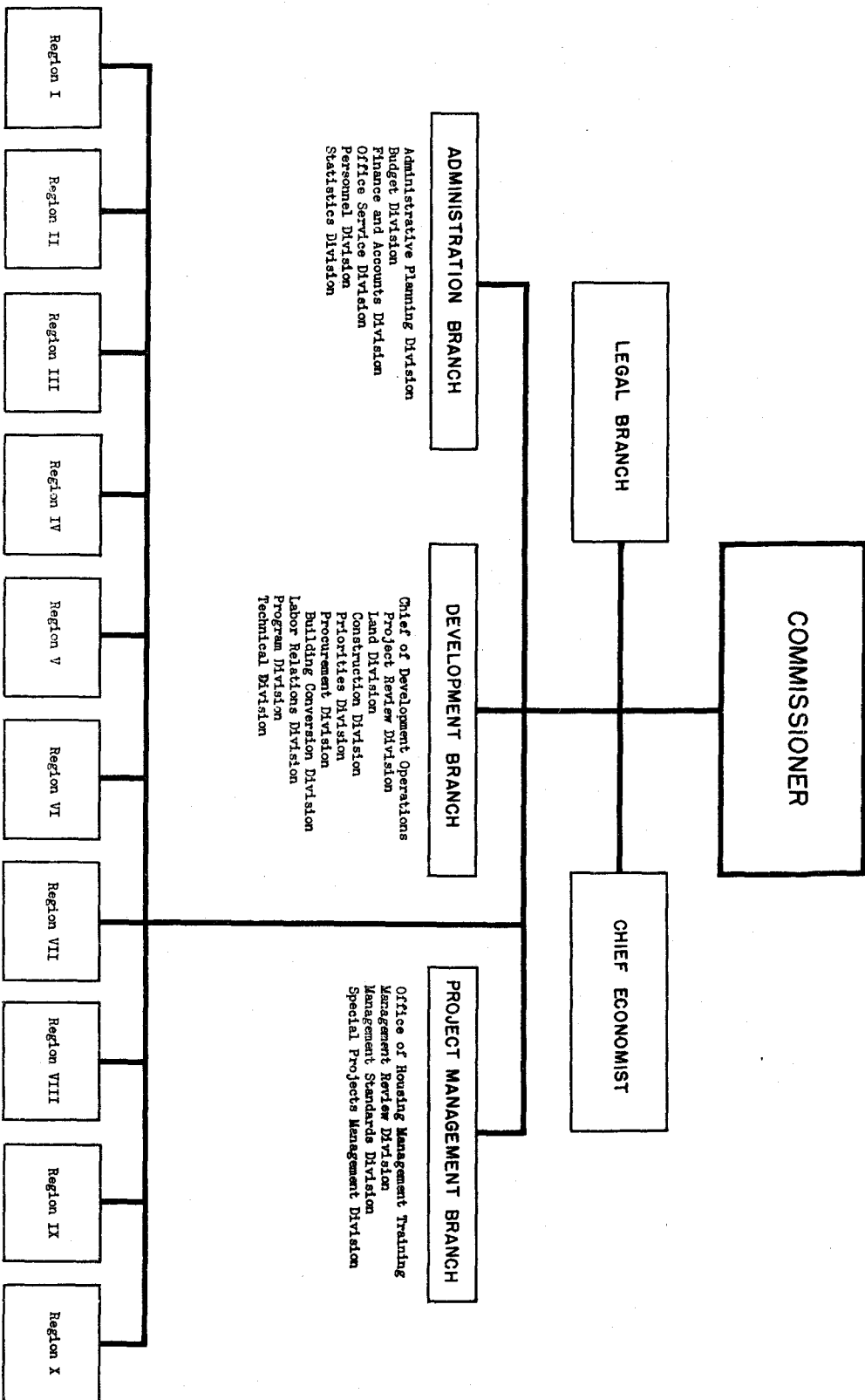
ORGANIZATION OF THE FEDERAL HOUSING ADMINISTRATION NATIONAL HOUSING AGENCY



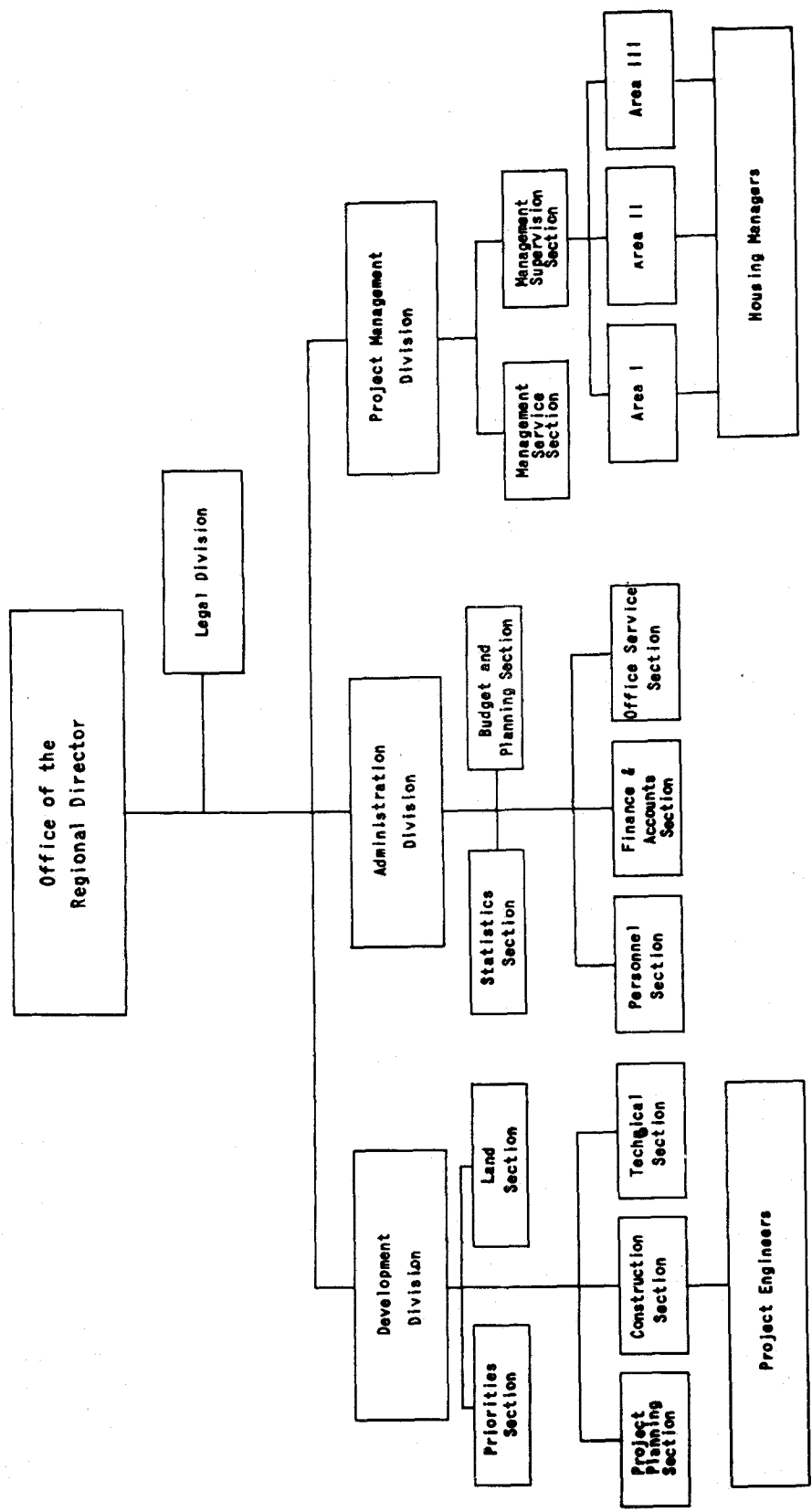
National Housing Agency
Federal Housing Administration
ORGANIZATION OF TYPICAL INSURING OFFICE



FEDERAL PUBLIC HOUSING AUTHORITY NATIONAL HOUSING AGENCY



TYPICAL REGIONAL OFFICE
 National Housing Agency
 Federal Public Housing Authority



recommendations, to the War Production Board for approval or rejection. Ceilings on sale prices and rents are among the standards of eligibility for priorities.

.05 Federal Public Housing Authority The Federal Public Housing Authority, the third of the major constituents of the National Housing Agency, has the responsibility, previously distributed over eight different Government agencies, of (a) providing such housing needed by the war effort as private enterprise cannot provide, and of (b) administering the Federally aided local low-rent housing and slum-clearance program. The basic war housing statutes under which FPHA operates are the Lanham Act (Public 849, 76th Congress); Public 9, 77th Congress, as amended; and Public 781, 76th Congress. The Lanham Act which provided about two-thirds of the total public war housing funds, contains certain basic authorizations (removal of temporary housing, payments in lieu of taxes approximating normal taxation, use of income from operations for management expenses and reserves, etc.) now applicable to all of the Federally-owned war housing. In addition, Public 671, 76th Congress authorized the use of low-rent housing and slum-clearance funds and projects for war housing purposes for the period of the emergency. The total funds made available for public war housing are slightly under \$2,000,000,000.

In keeping with shortages of manpower and materials, and with the uncertainty of the extent to which populations will remain stable, the character of public war housing has, as the war has progressed, been altered. Originally of permanent construction and later of demountable construction, substantially all public war housing now being built is of temporary construction. Recent legislation requires the disposal of all temporary war housing at the end of the war. Rentals are based upon the value of the accommodations. War housing is operated by local authorities where possible.

The war has necessarily stopped the construction of low-rent housing projects under the United States Housing Act, which is the legislation relating to the permanent low-rent housing and slum-clearance program. As of July 1, 1943, there were 338 such projects under management by local housing authorities in 178 cities, providing 105,000 family dwelling units. The present job of FPHA with respect to low-rent housing is, therefore, primarily with respect to the operation of such projects. As already indicated, many projects originally scheduled and funds authorized for low-rent housing projects have, for the period of the war, been devoted to war housing purposes. The development cost of these projects converted to war purposes is over \$250,000,000, providing over 60,000 dwelling units. These projects will revert to low-rent housing purposes after the war.

SECTION 13. ORGANIZATION OF THE OFFICE OF THE ADMINISTRATOR

.01 General The preceding sub-sections have sought to demonstrate now the constituent agencies - in addition to carrying on separate normal operations covering the housing field - are serving as task forces of

the Administrator in helping to meet the war housing problem. The present section examines the organization of the Office of the Administrator, which serves as the spearhead of the attack.

Each of the three principal activities of the Office of the Administrator - Programming, Homes Use Service, and Administration - is headed by an Assistant Administrator who is responsible directly to the Administrator of the National Housing Agency. The immediate staff of the Administrator includes also the General Counsel, the Information Director and such other assistants and consultants as the Administrator may designate.

The Administrator has also established a field organization consisting of ten regional offices headed by Regional Representatives. As in the case of the Administrator's immediate staff, the Regional Representatives are appointed directly by the Administrator and are personally responsible to him, although he supervises the various activities of the regional offices through the appropriate Assistant Administrator.

The Homes Use program, like so many other functions of NHA is handled on a decentralized basis. Consequently, the War Housing Center Manager is responsible for all phases of his work and for that of his staff, to the Regional Representative directly or through other employees of the regional office, as determined by the Regional Representative.

The War Housing Center Manager and his staff should acquire general familiarity with the functions of the other offices and divisions of the Office of the Administrator, and must avoid duplicating the activities of those other units.

Within the scope of their individual functions, the services of these offices and divisions are available in furtherance of Homes Use operations and may be called upon for assistance to the field through the Regional Representative. The major functions of these divisions other than those of the Homes Use Service are summarized in the following paragraphs, which should be read in conjunction with the organization chart of the Office of the Administrator which appears on page 6.

.02 Offices Responsible Directly to the Administrator

a. Office of the General Counsel The General Counsel and his staff are responsible to the Administrator and act as his legal adviser, handling legal problems affecting the whole National Housing Agency and its program, and performing the legal functions relating to the operations of the Office of the Administrator. The General Counsel does not supervise or direct the performance of the legal functions of the constituent units which are directly related to, or are a part of, the operations of their respective programs,

although he is available to the constituent units to give advice or assistance on matters as requested. Thus, in relation to the Homes Use Program, the General Counsel would be concerned with such problems as the legal conditions under which Lanham Act funds may be used in the publicly financed conversion program, but not generally with the legal problems involved in securing possession of properties for purposes of conversion or with similar detailed problems. This latter type of problem is particularly the concern of the legal staff of the constituent unit involved.

b. Information Division Unlike the responsibilities of the General Counsel, the responsibility for the public information programs of the constituent units as well as of the Administrator's Office, falls on the Information Director. He may, however, detail members of his staff to the constituent units to perform specific public information functions under his direction. The Information Director therefore is responsible for the entire information program relating to all Homes Use activities, wherever they may be carried on within the National Housing Agency.

.03 Divisions Under the Direction of the Assistant Administrator (Program)

a. Program Review and Clearance Division This Division is headed by the Program Supervisor, whose principal responsibilities are the review and clearance of war housing programs submitted by the Regional Representatives for the approval of the Administrator. He also performs important liaison work in connection with those programs, at the central office level, with other offices and divisions of the Office of the Administrator, as well as with constituent units of the NHA, other branches of the government, and any others concerned. The privately and publicly financed conversion programs are reviewed and cleared as elements of the total war housing program for each locality.

b. Research and Statistics Division The Research and Statistics Director and his staff are charged with obtaining, compiling, and maintaining statistical information relative to, or essential for, the program or operations of the National Housing Agency, and for the basic economic research necessary to the development of the National Housing program and to the maintenance of the proper balance and relationship among the elements of that program. Its basic research activities and reporting of operations, therefore, include the Homes Use program as well as other aspects of the war housing program.

c. Urban Studies Division Under the direction of the Urban Studies Director, this division is responsible for the study of the relationship of urban environment to housing and the coordination and development of essential services and facilities with the planning and construction of housing. Therefore, it is concerned with Homes Use activities as they relate to essential community services, such as transportation, schools, etc., and to the overall development of the

community. Its bulletins on zoning, for example, in relation to the Homes Use program have been prepared in line with this function.

d. Technical Division This division studies the design and construction of housing and the economic aspects of the building industry. It is also responsible for insuring a supply of construction materials adequate to meet the minimum requirements of the war housing program, including the conversion program, both privately and publicly financed. The Technical Director represents the National Housing Agency at the War Production Board in obtaining allocations under the Controlled Materials Plan.

.04 Divisions Under the Direction of the Assistant Administrator (Administration)

a. Budget Division The Budget Officer is responsible for studying the financial programs and operations of the National Housing Agency and for making recommendations concerning them. In performing these functions he is required to analyze, review, and make recommendations with respect to proposed budgets, actual expenditures and requests for additional funds, and to prepare the budget of the Office of the Administrator. Proposed budgets and expenditures for War Housing Center operations, therefore, pass through his hands for review before approval.

b. Administrative Services Division This Division provides the central administrative services to facilitate the staffing, financing, and operations of the Office of the Administrator. The following units have been established within this division:

- (1) Office of the Director
- (2) Mail and File Section
- (3) Stenographic Pool Section
- (4) Finance Section
- (5) Personnel Section
- (6) Office Service Section

c. Administrative Relations Division The Administrative Relations Division is responsible for studying the policy and operation of, and making recommendations as a staff Division concerning administrative functions such as personnel and training as well as the procedures and organization of the National Housing Agency.

.05 Functions Under the Direction of the Assistant Administrator (Homes Use)

The need to conserve critical materials has become increasingly urgent with the deepening of the war effort. It has been necessary to lay increasing stress on meeting the largest possible part of the total war housing need through more intensive use of existing structures for housing purposes. Consequently, the Homes Use Service has been set up in the Office of the Administrator for the purpose of: (1) making maximum use of existing housing facilities by encouraging persons who have extra living space to make it available

to war workers during the emergency; and (2) increasing the number of housing accommodations in existing structures by encouraging their remodeling and conversion either with private funds supplied by their owners or by lease to the Government for conversion with public funds. The Homes Use Service also maintains clearing houses in war production centers where available living accommodations may be listed and where war workers may apply for the use of those accommodations. These clearing houses are known as War Housing Centers and are maintained in the more critical areas. As of October 15, 1943, there were War Housing Centers in 123 cities with sub-centers in 40 others. (In a very few cases approved centers included in this number had not yet been placed in operation). In a number of other areas, locally-operated Homes Registration Offices perform a similar function with the encouragement and aid of the staff of the Regional Representatives of the NHA. The details of the organization and functions of the Homes Use Service are described elsewhere in this manual.

SECTION 14. PROGRAMMING PRINCIPLES OF THE NATIONAL HOUSING AGENCY

.01 General The Homes Use program in each locality is part and parcel of a larger and more inclusive locality war housing program promulgated by the NHA through the Regional Representatives and designed to solve the housing problems of that community. It is important to understand that the various activities brought to a focus in the War Housing Center are not independent of other NHA operations, but are part of a master plan for that locality. Thus, the War Housing Center and its staff are vital cogs in the machinery which NHA has set in motion to relieve war housing pressures. In order to clarify the relationship between the Homes Use program and the other aspects of NHA activity in a community, it may be well to describe the procedure by which a locality war housing program is prepared and the part which the War Housing Center must play in carrying out that program.

.02 Determining War Housing Demand; Assistance Rendered by the War Manpower Commission As soon as the Regional Representative receives information through any one of a number of regular channels that there are to be new war activities in a locality or that war activity is to be stepped up through facilities already in operation, he undertakes an analysis of the local housing market. Working through his Field Representative, he secures from the War Manpower Commission a forecast of the probable timing and amount of essential in-migration into the community which will be necessary to supplement the existing labor reserve in order adequately to man the expanding war industries. In preparing this forecast, careful analyses are made of labor demand and supply in a war economy. Total demand is made up of the estimated labor needs of war industries, plus the probable replacements necessary for men drafted from the labor force, plus the estimated number of workers needed as replacements due to deaths within the labor force. This total is contrasted (largely without regard to such factors as skill or previous experience) with the probable labor pool made up of persons not now employed, youths just entering the labor market, retired

persons returning to work, persons laid off by priorities-starved civilian industry, and as many women as it is estimated can be induced to enter the labor market. If the need exceeds the total supply, not only is the in-migration certified to NHA but certain administrative regulations are invoked to curtail the granting of additional war contracts in the locality, at least until resident labor is available.

With the War Manpower Commission's estimate of necessary in-migration in hand, the field representative then attempts to forecast the family characteristics of the in-migrants; e.g., the proportion of single workers, of males and females, and of workers with families. He also estimates their level of earnings in order to indicate rent-paying capacity. These steps supply information on the demand side of the housing market.

.03 Determining Housing Supply - Work of the Field Representative An analysis also is made by the field representative, with the assistance of the War Housing Center Manager, of the supply factors in the local market. These include the existing vacancies, the extent of crowding in existing dwellings, the amount and rate of completion of new construction if any is under way, the estimate of potentialities for conversion, and the number and rate at which existing dwellings are becoming vacant by reason of a decrease in demand, from out-migration, from family dissolution through death, and as a result of the operation of the Selective Service System. Where, during the course of this study it is found that there are in town, an appreciable number of in-migrant war workers who are still unhoused, the number of accommodations necessary to house this backlog is added to the housing demand. On the other hand the number of units absorbed by any military personnel in the housing market are subtracted from the supply of all pre-February 10 shelter.

.04 Determination of Housing Need - Preparation of Locality War Housing Program Having estimated the amount and nature of the new demand for housing, and the amount and nature of the existing supply of housing available to meet that demand during the period of the expected in-migration, the NHA Regional Representative (acting through his field representative) is in a position to forecast the approximate net housing deficit, if any, and thus the amount of new housing space needed to care for in-migrant war workers. On the basis of these estimates, he prepares a locality war housing program in which he sets forth his estimates of the number of workers who can be housed in existing structures, the amount of additional housing space which can be procured through privately financed and publicly financed conversions, and the amount of new private and public construction which will have to be undertaken.

In programming, the division between the various types of housing is not arbitrarily arrived at but follows three logical principles:

- a. Existing shelter must be utilized to the utmost.
- b. To conserve critical materials, housing created by conversion is to be given preference over new construction.
- c. Unless it works to the disadvantage of the war effort or of the postwar economy, housing created by private initiative is in all cases to be given preference over public housing.

Applying these principles, conversion and new construction are programmed only when the amount of existing housing available to in-migrant war workers will not meet the need. Private conversions and public conversions are then programmed (in that order), up to the number of units likely to be created locally in this manner, bearing in mind the present intensity of use, the number of available structures, and the amount of time necessary to secure the cooperation of individual owners in relation to the expected date of in-migration. If existing shelter plus conversions will not meet the entire need, new construction is necessary. Ordinarily, it is possible to meet the balance of the need through private new construction. In certain localities, however, the "quota" which would be thus established represents a larger number of units than either (1) the capacity of the private builders to complete housing in time to meet the need or (2) the capacity of the town to absorb housing after the war without general damage to property values. Where either of these two conditions exists, or where housing must be provided for workers whose incomes are not high enough to pay rents sufficient to support private investment, temporary public housing is programmed for the number of units representing the balance of the need which cannot be completed by other means. Where both private and public new construction is authorized, the program generally contemplates that the private housing will be occupied by the higher income in-migrants.

Because the potential supply of rooms is ordinarily adequate to house the small number of in-migrants coming without families, public dormitories are programmed usually in smaller towns and in rural areas. Where sudden changes in war production occur and there is not time to erect sufficient housing to shelter in-migrants, trailers are programmed as "stop-gap" housing. After an equal number of more permanent units are created it is expected these trailers will be moved out.

In preparing locality war housing programs, consideration can be given only to the needs of essential war workers who have recently come into the community or who will arrive shortly. The scarcity of construction materials makes it impossible to provide new housing for other groups, no matter how worthy. For example, construction workers, whose stay in the community will be relatively short, may affect the housing timing but cannot be included in the calculations of demand. Furthermore, while the supply of existing and "pre-February 10" war housing will be reduced by any influx of the military, no further new housing is to be provided for families of military personnel in

accordance with agreements with the War and Navy Departments.

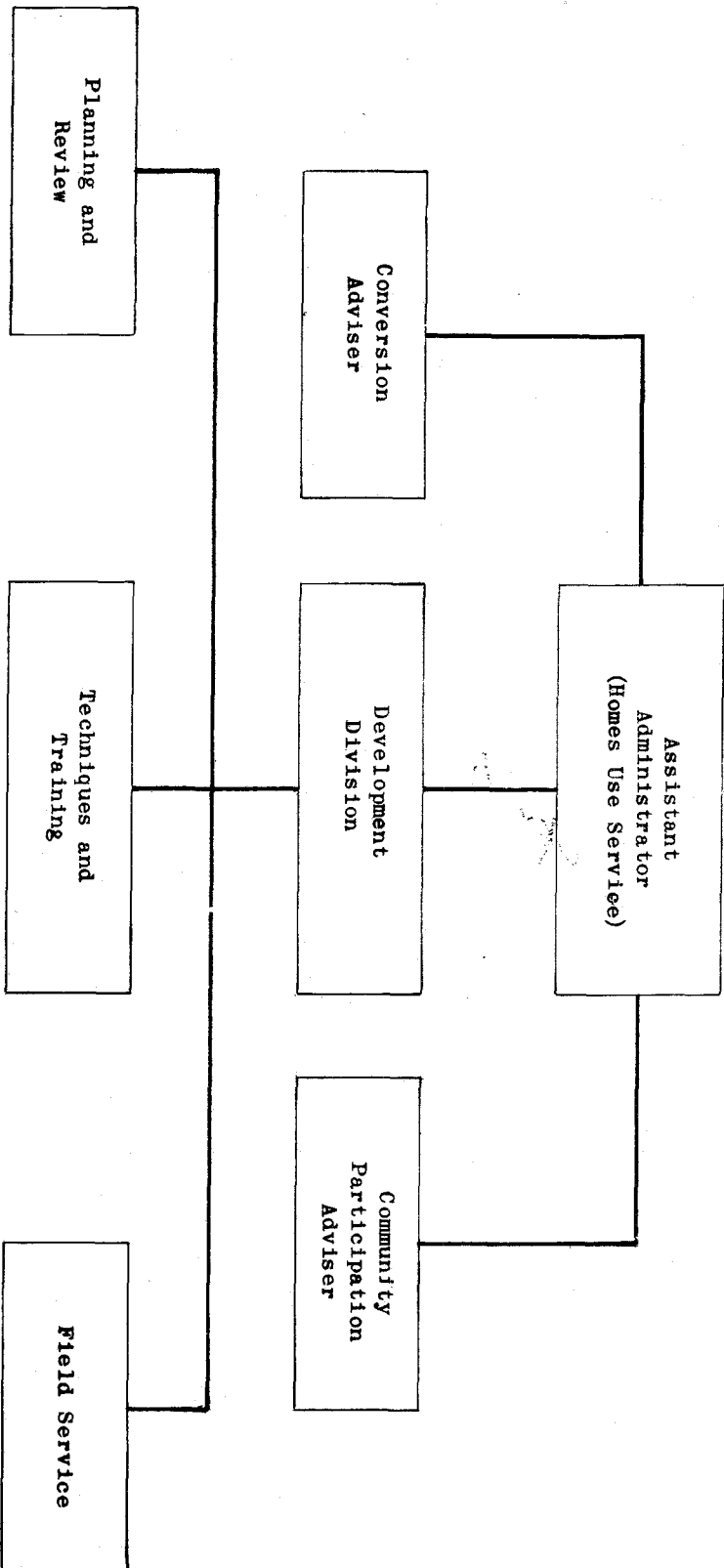
The locality housing program does more than establish a quota for each locality; it is a plan coordinating the operations of all constituent agencies and suggesting action by other offices in the best interests of the war effort and the locality. In addition to programming a definite number of units at various rentals from various sources, the program contains a statement of the industries to be served, the steps which must be taken by other agencies if the need is to be kept at a minimum or met, and the planning considerations for site selection.

Supplementing the program, the Regional Representative prepares locality lists stipulating the firms, Federal agencies, and services whose otherwise eligible employees are qualified for the new or converted housing created under the program. As provided in NHA Regulation No. 11-7 the locality list may also contain a statement of any variation from the established standards for the practicable commuting distance and the date subsequent to which workers are determined to be in-migrants. As will be seen in Section 62.03 of this manual, the locality list forms a part of the basis on which the War Housing Center determines the eligibility of applicants for its assistance in securing any type of housing - existing, converted, or new. As a further but separate means of implementing the program, the Regional Representative, in consultation with the Regional Director of the FPFA, may establish maximum income limits for eligibility to occupy new public housing, and/or allocate a specific number of new public units for workers in designated plants, in the manner outlined in NHA General Order No. 11-6. Maximum income limits may only be applied to areas where there is a substantial amount of private war housing as well as that publicly financed. The allocation of units is undertaken only in exceptional cases where there is a critical need to assure housing for present or future workers in certain plants. This occupancy statement always specifies the period of time for which such units are to be reserved but this period may be amended at any time up to ten days prior to the expiration date.

It is the direct responsibility of the Homes Use Service, working through the Regional Representatives and War Housing Centers, to secure, in accordance with each locality war housing program, the indicated number of accommodations for indispensable in-migrant civilian war workers in existing rooms and family units, and in dwelling units to be provided through private and publicly-financed conversions.

The following chapters of this manual will deal with the various aspects of the Homes Use Program. The broad general description of the National Housing Agency and its work presented here should provide the reader with a background for understanding the place of the Homes Use Program within the structure of the agency.

National Housing Agency
Office of the Administrator
HOMES USE SERVICE



CHAPTER 2. THE HOMES USE PROGRAM

SECTION 21. RELATION TO TOTAL WAR HOUSING PROGRAM

.01 Its Place in War Housing Program As indicated in the previous chapter the requirements of the armed forces have caused a critical shortage of the manpower, and of many of the materials, which go into housing. Concurrently, there has taken place the greatest population migration in the history of this country, taxing the housing resources of war industry towns. To save critical materials and yet to provide housing essential to the war effort, most building supplies have been "frozen" and the National Housing Agency has been established to determine the necessity for additional shelter and to assure its construction. In programming, the housing demand is measured only in terms of the number of war workers whose in-migration to the locality is indispensable to the war effort. To meet this demand, the war housing program provides for the construction of only that amount of new housing necessary to accommodate those war workers who can not find shelter either in existing housing without alteration, or by the conversion of existing structures. Since less than 30% of the total war housing program is to be met by new construction, the task of assuring the availability of the very much larger balance from existing shelter assumes greater importance if war production is not to be curtailed. It is the purpose of this chapter to describe the instruments for carrying out this phase of the program while it is the purpose of the balance of the manual to show how the goals are achieved.

.02 Nature of Homes Use Program The Homes Use Program is the instrument developed by the National Housing Agency to assure the maximum possible use of existing housing. It is the instrument by which the war housing program is carried into effect. While, as a means of meeting the war housing need, it parallels the operations of the FPHA, and of private builders working through the FHA, it exceeds them in the volume of units to be handled and at least equals them in importance to the war effort. It calls for (1) exhausting all existing housing resources in war shortage localities, (2) adding to the supply of dwelling space by converting existing single family structures for multiple occupancy and, (3) where new construction has been necessary, conserving it for use by in-migrant war workers. Each of these responsibilities is considered below, together with a discussion of the organization by which they are discharged.

.03 Complete Use of Existing Housing Even if an ample supply of housing materials and manpower were available, it would be impossible to build, in the brief time allotted, an adequate number of new homes to shelter the workers now migrating to all centers of war production. The mass production of new housing in these areas would also be illogical, since there is probably no community in which some vacant accommodations are not now vacant, or will shortly become available. It is sound policy to plan first to place in-migrants in these accommodations and to consider the use of critical materials in conversions or new construction only if

the expected volume of housing obtained from existing space fails to meet the complete need. It is also sound policy to utilize every means to increase the volume of available housing and to take all necessary steps to see that the largest possible proportion is held exclusively for those in-migrants essential to the war effort. Every family taken care of in unaltered existing housing makes available a ton or more of critical materials, eliminates the necessity for using skilled labor and thereby releases valuable manpower and, finally, lessens the post-war headache resulting from the necessity that the community absorb, or that the government demolish, meagerly-built war housing.

Complete use of existing housing does not mean only the filling of vacancies. If, during the present fiscal year, 560,000 accommodations of all kinds (60% the total program) are to be made available in existing structures in war-impact localities, positive measures are necessary. The Homes Use Program contemplates the expansion of the housing supply by a variety of means. Among these are:

a. Registry and referral service To centralize and facilitate the distribution of all available housing, each War Housing Center will establish a free listing service for housing accommodations. Landlords will be urged to list their property at the Center and to accept the eligible applicants referred by the Center.

b. The war guest program Surveys by the Bureau of the Census have confirmed the general suspicion that, due to an uneven occupancy distribution, there are untapped housing resources even in the most crowded centers. Because of war necessity, there can be no improvement in housing standards and it may even be necessary temporarily to seek higher ratios of crowding. As part of the Homes Use Program, every effort must be made to induce property owners to reduce their own living space and take war workers into their homes. "Doubling up", once condemned as unsatisfactory, must now be encouraged for reasons of wartime necessity.

c. Voluntary reservation So far as its relation to the war effort is concerned, the effectiveness of a housing supply is not so much measured by the number of vacancies as by the number which are made available to in-migrant war workers. In a tight housing market, in-migrants in search of living quarters are at a disadvantage in competing with residents having better connections and whose credit ratings are more easily obtained. It is one responsibility of the Homes Use Program to inform landlords and agents of the importance of housing in the war effort and to persuade them to voluntarily reserve, for in-migrant war workers, any quarters becoming available.

d. Discouraging unessential in-migration In a peacetime economy, many communities derive part of their support from sources the continued reliance upon which is incompatible with their war-time functions. Certain tourist and health resorts are obvious examples. The housing supply may be

extended if quarters normally devoted to this purpose are not absorbed by non war workers. The Homes Use Program, therefore, contemplates that efforts will be made to discourage the in-migration, to critical housing areas, of persons whose presence is not essential to the war effort.

e. Encouraging voluntary out-migration As a corollary to the above situation, it frequently occurs that there are now resident in critical housing localities classes of persons (pensioners, health seekers winter visitors, military families, etc.,) who could, without difficulty, find living quarters for the duration of the war in similar but uncrowded localities nearby. Through the Homes Use Program, the voluntary out-migration of such persons will be facilitated and the quarters which they vacate will be added to the supply available to war workers.

f. Extending commuting areas The last of the principal means which the Homes Use Program can use in augmenting the housing supply involves the extension of commuting areas. The distance between home and work should not be measured in terms of distance but rather in terms of time consumed, the cost and, of course, the availability of service. The housing supply is not limited to accommodations within one town's corporate limits but encompasses all shelter which can be brought within practicable daily commuting distance of war plants. Working with local and federal agencies, it may be possible, through car sharing, rerouting, or by staggering work, school, or shopping hours, to effect economies which will permit direct transportation service to war plants or extend lines to tap hitherto unavailable housing resources in nearby uncrowded towns.

.04 Conversion The preceding paragraphs have dealt with increasing the intensity of use, or the volume, of housing available to war workers without the use of critical materials. By the use of a minimum amount of materials, it is possible to increase the housing supply through conversion. Every family taken care of in a converted dwelling unit saves, for more essential war uses, two-thirds of a ton of critical material which would otherwise have been used in new construction. Direct savings are also achieved in manpower while indirect savings result from the fact that least violence is done to community facility requirements. In addition, property which is currently non-productive will sometimes, in this way, achieve its highest and best use.

Logically, therefore, conversion is the instrument which the Homes Use Program employs in those localities where the complete housing need cannot be met by more intensive use of existing living accommodations. There are three means by which this instrument can be employed:

a. Private conversion While the Homes Use Program contemplates the stimulation of all conversions, prime emphasis should be placed upon conversion that is privately financed with or without FHA insurance. Assuming the cost of a public conversion to be \$1500 (and disregarding, for purposes of illustration, amortization of this cost) the government saves \$1500 for every family housed in a public - instead of a private - conversion.

of which might otherwise have been lost until the cost of the public conversion had been amortized. Throughout the country, private conversions must supply some 44,000 family units in the fiscal year beginning July 1, 1943. Within localities, housing units from private conversions are programmed just as other needed war housing is programmed. Quotas must be met through the Homes Use Program and property owners in these localities must be made to realize the need for, and the advantages of, private conversion. Interest must be stimulated and every aid given to owners seeking to convert. There are a number of ways in which this assistance can be rendered. For example, as outlined in NHA General Order 30-10, the War Housing Center can obtain the assistance of the Federal Housing Administration which, working through its field personnel or by marshalling members of the building industry, can help the home owner with financial estimates and application forms. Similarly, through an allocation from the President's Fund, money is available to pay the cost of free technical service rendered by architects employed by the HOLC, leading to privately financed conversion. This service helps to overcome the property owner's need for technical advice on the feasibility, requirements and cost of converting his property. It is available only in localities in which there is a quota for private conversion or for private new construction.

b. Public conversion Where more intensive use of existing structures and private initiative in conversion will not meet the complete need, Lanham Act funds are available with which the government may lease, convert, and manage property. Such conversions not only reduce the amounts of critical materials which would have to be expanded if the units were created by new construction, but also makes unnecessary the loss of the immediate use of approximately \$1500 of federal funds for each unit of public new construction which would otherwise be required. With some 51,000 family units programmed for public conversion in "fiscal 1944", it is one responsibility of the Homes Use Program to stimulate property owners who are unwilling, or who are unable, to finance the conversion with private funds, to lease their properties to the government for public conversion. While the operations concerned with leasing, converting, and managing such properties have been assigned by the Assistant Administrator (Homes Use) to the HOLC, local War Housing Centers will work with the HOLC in stimulating interest in such conversions and will accept and screen NHA Forms 50: Application to Lease to the United States of America. When conversions have been completed, the War Housing Center will certify eligible war workers for occupancy.

.05 Determining Eligibility for New and Converted War Housing Under the Homes Use Program, as indicated above, every effort will be made to obtain existing housing for war workers, and every assistance will be given to create additional housing by a minimum expenditure of critical materials. It is therefore only logical that steps should also be taken to restrict the occupancy of any war housing to eligible persons. Under this final major phase of its operation, the Homes Use Service, through the

War Housing Center, will determine the eligibility of all applicants who come to the Center for assistance or who are referred there by landlords as prospective tenants. The same standards of eligibility are applied whether the housing sought by applicants is in existing structures, in converted structures, or in new construction.

SECTION 22. OPERATIONS ON THE NATIONAL LEVEL

.01 General Organization Since the Homes Use Program is a means for carrying out the war housing program for any locality, the basic responsibility for its direction rests with the Administrator of the National Housing Agency. By the terms of NHA General Order No. 21-7A, this authority was delegated to the Assistant Administrator (Homes Use) who:

"..... shall be responsible to the Administrator for the development and execution of a national program for making the most effective use of existing structures as housing accommodations for in-migrant war workers, including the conversion, rehabilitation, or remodeling of structures. He may assign the execution of portions of the program to the constituent units of the National Housing Agency with the approval of the Administrator, but he shall be responsible for coordinating the various elements of the program and for such review of operations as may be necessary according to his best judgment, to secure the successful execution of the program".

The Plan for the establishment of a War Housing Center and the operation of a Homes Use Program is reviewed simultaneously by the Assistant Administrator (Homes Use) and the Assistant Administrator (Program). The latter considers the proposal from the standpoint of need and in its relationships to the local war housing program. The Assistant Administrator (Homes Use) reviews the practicability of making available the amount of housing contemplated, and the adequacy of the plan of action for homes utilization. Similarly, the financial needs of war housing are jointly reviewed by the Assistant Administrator (Homes Use) and the Assistant Administrator (Administration). Costs, organization, and community contributions are examined in the light of the plan of action, and the size and scope of the proposed operations.

Direct supervision of the operations of local War Housing Centers is delegated to the Regional Representatives of the Office of the Administrator. While the Regional Representatives are responsible only to the Administrator, in the field of Homes Use as in the fields of programming and administration, the practice has developed to refer all matters directly to the appropriate Assistant Administrator.

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.02 Homes Use Service NHA General Order No. 21-7A, which defined the responsibilities of the Assistant Administrator (Homes Use), also established and placed under his direction the Homes Use Service. This now consists of two major parts as follows:

a. Office of the Assistant Administrator (Homes Use) This office includes a Conversion Adviser and a Community Participation Adviser. The function of the Chief Conversion Adviser is to maintain a continuous, close and intimate evaluation of the progress of the Conversion program and to provide the Homes Use Service with technical advice on design, construction, organization, procedures and other phases of conversion operations. He submits data from time to time on prospective requirements of critical materials required by both the privately financed conversion program and the publicly financed program, assists in securing priorities in problem cases and in expediting materials, deals with labor relations and prevailing wage determinations, consults with WPB on conversion procedures, prepares budgetary data, and makes investigations, analyzes complaints and renders reports on a wide variety of conversion matters.

The Community Participation Adviser aids the Assistant Administrator in developing methods and procedures for stimulating local communities to participate actively in the Homes Use Program. These methods include consulting local officials; encouraging localities to establish broadly representative War Housing Committees to advise and assist with the program; and using volunteers to supplement the paid staff. In order further to develop the local cooperation needed, liaison is maintained with national organizations of business men, women's clubs, religious groups, etc. Cooperation already given by certain of these organizations is described in various memoranda of the 30- series. Current information concerning the Homes Use Program is supplied these organizations to aid them in acquainting their members with the essentially local character of the program and the ways in which their affiliates may assist.

b. Development Division The Development Division is charged with planning the overall program, the review of individual War Housing Center Plans and budgets, the preparation of techniques and training materials, and with the review of field operations. It also provides direct service to the Centers through the regional offices, establishes and maintains relations with other agencies (in matters other than conversion or community participation), and reports on overall homes utilization activities. To carry out this work, the Director of the Development Division supervises the activities of the Planning and Review Unit, the Techniques and Training Unit and the Field Service Unit.

The Planning and Review Unit carries out the review of all WHC Plans and budgets. Making use of all available reports (Forms 14-3, narrative reports, field reports, etc.) it maintains a continuous review of local operations in terms of costs, workload, and program. Finally,

the Planning and Review Unit is expected to develop ideas as to how existing practices may be improved and new needs met.

The Techniques and Training Unit's functions are to translate these ideas into workable techniques, to make necessary clearances within and without the NHA, and finally, when the procedure is reproduced, to make the plan available to the field through other training materials. This Unit also serves as a clearing house through which information, techniques, and experience developed in the field are made available to all War Housing Centers.

As outlined in NHA Memorandum No. 30-15, the staff of the Field Service Unit was established to provide a service that would be helpful to Regional Representatives in carrying out the Homes Use Program, through worthwhile suggestions, and by adjusting discrepancies in procedures for the benefit of all regions. This staff is always available to Regional Representatives in handling special problems or attendance at conferences and training sessions. Under these circumstances, the staff member will be detailed to the Regional Representative and will act under his jurisdiction. All contacts with War Housing Centers are made only with the prior knowledge and approval of the region.

.03 Relations with Other Agencies Because of its very nature, there is probably no part of the war housing problem on which the Homes Use Program does not touch. Therefore, the responsibility for contacts with regard to homes utilization policy on a national basis rests with the Assistant Administrator (Homes Use). As indicated in the preceding section, these contacts are not limited to constituent agencies. For example, special arrangements have been made through officials of the Office of Price Administration for the relaxation of provisions which would otherwise have militated against home sharing (see NHA Memoranda Nos. 30-5 and 30-26), through officials of the War Relocation Authority for the handling of evacuees, and with the War Manpower Commission. Special problems peculiar to individual localities have been worked out with many agencies, at the request of the regional offices, in order that the war housing program might be advanced.

.04 Development of Promotional Material The work done on a national level for the promotion of the Homes Use Program is not limited to devising techniques and developing cooperation by national organizations and federal agencies. Continuous steps are taken within and without the agency to develop informational material and promotional instruments. This activity is logical because, if the Homes Use Program is to be successful in the war effort, it must rely heavily on public support. Accordingly, it must be "sold" to the public. The recently distributed Promotional Plan may be cited as an example of the initiative taken by the Homes Use Service to provide War Housing Centers with all necessary promotional material. The publicity campaign described therein, which has been called one of the finest professional promotion plans developed during the war, was prepared through the cooperation of the Information Director-NHA, the Office of War Information and the Advertisers Council. Other details concerning promotional

activities at the local level are provided in subsequent chapters of this manual, especially Chapter 10.

.05 Assistance in Solving Special Problems The end goal of the Homes Use Program is the housing of war workers by those means which divert the least amount of critical materials from the war effort. Because of this and because of its special relationship to both the local and regional office, the Homes Use Service undertakes to solve special problems, and is often called upon to render assistance in solving others. Such service has run the gamut from assistance in programming the relocation, in more suitable private construction, of high-income tenants of public projects in a single locality, to a nation-wide study of types of ineligibility of housing applicants at all War Housing Centers.

SECTION 23. OPERATION ON REGIONAL LEVEL

.01 Programming Homes Use

a. General Section 14 of Chapter I demonstrated how the regional office analyzes the war housing problem in each locality and how the war housing program is developed by the field representative as a coordinated plan of action to meet this need. Where special measures are necessary to insure the effectiveness of the plan, particularly with regard to homes utilization, an amplification of the program in the form of a separate document is prepared. This document is called the War Housing Center Plan. The conditions under which Homes Use is thereby programmed, the method of preparing the plan, and the continuing service rendered by the regional office are discussed below.

b. Types of homes utilization The principles of homes utilization are to be invoked in every locality to which there is a migration of war workers. Every means should be employed to bring about the use of existing facilities to prevent the necessity of new construction. In most localities all the in-migrants will find shelter through the regular channels without the necessity of government facilitation (through a War Housing Center), the use of critical materials, or both. In these localities it is sufficient for the regional representative or the field representative to inform the local residents of the relationship between the volume of the in-migration and the available housing supply, pointing out that the supply, if properly used, is more than adequate to meet the need. In other localities - particularly in semi-rural areas - the number of existing dwelling units is so small that special measures, such as the establishment of a Center would not be justified and any large in-migration would have to be housed in new construction. Finally, there is a third class of localities in which the housing inventory is sufficiently large, but in which the mutually-compounding effect of a large wartime in-migration and a declining vacancy rate from all causes make it necessary, if further need is to be prevented, to charge one office (existing or proposed) with prime responsibility for a continuing campaign of developing all possible

housing resources and distributing them in that manner which will best further the war effort.

c. Conditions justifying a War Housing Center The War Housing Center is the office which is charged with thus carrying out the Homes Use Program in any locality. As set forth in Section 3 of NHA Regulation 30-2, the establishment and continued operation of a War Housing Center can be justified only where there is a need for housing in-migrant war workers as defined in General Order 60-1B and where the facilities of a War Housing Center are necessary to reduce the use of critical materials for housing construction. To demonstrate that the services of the Center are necessary it must be shown, not only that there is a supply of space in existing structures that can be released in sufficient volume to justify the expenditure of effort and money required to establish the Center, but also that other means cannot be used to carry out the job. Under these conditions it is perfectly proper to have a Homes Use Program in any locality regardless of whether any additional housing has been programmed for the locality. As a matter of fact a War Housing Center would also be justified if through its procurement and allocation techniques additional existing housing, not previously counted on, could be made available thus warranting the cancellation or deferment of all or part of an existing public or private housing program. A War Housing Center is thus a device for preventing further need, and the establishment of which may be invoked wherever eligible war workers would otherwise be without housing. As a corollary, where the need has disappeared or where it can be met in future by existing means (other than through the use of critical materials) the establishment or continued operation of a War Housing Center is not justified.

d. Documentation Where the situation in any locality justifies the establishment of a central office to carry out the Homes Use Program, a plan of operation is developed by the field representative on behalf of the Regional Representative. Because of the importance of War Housing Center operation to the successful prosecution of the war effort, considerable care should be devoted to the preparation of this plan. There are many tools available to the Homes Use Program and each should be considered in the light of the special needs and characteristics of the locality. The various means selected should be assembled to implement an integrated long-range project. This is the War Housing Center Plan whose format, etc., is discussed in detail in Chapter 3.

Where the plan of action contemplates the use of federal funds in the operation of the War Housing Center, it is also necessary for the field representative to prepare a Budget as described in Chapter 3. It is expected that the minimum financial contribution of the community will cover all costs of the War Housing Center other than the salaries of personnel and necessary official travel expenses. War Housing Centers are instrumentalities of the national war effort and for this reason the National Housing Agency must retain responsibility for their effectiveness. Their activities, however, are purely local in application and effect, and

the community may therefore properly elect to bear expenses in excess of this minimum. In fact, except for regional guidance and the use of the frank and of federal forms, an appreciable number of War Housing Centers are totally financed locally. ^{1/} Under these circumstances the local sponsoring agency agrees to accept supervision, and agrees to abide by national policy (particularly with regard to the certification of applicants and the distribution of housing).

In a number of other Centers arrangements have been worked out with the Federal Public Housing Authority to have a member of its staff serve part time as manager, with the Office of the Administrator sharing in the payment of his salary. In the early days of the program several Centers were established under local housing authorities but plans of this type are now contrary to policy.

.02 Executing the Homes Use Program

a. General The responsibility of the regional office does not end with the reduction of the War Housing Center Plan to writing, or with its approval by the Regional Representative and by the Washington office. The regional office takes on some of the aspects of an operating agency with regard to the Homes Use program. It is its responsibility to establish, inspect, and assist the Center, and to take all steps necessary to assure that the need set forth in the program is actually met.

b. Establishing the Center and supervising operations As will be enlarged upon in subsequent chapters, it is a responsibility of the regional office to arrange for establishing and equipping the Center, and for the selection and training of personnel. Once local operations are under way, periodic visits by field representatives should be scheduled. In these visits results should be reviewed in the light of the programmed workload, the actual housing demand, and the cost of operation. Similar analyses should be made in the regional office on the basis of statistical and narrative reports. Any changes

^{1/} An important distinction should be made between locally financed War Housing Centers and Homes Registration Offices. The former may be established only in a locality where there is a need for housing for in-migrant war workers and where the facilities of a War Housing Center are necessary to reduce the use of critical materials for housing construction. Homes Registration Offices are established, or continued, by community action in localities in which the relationship between war housing supply and demand are such that any in-migrant war workers are apt to find shelter through normal channels and the Regional Representative is not thereby justified in establishing a Center. In return for forms, guidance, and informational material on registry operation such Homes Registration Offices submit, to the regional office, regular reports on the housing situation. The use of the frank and federal funds for the payment of personnel is not extended these offices. (See NHA Regulation No. 30-2).

in the local situation which require modification of policy, program or staff should be reported promptly to Washington. The housing need must be met; and, if improvements in Center operation will not assure the procurement of a proper proportion of units in existing shelter and in conversions, a revision in programming may be necessary.

c. Regional contacts on Homes Use Because the Homes Use program is inherently a part of the general regional war housing program, it is of course involved in any contacts with other agencies arising from programming. However, because the regional office takes on almost an operating capacity with regard to Homes Use, emphasis is often different and certain additional operations are necessary. The regional office must also establish sound operating arrangements on a regional and local basis with the constituent agencies of NHA and with other government agencies. If a public housing program is included in the Plan, the Federal Public Housing Authority should be advised of the establishment of the War Housing Center. Arrangements should also be made for meetings of local NHA and FPHA representatives and for the regular submission of data on location, completion dates, and number of accommodations to be made available in public new construction. If there is a private conversion or new construction program in the locality, similar arrangements might be made with the appropriate field offices of the Federal Housing Administration. Plans also should be laid for training war housing personnel in priorities requirements and in the stimulation of conversions. The regional offices of the Home Owners' Loan Corporation, working in close collaboration with the Regional Representative and the War Housing Center staff, will produce the public conversion program and notify the War Housing Center of the availability of completed dwelling accommodations.

In addition to the constituent agencies, the Regional Representative will be in constant touch with the War Manpower Commission and the United States Employment Service for the purpose of securing current information on essential in-migration. The War Housing Center, in turn, will be notified of any modification of the program resulting from unexpected changes in the hiring schedules.

The Regional Representative will also be responsible for relations at the regional level with such other agencies of the Federal Government whose activities affect the Homes Use Program, as the Office of Price Administration, the War and Navy Departments, the Maritime Commission, the Office of Defense Transportation, the Federal Works Agency, and the War Production Board. In order that the War Housing Center may be a "Center" in fact as well as in name, local representatives of these agencies will be placed in contact with the Manager and plans for mutual understanding and cooperation worked out.

SECTION 24. NATURE OF OPERATIONS ON LOCAL LEVEL

.01 Functions of the War Housing Center

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a. In effectuating the program The War Housing Center is a temporary, war time facility by means of which the Regional Representative assures the effectiveness of the locality war housing program. To win the war, war materials are as necessary as men, and the war materials will not be available unless the war workers have a place to live. The housing program must therefore be carried out and it is the responsibility of the War Housing Center to assure the effectiveness of that part of the program involving local participation, namely homes utilization.

b. As a clearing house The War Housing Center is the clearing house and point for distribution of as much as possible of the war housing resources of the community. It must undertake, by the use of every possible means, to expand the housing supply, first without the use of critical materials and then (if the program so provides) through conversion. Its obligations in this regard are such that it may be required to follow courses which are contrary to peacetime housing policy. Examples of this would be increasing the density of occupancy and, due to war time necessity only, encouraging the lowering of standards. It must also bring about in the community a realization of the importance of voluntarily reserving available shelter for in-migrant war workers whether or not the referral services of the Center are also used.

c. As an aid to in-migrants The War Housing Center is a service agency primarily for in-migrant civilian war workers and must discharge to the fullest extent possible the responsibility of assuring housing for them. It must, of its own initiative and through the assistance of any related agency or group, prevent possible damage to the war effort which might be attributed directly or indirectly to the lack of housing accommodations.

d. As a preventive of further need The War Housing Center is a preventive of further need because its establishment should assure to war workers a greater volume of housing in existing structures than would be possible through normal channels of distribution. It follows that because conversions and new construction are programmed only for residuals - the war workers who will not find existing housing - it is possible to reduce the size of a proposed or an existing program. However, since war workers must be housed it is also necessary to authorize the use of critical materials if, and to the degree that, the War Housing Center procurement operations actually fail to produce the volume programmed.

e. As a channel of information The War Housing Center, as the instrument of the National Housing Agency most closely identified with the community, serves as a two-way channel for information. The war housing program is based on estimates of what will happen months ahead in matters on which even current data are hard to obtain. Because of the many variables involved, it is the duty of the Center to keep the Regional Representative currently informed of changes in factors contributing to housing supply and demand. It is expected that the Centers will become

increasingly useful in developing the program, in framing policy, and in reflecting local needs. Conversely, material benefit should flow toward the community. The general acceptance of the National Housing Agency's program throughout the country will depend upon the quality of the job done by local War Housing Centers in their day-by-day contacts both with leading citizens and with the "man in the street". Good service and intelligent interpretation of policy will produce the teamwork necessary to win the war.

f. As a service agency Finally, the War Housing Center is a service agency. The national war effort is made up of a myriad lesser, more localized efforts. Many of these concern housing. Important to speeding victory is the availability in the community of a single agency to which housing problems may be brought and from which assistance may be obtained.

.02 Means of Carrying out Program The locality war housing program defines the problem and the goals which will be sought. The War Housing Center Plan establishes the instruments to be used and the way they will be used in carrying out the Homes Use aspects of the program.

The various means by which the War Housing Center may carry out the program are the following:

- a. Developing the fullest possible use of existing housing.
- b. Expanding the housing supply through encouraging voluntary out-migration, discouraging unnecessary in-migration, and the expansion of commuting areas.
- c. Encouraging voluntary reservation of available housing for eligible war workers.
- d. Establishing and maintaining a listing and referral service for eligible war workers.
- e. Determining eligibility both of applicants at the Center and of prospective tenants referred by landlords of property erected with or without priorities assistance.
- f. Maintaining any inspection service necessary under (d) and (e) above.
- g. Stimulating and facilitating private conversions where contemplated by the program.
- h. Stimulating, screening, and referring applicants to public conversions where contemplated in the program.
- i. Conducting publicity campaigns necessary to the successful accomplishment of any of the above.

j. Reporting regularly and accurately on the status of the war housing program, on accomplishments and on local problems.

k. Serving home owners and home seekers and interpreting to the community the needs of the war program in matters affecting war housing.

l. Cooperating with local organizations and individuals, and with state and federal agencies in reflecting local attitudes, and in meeting local housing problems.

.03 The Role of the War Housing Center Manager

a. General The War Housing Center Manager occupies an important position in the operation of the National Housing Agency program, for in many respects he is responsible for carrying out the war housing program at the local level. In the last analysis his job is to locate and distribute housing accommodations to essential in-migrant civilian war workers. In attaining this objective, he must assume war housing leadership in the community so that the various activities inherent in the War Housing Center program can be successfully accomplished. He acts as the administrative head of the War Housing Center, where he will be responsible for local operations within the broad framework of housing policy established by the Homes Use Service.

He establishes and maintains good public relations, an important part of which will be achieved through the War Housing Committee. He meets regularly with that Committee, taking special care to keep it informed of new developments in the program. Finally, the War Housing Center Manager should always keep in mind that his greatest responsibility is to provide the best possible service to his clients, the in-migrant civilian war workers.

b. General qualifications of Manager The War Housing Center Manager should possess administrative qualities of a high order. He should have a thorough knowledge of local housing conditions and sufficient experience in the construction field to be able to interpret and act upon local problems. He should have sufficient standing in the community to know, and to be accepted by, all pertinent municipal, business, and civic organizations without being associated, in the minds of members, with any special interest. He should, furthermore, have had sufficient supervisory experience to demonstrate his ability to organize and direct a staff both of paid workers and volunteers. He should be aggressive and resourceful in carrying out his program and in meeting special problems. He should be able to establish and maintain satisfactory working relationships with other government agencies. He should be tactful, and an able public speaker. In short, as a local representative of the National Housing Agency he must be able to discharge such responsibilities as the exigencies of the local housing problem may raise.

.04 Manager's Responsibilities to the Regional Representative The War Housing Center Manager has but one responsibility - to do everything in his power for the successful prosecution of those aspects of the war effort which concern housing. The policy for this must be laid down on a nation-wide basis by the NHA, and interpreted and applied to the community by the Manager. He is therefore responsible both to the NHA and to the community.

With regard to the National Housing Agency, the War Housing Center Manager is responsible directly to the Regional Representative (or, if specific arrangements are made, to the field representative from the regional office covering the locality) for carrying out the local Homes Use program, for the successful conduct of the War Housing Center, and for making periodic and special reports on the war housing program. These are amplified below:

a. Obligations under Homes Use program While the War Housing Center Manager's operations with regard to the broad war housing program are those of an authorized observer and reporter, he is directly responsible for the successful conduct of the Homes Use program in his locality. For both patriotic and moral reasons he should do all in his power to assure the availability, to eligible workers, of existing housing to the volume outlined in the program. He should see to it that, so long as housing is critical, only eligible war workers are assisted by his office. At the same time he should exert every effort to extend the available housing supply. The job will not be easy - it will require a great deal of initiative and ingenuity. He must either provide housing for in-migrant civilian war workers or, by outlining each of the steps he has undertaken and the reasons for their failures, he must apprise the Regional Representative of the situation and the desirability of reconsidering the entire program.

b. Obligations as office supervisor As head of the office, the Manager is directly responsible to the Regional Representative for the orderly and efficient conduct of the War Housing Center. War Housing Centers, like other NHA activities, should be operated as economically as possible in terms of both manpower and money. There should be no ground for criticism of the caliber of service rendered. The Manager and the field representative will work out the plan for equipping the office. Letterheads, franked envelopes and standard forms will be furnished by NHA but, because the Center is a temporary local operation, office space and equipment will be furnished only if their loan cannot be obtained locally. The Manager may be requested to arrange for a continued local financial contribution at the beginning of each new fiscal year.

c. Obligations regarding reports The Regional Representative as well as the Homes Use Service in Washington must be continuously and accurately advised of all phases of War Housing Center operation. Consequently, the Manager is responsible for submitting a number of

reports to the Regional Representative, who in turn will advise the Washington office. These reports will serve many useful purposes. In particular, they will (1) provide data on the extent to which the Homes Use program is being realized, (2) constitute a basis for policy and for procedural recommendations, (3) provide valuable information for periodic budget reviews, (4) serve to indicate pertinent trends, and (5) suggest how the staffs of the Homes Use Service in Washington and the regional offices may better serve the War Housing Centers. The reports to be submitted by each Center Manager include the following:

(1) Report of Operations of War Housing Center (Form NHA 14-3, Revised 9-1-43) At least four copies of this report are to be prepared on the 21st of each month and three copies are to be transmitted to the regional office no later than the second work day after the close of the reporting period. The report will cover operations from the 21st of the preceding month through the close of business on the 20th of the current month. These dates are chosen primarily so as not to be affected by varying practices for the listing of vacancies occurring at the end of the calendar month. In preparing this report the only forms requiring daily tabulation are new listings, and in this case tally sheets (suggested in Section 16.06 of NHA Regulation 30-1A) can be used by the counter or telephone clerks. All other forms can be tabulated easily into weekly subtotals or monthly totals if the routing and filing procedures outlined in NHA Regulations 30-1A and 30-1B are followed. It should be noted that the tabulations called for by Form 14-3 represent the principal items of importance in the majority of Centers. Other data may be of equal importance to individual Centers. Like any business man studying the implications of his firm's books and his inventory, the wide-awake Manager will need additional data. In many cases these data can be obtained by other retabulations of the cards. For example, supplementary tables can be prepared on such matters as a comparison of listings and applications for furnished or unfurnished quarters, the number of two-person families applying for rooms, listings by number of bedrooms, and applications by rental range desired. Consideration of possible supplementary tables should not be limited to those prepared from the registry forms, since reports on occupancy (Forms NHA 30-34, 30-40, 30-44, 60-8, and 60-9) will often throw further light on special problems. Where the data in these tables are found to explain the data shown elsewhere on Form 14-3 this information should be recorded in Section E on the front and back of that form. Where they supplement the report, the manager may find it desirable to discuss them in the narrative report described below.

(2) Monthly Narrative Report Most regions have required that a periodic narrative report be submitted by each War Housing Center. NHA Regulation No. 30-5: Standards for Narrative Reports by War Housing Center Managers, supplements the regional requirements and provides a framework against which the coverage of any report may be measured.

The number of reports required each month is established by the region but the period covered by each should be such that they can be correlated with the period covered by the Form 14-3 discussed above. At least one carbon of each report is to be sent to the Homes Use Service by the regional office.

(3) Financial and Personnel Report of Directly Operated War Housing Centers (Form NHA 25-30) This report, in three parts, covers (1) receipt and disbursement of community contributions on a monthly basis, and on a cumulative basis for the fiscal year, (2) a schedule of accounts payable, and (3) a personnel report. It is to be prepared in quadruplicate and three copies are to be forwarded, not later than the tenth of the following month, to the Regional Representative (see Section 2.01 of NHA Regulation No. 25-5).

(4) Special Reports may be requested of all War Housing Centers by the Homes Use Service as a means of analyzing trends, local effect of policy, and caliber of operations. The Centers are helping more and more to frame policy by compiling the statistical and other information from an analysis of which policy is determined. Previous requests for special reports include that on eligibility (NHA Regulation No. 30-3) and on the progress of the "Share Your Home" campaign (NHA Memorandum No. 30-32).

(5) Special Reports Originating with the Manager are necessary to assist in keeping the Regional Representative informed of any unusual techniques developed in the Center or of any special problems affecting the program.

.05 Manager's Responsibility to the Community The Manager's responsibilities to the community, like his responsibilities to the Regional Representative, stem from the necessity of carrying through the community war housing program and the desirability of assisting in all community matters concerning housing. They may be discussed under four headings - carrying out the program, cooperation, reporting, and working with the War Housing Committee.

a. Carrying out the program The manager was nominated to the National Housing Agency as a leader with the ability and initiative to carry out the community war housing program. In the interests of the community as well as the national war effort, it is his responsibility to see that the goals of the Homes Use Program are successfully reached. In obtaining the required shelter the Manager may encourage steps which will help the community as well as the war industry and its employees. For example, by securing as many units as possible in existing shelter the Manager is alleviating the problems created by unnecessarily expanding community services, (schools, utilities, fire and police protection, etc.) during the war, and by the necessity of absorbing meagerly built construction after the war. In promoting conversions, the greatest stress can be

localized in those areas where the city's "master plan" has already foreseen a transition to multiple use. In regard to new construction the builders should, if not inconsistent with the war program, be encouraged to consider building in previously undeveloped areas already in line for housing of this quality, and in areas most easily served (e.g. by transportation) during the war. In this connection, the Manager should work very closely with the local planning commission, housing authority, and other officials.

b. Cooperation and service The Manager should do all in his power to facilitate any operations affecting housing. The Manager is, in many instances, the only employee of any part of the NHA permanently stationed in the locality. As such he must be in a position to furnish every assistance to home owners and tenants. Where other agencies in the housing field have local representatives, the Manager may give out any information the dissemination of which is authorized by them, but clients should be referred to the appropriate agencies for details. It is a cardinal principle of the Homes Use Service to render effective assistance in all possible matters but to work with established agencies rather than to cross jurisdictional lines.

c. Reporting A community which is well informed concerning the war housing problem and the locality program is less likely to dissent or to refuse cooperation. It is therefore the responsibility of the Manager to be sure that all interested groups are kept currently advised of the policies and procedures necessary if the community's war housing problems are to be worked out. Conversely, too, it is the responsibility of the Manager to bring local opinion and local problems to the attention of the Regional Representative. Proper consideration should be given to local opinion, but the war effort must not be delayed by fruitless haggling over matters of little consequence. Because the National Housing Agency is responsible for the housing of war workers, it must proceed according to its analysis of the local situation. The Manager will be in a much stronger position, however, if he has given the community prior knowledge of his plans than if it first hears of them after the plans have been put into effect.

d. Relations with the War Housing Committee The Manager will discover that the expression of community needs and the exercise of his own responsibility to the community will be focused in relations with the War Housing Committee. This Committee will be the Manager's most important contact with the community. For perhaps the first time in local housing history, representatives of generally opposing interests have joined hands in a single integrated housing program. If the Committee is truly representative, its expression may be considered the expression of the community. In all ways not inconsistent with the war effort, NHA policy or the local program, this expression should guide the Manager. The Committee should be consulted in all pertinent

matters. It should meet regularly and follow a carefully worked out agenda. This should be easy if, as is usually the case, the Manager serves as secretary to the Committee. Finally, the potential resources of and influence of Committee members can and should be utilized to the utmost in carrying out the community program.

CHAPTER 3. ESTABLISHMENT OF A WAR HOUSING CENTER

SECTION 31. RELATIONS WITH COMMUNITY

.01 General When the Regional Representative ascertained the need for a War Housing Center to accomplish the homes utilization phase of the locality war housing program, he sent a field representative into the community to initiate the establishment of a Center. Since community understanding and cooperation was essential to the success of the undertaking, the field representative worked closely with local government officials in each of the steps preparatory to the creation of the Center. These include clearance of the plan with local housing agencies and government officials, tentative commitments with regard to contributions, creation of a War Housing Committee, and preparation of justification documents.

.02 Housing Agencies In many localities there are established public bodies such as housing authorities and planning commissions which are charged by law with certain responsibilities in connection with housing, both permanent and temporary. Such agencies are always contacted prior to the creation of the War Housing Center. They provide advice and guidance in working out the organization of the War Housing Committee when the Center is established. Section 4.02 of NHA Regulation No. 30-2 provides suggestions on sources of advice in communities where the above agencies do not exist.

.03 Local Government The mayor or city manager was approached at the outset in order to secure the community's official support. The nature and the purpose of the Center was explained, together with its value to the community and to the entire war production effort. The community was asked to make specific contributions covering as a minimum, all costs of the Center except those for personnel and necessary official travel.^{1/} Community contributions originate from regular governmental revenues, special civilian defense funds or contributions of various organizations, businesses and industries. The mayor or city manager, or the chairman of the civilian defense organization were asked to appoint members to the War Housing Committee and to provide advice as needed.

SECTION 32. PREPARATION AND REVIEW OF BUDGET AND JUSTIFICATION DOCUMENTATION

.01 Preparation, and Types, of Documentation When the approval of the plan and tentative commitments as to local contribution had

^{1/} No part of the salary of any employee of the Office of the Administrator shall be paid from community funds. This rule, established in accordance with the U. S. Code, is explained fully in NHA Regulation No. 23-10.

been obtained from official representatives of the community, the field representative from the regional office undertook the steps necessary to obtaining federal approval of the plans, and authorization for the use of federal funds. These included the preparation, and the approval by the Regional Representative, of the War Housing Center Plan, the proposed War Housing Center Budget, and a summary Form NHA 25-31. Five copies of these documents are submitted to Washington.

a. Plan The War Housing Center Plan is described in Section 10 of NHA Regulation No. 30-2, and in Section 3 of NHA Memorandum No. 25-2. This plan states the nature of the problems which the War Housing Center will undertake to solve, the size of the in-migration, the extent to which war workers are to be housed in existing houses and rooms, the number of private and public conversions to be produced, and the time when the housing will be needed. It also outlines the activities which are to be carried out through the War Housing Center and the various Homes Use techniques which are to be applied. Finally, it contains statements on the extent of community interest and support, and the steps which have been taken and which are to be taken in connection with the actual establishment of a War Housing Center. Since the War Housing Center Plan is a means for carrying out the locality war housing program, it is usually prepared at about the same time as the program, and there is therefore no need for a detailed justification of the in-migration estimate. Where, for any reason, the Plan is prepared at a subsequent date, when conditions might be presumed to have changed, full presentation of the facts is required.

b. Proposed War Housing Center Budget The actual budget is prepared on Forms NHA 25-29 and 25-29A, according to the instructions contained in NHA Memoranda Nos. 25-2 and 25-6.

c. Form NHA 25-31 (Justification Data - Part I) A single page summary of the need and plan of action, originally designed for preparation during the review of budgets for the 1944 fiscal year, was found so serviceable that its use has been prescribed in the documentation of all new Centers. Besides its use by the Homes Use Service and the Division of the Budget during review, Form NHA 25-31 is valuable in establishing in the Washington and regional offices a reference file needed during periodic examinations of operations and services to be rendered

.02 Review and Approval After the documents described above were completed, the Regional Representative submitted them to the Assistant Administrator (Homes Use). He and the Assistant Administrator (Program) reviewed the proposal simultaneously. The latter considered it from the standpoint of need and its relationship to the locality war housing program, and made recommendations to the Assistant Administrator (Homes Use).

The Assistant Administrator (Homes Use) considered the proposal from the standpoint of the practicability of making available the amount of housing contemplated, the scope of the proposed operations, and the

organization of the Center. If both of these examinations resulted in approval, the Budget was sent to the Assistant Administrator (Administration) who reviewed the budgetary items and made an allotment of funds. Following final approval of the budget the Regional Representative was notified, so that he could proceed with the establishment of the Center.

SECTION 33. ESTABLISHING THE WAR HOUSING COMMITTEE

01 Appointment The War Housing Committee may have been appointed either before or after formal approval of the Plan and Budget by the Washington office. One advantage of prior appointment is that the Committee can frequently give advice and assistance in organizing the work program and in obtaining local contributions. Whichever method was used, the principles given below were followed in establishing the Committee, or should be followed in expanding an existing Committee.

The War Housing Committee should always be appointed by the normal appointing power for local citizens' groups working on war problems. As indicated in a preceding paragraph, this is usually the mayor, the city manager, or the chairman of the local Defense Council. The NHA field representative should, however, work closely with the appointing power in order to be sure that the Committee is well balanced in its representation of all points of view. Wherever possible, each local organization whose interest is to be represented on the Committee should be asked to suggest two or three people, any of whom would be acceptable as their representative. This procedure will usually result in getting recognized leaders in the community who are accustomed to working with groups.

.02 Personnel of Committee The War Housing Committee should include representation of the housing authority, the planning commission, and any other appropriate agency of the local government. In obtaining a Committee which is balanced in its representation of all points of view concerned with housing there should be members from organizations representing real estate, labor (both C.I.O. and A.F. of L.), welfare, finance, commerce, war industries, and war workers as well as representatives from the housing committees of clubs and civic agencies, housing councils and minority group leadership (such as the Urban League and the National Association for the Advancement of Colored People).

Although the Committee should be completely representative and not overbalanced by any one interest--either that of the producer or of the consumer of housing--it should be as small as practicable. In many small communities it may be found that some of the groups suggested above are not represented locally. In others it may be found that one person can, and should, represent two or more groups. It is essential, however, that every group interested in, or affected by, war housing should have effective representation.

When it becomes necessary to fill vacancies in Committee membership or add a housing interest not previously included, some localities may prefer that new members be appointed by the original appointing official. In other localities it may be desirable for the War Housing Committee to elect its new members.

Suggested qualifications for Committee officers and remarks concerning their election will be found in Section 7 of NHA Memorandum No. 30-7.

.03 Existing Committees In many cases there will be a nucleus group of some sort with which the Regional Representative or his deputy has been working. Usually this will be the Homes Registration Committee. The field representative should see that this group is made balanced in its representation as quickly as possible if this is to be the basis of the new Committee. Frequently this can be accomplished by adding to its present membership. However, it may sometimes be necessary to use other devices. In this connection see Section 5 of NHA Memorandum No. 30-7.

.04 Area Committees In areas where housing presents an intercity problem, arrangements should be made for representation on the War Housing Committee of suburban areas or adjacent localities. In some cases it may be desirable to have an Area Committee either to be organized jointly by the several communities concerned and composed of members from each of the various local committees, or to be made up of persons directly representing the communities. The necessity for an Area Committee of either type will to a large degree be governed by the locality war housing program. A locality, in the NHA sense of the term, is an economic unit determined by the commuting distance of the housing supply from the war industries rather than by political boundaries.

SECTION 34 SELECTION OF THE MANAGER

.01 Procedure The initial step in the final establishment of a War Housing Center was the selection of the manager. If normal practice was followed, the Committee and the mayor presented a list of qualified candidates to the Regional Representative who made a selection from this list. As was pointed out in that part of the foregoing chapter which relates to the "General qualifications of Manager" (Section 24.03b), the manager occupies a very strategic position in the Homes Use program. The general qualifications and experience of each candidate were carefully weighed before the final selection was made. The administrative details for the actual employment of the Manager and other personnel of the War Housing Center are found in NHA Memorandum 23-5.

[It may be well to point out that the various steps so far described had already been taken prior to the employment of War

Housing Center staffs. A description of all the steps involved has nevertheless been presented in this manual to provide employees with a general understanding of all problems, and thus to assure better operation. While in a number of instances the selection and, to some extent, the equipping of the office described in the balance of the chapter, preceded the selection of the Manager for budget-estimating reasons, the work hereafter discussed is that in which the Manager usually participates.

SECTION 35. SELECTION AND EQUIPPING OF THE OFFICE

.01 Importance of Central Location The selection of office space is a very important part of the establishment of the War Housing Center. Unless the office is so located that it is readily accessible to the in-migrant war workers, is conspicuously and clearly marked, and is convenient to the street, the War Housing Center may not be able to carry out all of its functions. Since housing applicants will seek out the Center whereas home owners will have to be reminded of its existence, a location near the center of the city is more to be desired than one adjacent to the war industries.

.02 Space Requirements The amount of space required for operations should be tailored to fit the local need. Although it is impossible to establish definite specifications, experience in other types of operations has demonstrated that from 65 to 100 square feet of floor space should be allowed for each clerical employee. This provides room for a desk and chair, limited aisle space, and limited allowance for a filing cabinet and a coat rack. However, it is likely that these minimum requirements will not meet all War Housing Center needs. Space will be needed for interviewing applicants, for conferences, and for seating applicants who are waiting to be interviewed, etc. Space ranging between 80 and 100 square feet per employee will probably more nearly meet the requirements of War Housing Center operation.

In some localities the HOLC and/or the FHA may assign representatives to the War Housing Center to handle applications for public and private conversions. In others, FPFA or local housing authority tenant selection personnel will be stationed in the Center. In planning office space, consideration should therefore be given to the possibility that desk space will also be needed for such representatives and, in some cases, for their secretaries.

.03 Office Arrangement Separate offices should be provided for the manager and, if possible, for those employees handling incoming and outgoing telephone calls. Where possible, the manager's office should be large enough for committee meetings and conferences.

In providing counter facilities for interviewing applicants,

listing files should be so located as to be immediately available to the staff, without being also accessible to clients.

The layout of a typical office is illustrated on the following page.

.04 Arrangements for Lease and for Payment of Rent Except in unusual circumstances, office space is provided as a community contribution. In a few instances, Federal funds may be required for this purpose. In those cases, before any steps are taken to lease office space, it should be determined, by communicating with the local Federal Business Association, whether any Federal space is available. The Federal Business Association is an organization established under the Director of Procurement, Department of the Treasury, to assist Federal agencies in handling real estate and other local matters. The president of the local Federal Business Association can be located through the local postmaster.

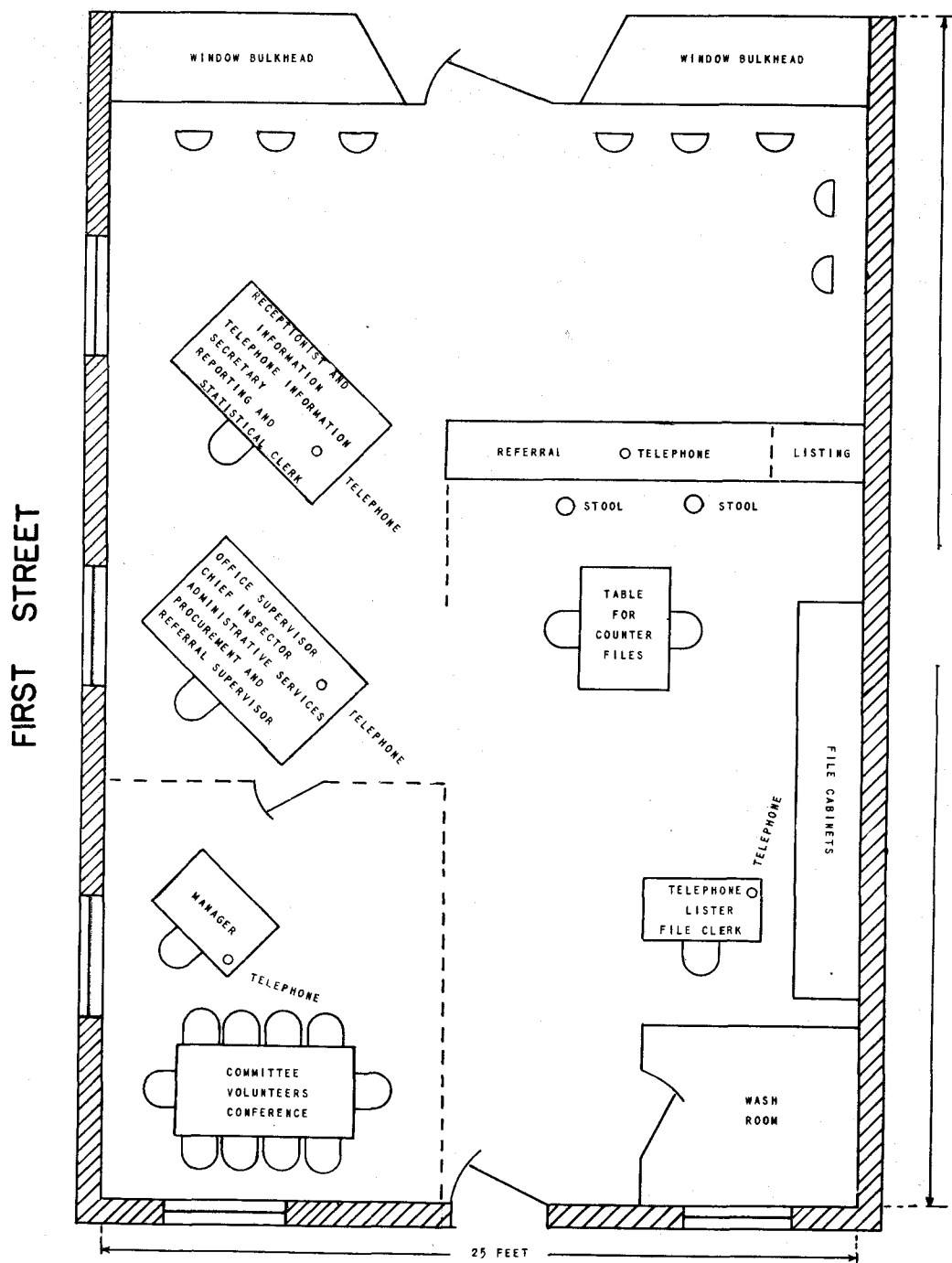
The Lanham Act and Public Act 9 provide for the rental of space without regard to Section 3709 of the Revised Statutes. Accordingly, where time is a factor, leases payable from Lanham Act funds may be executed without advertising or competitive bidding. However, Regional Representatives must obtain approval from the Division of Administrative Services, in Washington, before renting space.

Requests for authorization to rent office space must be supported by the following data:

- a. The proposed amount of space to be leased;
- b. Names and addresses of buildings in which space is desired;
- c. Names and addresses of owners of buildings;
- d. Monthly or yearly rental cost of space to be rented;
- e. Services to be furnished by owners (where possible, services should include: heat, light (electric energy), hot and cold water, toilet facilities and toilet supplies, janitor, and elevator services, and maintenance of rented quarters);
- f. Date on which the lease is to begin (leases should always terminate June 30, with renewal privileges); and
- g. Notice required to cancel.

The Economy Act of 1932 provides that the annual rental shall not be in excess of 15% of the fair market value of the premises rented, if the annual rental exceeds \$2,000. It is therefore necessary that evidence of fair market value be presented in all cases

TYPICAL OFFICE
WAR HOUSING CENTER (6-8 EMPLOYEES)
STORE 25 FEET X 40 FEET
100 MAIN STREET



where the rental exceeds \$2,000 per annum. U. S. Treasury Form 2900 (Revised): Statement of Fair Market Value, should be used for this purpose. These forms will be furnished by the Office Services Section, Division of Administrative Services, in Washington.

Proposed leases will be prepared by the central office on the basis of the information submitted and will be mailed to Regional Representatives who will submit them, for signature, to the lessor. After being signed, all copies must be returned by the lessor for acceptance by the Government. All leases should be completed prior to the beginning of the term or period of the lease.

.05 Office Equipment Desks and chairs will be required for the manager, secretary, receptionist, and other clerical personnel not working at the counter. A table will be necessary for the use of the file clerk or clerks handling the master file and counter files. High stools should be provided for counter clerks.

Several filing cabinets or drawers are required depending upon the volume of business in the office. Most of these filing drawers or cabinets should be designed for 5 x 8 cards, one file or drawer for 3 x 5 cards, a correspondence file, and a report file. The detailed use of these files will be described later.

Adequate telephone facilities should be provided, and arrangements made for proper listing in the telephone book. In busy Centers, where switchboards cannot be obtained, numbers can be listed for the several services performed in the Center, that is, a special number for Information, a special number for Listing, etc. In estimating telephone needs, it should be borne in mind that the majority of listings are made by telephone rather than by personal call at the War Housing Center. A sufficient number of telephones should be on the counter for use by referral clerks in checking the availability of accommodations.

CHAPTER 4. WAR HOUSING CENTER OFFICE ADMINISTRATION

SECTION 41. IMPORTANCE OF ADMINISTRATIVE MACHINERY

.01 Value of Efficient Organization The effectiveness of the War Housing Center is dependent in large measure upon the smooth operation of its administrative machinery. The personnel problems, budgets, and equipment and supply procurement may seem to be only incidental to the real job of the Manager, but careful attention to administrative details will pay dividends in the long run. The program of the Center must never be hindered by a breakdown in internal operations. The following sections of this chapter attempt to provide the Manager with an adequate explanation of established administrative procedures and to give him suggestions that will aid him in doing his part of the job.

SECTION 42. PERSONNEL

.01 General The staff of each War Housing Center should be tailored to fit local needs. The number of administrative officers and specialists needed for its operation are determined by the Regional Representative at the time of establishment. Subsequent changes are determined upon after consultation with the War Housing Center Manager.

In order to insure prompt service to the public, the operating staff in a War Housing Center should include an adequate number of interviewers, typists, file clerks, and other employees, but no Center should ever be so overstaffed that there is not enough work to keep each employee productively occupied during the working day. With the nationwide shortage of labor, especially acute in the critical production areas where War Housing Centers are functioning, it is NHA's public duty to be sure that employees not required in the Centers are released for other essential war work. The conscientious pursuit of this policy is essential both for the morale of the office and to hold the respect of the community.

.02 Procurement The staffing of the office is the first step and may be approached most advantageously by following the procedure set forth in NHA Memorandum No. 23-5: Outline of Regional Personnel Procedure.

The specific procedure which is followed by the Regional Representative in processing regional personnel actions for submission to the Personnel Section of the Division of Administrative Services in Washington is presented below.

a. Budget requests for the approval of War Housing Center positions are reviewed carefully in the light of the appropriate position standards attached to NHA Memorandum No. 23-5.

b. If the position is over CAF-5 (\$2000 plus overtime), a rough, but detailed description of the position is included with the budget request.

c. A suggested check list of information desired concerning new appointments at CAF-5 (\$2000 plus overtime) and under, and which is to be telegraphed to Washington by day letter, is given in Section 3 of NHA Memorandum No. 23-5. The information desired for new appointments over CAF-5 is listed in Section 4 of the same memorandum.

d. The new employee is entered on duty only after telegraphic approval of the appointment is received from the Personnel Section.

e. Before the new employee can enter on duty or be paid, written authorization of the appointment must be secured from the regional office of the Civil Service Commission.

f. All requests for promotions or reclassifications are accompanied by blue personnel requisition Form NHA 23-1 (old Form NHA 41) and a description of the position.

g. All pending separations or transfers are reported at once on blue personnel requisition Form NHA 23-1. 1/

h. All notifications of military furlough are accompanied by a copy of induction orders.

i. The Personnel Section is notified at the earliest possible moment of pending (key) vacancies, transfers, resignations, etc.

.03 Qualifications Whenever possible, the staff should be selected from the community in which the War Housing Center is located, because familiarity with the city, its leading citizens, street addresses, transportation facilities, etc., is desirable. The success of the War Housing Center operation depends largely upon the calibre of its personnel and their ability to secure and maintain good public relations. Therefore, the War Housing Center Manager must exercise care in the selection of candidates for whatever position is to be filled. In addition to securing persons who are academically or by experience well qualified for a particular job, it is also necessary to be satisfied that the applicant will present a businesslike and friendly attitude toward the public.

.04 Volunteers It is often possible to find persons who, by reason of other business or household responsibilities cannot undertake full time jobs, but are willing to work part time in the Center as volunteers. Where such persons are available the Center is enabled to expand its activities within a limited budget. They may be used for a variety of jobs, but require the same kind of training given the paid staff. The subject is covered more fully in NHA Memorandum No. 30-28: Volunteer Service in War Housing Centers.

1/ The Personnel Section provides the region with all necessary appointment forms

.05 Functions The sample functional chart, attached, indicates a typical pattern for the assignment of duties within a War Housing Center. The titles used on this chart are descriptive of the duties performed rather than the exact Civil Service titles for the positions.

The functions on the chart can be adjusted to fit the needs of each War Housing Center. This chart was compiled in an attempt to encompass all possible office administrative functions of a War Housing Center in a city of medium size and should not be regarded as a criterion for all War Housing Centers. In the smaller offices it is expected that persons normally assigned to one function may actually perform many of the duties outlined in other sections of the chart. The War Housing Center Manager will therefore be expected to allocate work according to the requirements of the office and not necessarily according to the chart. By the same token, in larger offices it may be necessary to break down even further the allocation of work.

SECTION 43. HOURS OF WORK, LEAVE AND PAYROLL DEDUCTIONS

.01 Hours of Work Another very important phase of operations concerns payrolls and leave. Official hours of work are established in Regulation 25-6 and there is some information respecting payrolls in NHA Memorandum No. 26-2.

The current basic work week is 48 hours. Hours over 40 are considered overtime and employees are compensated for this overtime, up to 48 hours, by an increase approximating 20% of that part of their base pay which does not exceed \$2900 per annum. Payment for hours worked over 48 will not be made except when in conformity with NHA Regulation 25-6: Overtime Pay.

.02 Leave It is the policy of the Office of the Administrator to allow employees the full benefit of all leave whenever they can be spared from their official duties, but during the present emergency two weeks each calendar year are recommended as a vacation period.

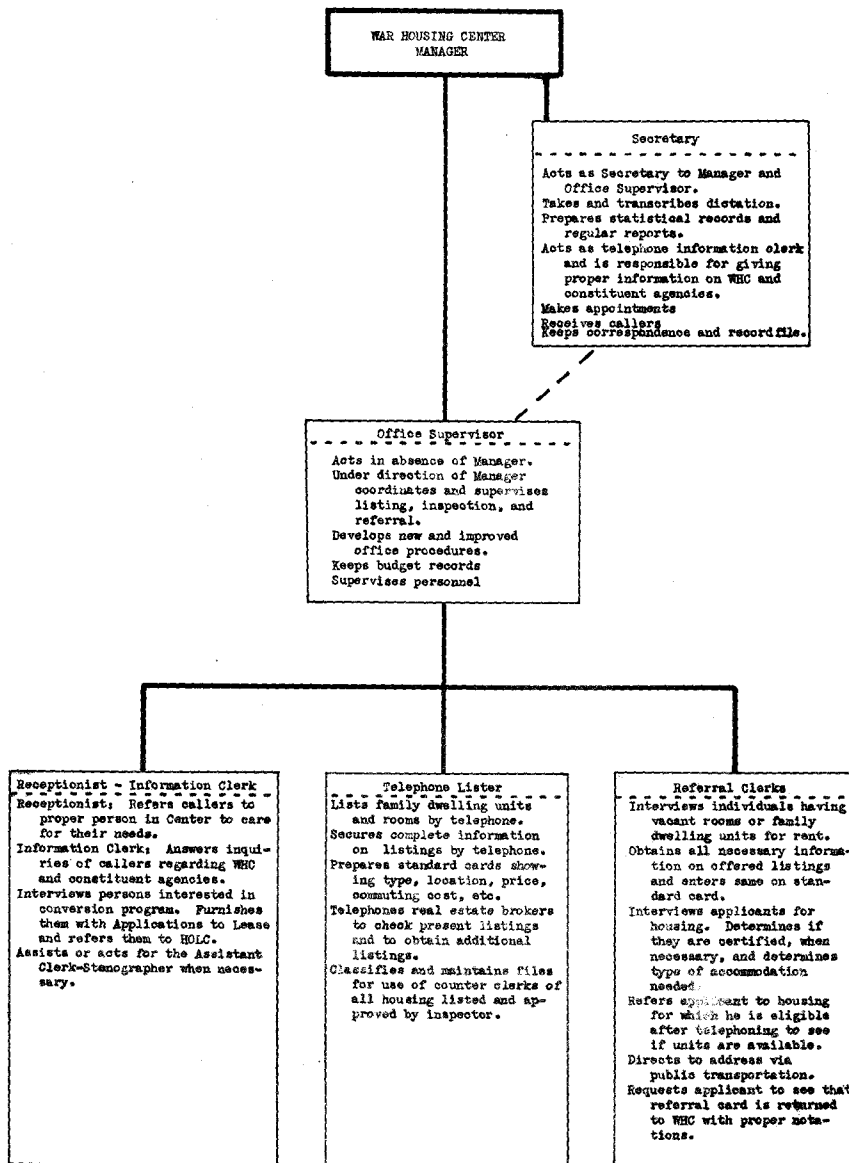
Applications for leave shall be transmitted on Form NHA 25-1: Application for Leave of Absence. Leave shown on this form should be identical as to hours and dates with absences shown on the semi-monthly report of attendance.

a. Annual leave accrues to all employees, whether on indefinite or permanent status, at the rate of 2 1/6 days for each month of service, or a total of 26 days annually. This leave may be taken during the first year of service only as it is earned. Thereafter it may be taken in amounts up to the total accumulated plus the amount still to be earned during the current year, at the discretion of the officer in charge.

Under the terms of the Leave Accumulation Bill which became law on December 17, 1942, the maximum total annual leave that

November 1943

WAR HOUSING CENTER FUNCTIONAL CHART



may be accumulated has been raised from 60 to 90 days. When the unused accumulated leave of an employee equals or exceeds 60 days in the aggregate, not more than 15 days of unused leave may be further accumulated in any one calendar year.

b. Sick leave shall accrue to the credit of the employee at the rate of 1 $\frac{1}{4}$ days per month of service, or a total of 15 days annually. Sick leave shall not be granted for slight illnesses or indispositions not preventing the employee from performing his regular duties. Sick leave may be taken without a physician's certificate in amounts up to three days; however, leave on a personal certificate may amount to only 12 days annually regardless of the amount of leave an employee may have to his credit.

c. Leave without pay may be taken only after all other leave is exhausted and at the discretion of the officer in charge. Exceptions to this rule are the application of leave without pay for disciplinary reasons, or enforced absence due to injury on duty.

.03 Withholding Tax Effective July 1, 1943 all agencies of the Government were required to deduct and withhold a tax upon the wages of their employees. This is a tax of 20% of the excess of each wage payment over the withholding exemption allowable under the law. Instead of making an exact final computation, however, the Government elects (as a temporary expedient to be adjusted on the basis of a detailed income tax return) to withhold specified amounts shown in tables established by the Comptroller General. Victory Tax deductions were discontinued on the date that withholding became effective.

.04 Retirement Deduction Retirement deductions to the amount of 5% of the basic annual rate of payment (i.e. not including overtime) are made from each semi-monthly salary check to provide an annuity for each employee after a certain period of service and upon reaching a certain age. Deductions are refundable if an employee leaves the service with total service of less than five years. A supply of the synopsis of the Retirement Act has been sent to the Regional Representative.

SECTION 44. WAR BOND PURCHASE

.01 General The War Bond Committee on Government Participation has established a goal calling for a pledge of 10% of the payroll and the participation of 90% of the personnel. As of October 1, 1943 the NHA was far short of this goal; therefore, every effort is being extended toward bringing each branch of the service up to its quota.

.02 Authorization for Purchases Employees make their bond purchase authorizations on Treasury Department Form No. 2254: Individual Authorization Card and Record of Payroll Allotments. On this form, authorization of the semi-monthly allotment is made of an amount, multiples of which conveniently fit the denominations of the bond

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desired. A table intended for this purpose may be obtained from Minute Men. The determination of the bond to be purchased is also indicated. In the space for "employee's signature" the name should be given exactly as it appears on the employee's salary check

A co-owner may cash the bonds with the same freedom as the owner, whereas the beneficiary may cash the bonds only upon the death of the owner. This should be borne in mind when checking one of the little boxes below the address.

Unless the employee states specifically that the first allotment is to be made during a particular future pay period, the first allotment will be made during the next complete pay period following receipt of the authorization card. It is therefore needless to indicate a date in the space at the left side of the card unless it be one other than that marking the end of the next complete pay period. All persons in the field service should check only "By Registered Mail" under delivery instructions. Obviously delivery in person is impossible in the field service.

Regardless of any previous authorizations, you should re-authorize your allotment when you transfer from one agency to another.

SECTION 45. TRAVEL

.01 General Regulations All employees performing official travel should study and observe the Standardized Government Travel Regulations, as amended March 7, 1941. These regulations have been supplied to each regional office and cover official travel in detail. A few highpoints are given below:

.02 Transportation Forms and Orders

a. Travel orders These are issued by the central office upon receipt of a request for a travel order (Requisition for Travel Order - Form NHA 26-1) prepared in a field office and signed by the Regional Representative or his designated representative. All requests should give the reason for the travel. "On Official Business" will not be accepted as a reason for the need of a travel order. A detailed statement should be prepared showing the actual duties to be performed by the employee while in a travel status.

b. Authorization to travel It is the responsibility of each individual who contemplates traveling to ascertain that he has received prior authorization to perform official travel. No supervisor shall insist upon an employee entering travel status until the travel has been approved by a properly designated official of the Central Office. The formal authority need not be in hand before beginning the travel, but there should be on file evidence of telegraphic, telephonic, or written approval of the travel to be performed, and with the Travel Order Number and Code clearly indicated thereon.

Although travel may be performed without prior authority in cases of emergency or other unusual circumstances (see Travel Regulations, paragraph 7), it will be the personal responsibility of the traveler to justify the necessity therefor when submitting a voucher for reimbursement of expenses incurred. The Central Office will also require a statement of justification and recommendation from the Regional Representative or other designated supervising administrative official.

c. Transportation requests All persons specifically authorized to travel will request carriers and transportation agencies to furnish accommodations for official travel by rail, bus, or airplane by issuing a Government Request for Transportation (Standard Form No. 1030) where the amount involved is \$1.00 or more.

.03 Completing Transportation Requests In issuing transportation requests to carriers, the travelers must make certain that the request is properly executed showing the following information: (a) place at which request is issued, (b) name of the carrier or company, (c) points of departure and destination, and complete route showing initials of carriers and junction points where necessary, (d) class of tickets, whether first-class, limited, round-trip, or other special class, (e) under "Authorization or Object," the applicable Travel Order Number, and (f) under "Value," value of railroad ticket or pullman ticket used (usually inserted by the ticket agent on the original and by the traveler on the memorandum copy.) If issued for sleeping car (Pullman) accommodations (whether standard or tourist,¹/upper or lower berth), the designations of type of accommodation must be made in the blocks provided therefor.

It is the duty of the traveler to ascertain in all cases whether or not through tickets, excursion tickets, or reduced round-trip tickets can be purchased. The fact that the existence of such tickets may not have been known to the traveler does not relieve him of responsibility for not obtaining reduced rates and the difference in cost will be chargeable to him. In case the return portion of the round-trip ticket is not used, it should be attached to the travel voucher when it is submitted for payment.

All transportation requests spoiled or canceled for any reason, together with the memorandum copies thereof, shall be marked "canceled" and submitted immediately to the Washington Office. Books of transportation requests and "U.S. Government Travel Identification Cards" (Standard Form No. 1033) are obtainable from the Washington Office.

¹/ Paragraph 13 of Standardized Government Travel Regulations authorizes the use of "Standard" accommodations. "Tourist" accommodations, available West of the Mississippi, and at a lower rate, are occasionally the only accommodations available. In that case, this should be indicated on the Travel Request.

.04 Preparation of Travel Vouchers Travel Vouchers (Voucher for Per Diem and/or Reimbursement of Expenses Incident to Official Travel - Standard Form 1012, Revised) should be prepared once each calendar month and submitted promptly (not later than the 10th day of the following calendar month) to the Central Office. Instructions concerning the keeping of the expense accounts on which the travel vouchers are based, are given in paragraphs 82 ff of the Travel Regulations.

SECTION 46. SUPPLIES AND EQUIPMENT

.01 General Those War Housing Centers having amounts available in their Federal budgets for the purchase of supplies and equipment are required to route their requisitions through the Regional Offices for approval. Detailed instructions regarding requisitioning will be found in a forthcoming regulation.

Local purchases of supplies are not permitted except in the event of emergencies. However, certain essential services may be procured locally. The regulation referred to above will explain the circumstances justifying emergency purchases and establish the quantity and cost limitations imposed against emergency purchase and local service procurement.

.02 Standard Forms The daily transactions of the War Housing Center are facilitated by the use of a number of especially designed official forms. The procedure to be followed in ordering these forms is set forth in NHA Regulation No. 26-6. Among other things, that regulation instructs managers to maintain a 90-day supply of standard forms, a practice, which is essential if the Center is to be assured of having the forms on hand when they are required.

The following forms are used frequently in most War Housing Centers:

<u>Form Number</u>	<u>Title</u>
14-3	Report of Operations (revised 9/1/43)
25-30.	Financial and Personnel Report of Directly Operated War Housing Centers
48	Semi-monthly Attendance Report for Field Personnel
30-1	Application to Lease
30-3	Furnished Room Master Card
30-10.	Furnished Room for Rent
30-11.	Dwelling Unit for Rent
30-13.	Authorization for Reconditioning Service, Private Conversion Planning
30-14.	Application for Reconditioning Service, Private Conversion Planning
30-15.	WHC Review Sheet for Screening Reconditioning Application
30-34.	War Worker's Housing Referral
30-35.	Application for War Housing
30-40.	Rooms List
30-44.	Military Personnel Housing Referral

The following forms are not used in regular War Housing Center operation, but a small supply may be kept on hand to distribute to those who may want them:

<u>Form Number</u>	<u>Title</u>
60-1	Notice of Sale of Private War Housing
60-2	Petition for Relaxation of Occupancy and Disposition Standards for Private War Housing
60-3	Petition to Rent Private War Housing Begun Prior to February 10, 1943
60-4	Petition for Change in Stipulated Rental or Sales Price
60-5	Application for Exemption from Regulation W
60-8	Compliance Report on Occupancy of Private War Housing Begun on or after February 10, 1943
60-9	Report on Occupancy of War Housing (Priority Assistance Applied for Before February 10, 1943)
WPB-2896 . .	Application for Approval of Residential Construction
WPB-2897.1 .	Bill of Materials

.03 Clearance of Vouchers War Housing Centers are responsible for a preliminary review of vendors' vouchers prior to submitting them for payment. In those instances when vendors render certified invoices in lieu of the standard voucher forms required, covering vouchers should be prepared. For the particulars of voucher preparation, see the regulation referred to above.

Each employee who handles vouchers will be responsible for noting the terms under which accounts are rendered. Time-discounted bills should be given preferred handling and the vouchers flagged with "Rush-Discount" tickets on which have been entered the expiration dates of the discount periods.

.04 Telephone Service After office space has been rented, the local telephone company should be contacted and instructed to install the minimum telephone facilities necessary to the efficient operation of the War Housing Center.

As a rule, the telephone company will supply the information for the preparation of Standard Form No. 40 (Revised), Contract for Telephone Service. This contract shall be drawn in quintuplicate. All copies, after being signed by the telephone company's authorized representative, should be mailed to the Washington office for approval and acceptance on behalf of the Government. In like manner, supplemental contracts will be prepared to cover any changes in connection with existing service, such as additions, discontinuances, increases or decreases in rates, etc.

SECTION 47. EMPLOYEE TRAINING IN A WAR HOUSING CENTER

.01 The Need for and the Purpose of Training The personnel of the War Housing Center is necessarily recruited from a limited labor market and possesses varying degrees of skill. It will, therefore, be necessary for the Manager to develop training patterns which will utilize the highest potentialities of his staff. Through proper training and supervision, new employees will be prepared rapidly to undertake a full burden of responsibility, and experienced employees will become more proficient, thus maintaining an effective War Housing Center operation.

The suggestions in this section are applicable both to the training of volunteers and paid staff. Additional valuable instructions on the training of volunteers are found in NHA Memorandum 30-28: Volunteer Service in War Housing Centers.

.02 Planning and Training Program Since War Housing Centers vary widely in size and organization, and in length of operations, a specific training procedure would not be applicable to all. It is therefore the purpose of this section merely to point out certain principles and to suggest techniques that may be useful in a training program. The detail given in this section is designed for use in the largest Centers. The adaptation of part or all of these general instructions to the needs of the smaller individual Center must be done by the Manager with the guidance and assistance of the regional Homes Use staff.

The following steps should be taken by the Manager in planning and executing his training program:

a. Decide what training is needed The War Housing Center Manager must analyze the total job of the Center under his supervision, and for training purposes consider each specific job in its relation to the whole. The use of job descriptions (the local adaptation of those appended to NHA Memorandum No. 23-5) will implement this analysis. It should be borne in mind that an adequate understanding of specific responsibility can be had only when there is a general broad knowledge of the program as a whole. Furthermore, where an employee has a working knowledge of the entire operation, his services can be used in a variety of ways as war-time emergencies occur.

b. Determine the content of the training program The training course will be both general and specific. It will vary with the Center and with the employees within the Center, but should probably cover the following points: the meaning and importance of War Housing Centers to the total war effort; the relation of the local War Housing Center to the community; to the National Housing Agency, and to other war agencies; the proper manner and approach in dealing with the public; personal appearance; employee rules and privileges; and the details of office operations, including interviewing, procuring and recording information, the use of maps, filing equipment, etc., techniques of room inspection and reporting. The content of this manual should be used by the Manager as one aid in planning his training program.

c. Select methods of training The selection of methods for applying the training program must be based on an analysis of the jobs and the incumbents, for the methods must be adapted to the differences in the background, experience, and ability of the employees, the length of their employment in the War Housing Center, and the nature of the job to be performed. Other determining factors include the time and facilities available for training. The staff of the regional office will be able to provide assistance, and facilities in the community also can be employed to advantage. The Manager has the responsibility for exploring the available resources of the community and utilizing them fully when they will contribute to the training program.

d. Organize and plan the training program This revision of the manual has been prepared in order to provide War Housing Centers with a handbook to which employees might quickly refer. In addition to the training program which should be developed to indoctrinate personnel on specific jobs, it will be desirable for the War Housing Center Manager to arrange a schedule of staff conferences for the purpose of reviewing the revised manual. The manual is divided into ten sections and it is suggested that staff meetings be so scheduled that one section may be covered thoroughly at each meeting. Staff members should be given the opportunity, prior to each discussion period, to read the section of the manual involved.

e. Evaluate the training program During and after the training period, its effectiveness should be evaluated. This evaluation should measure (1) the extent to which the objectives have been attained in terms of employee skill, knowledge, and attitudes; (2) the quality of the instruction; (3) the degree of interest and participation on the part of the staff; and (4) the total improvement in the functioning of the Center.

Methods of evaluation which may be used to advantage include: analysis of comments concerning the program by the staff, by clients, and by the regional personnel; personal observation; employee interviews; efficiency ratings; production records; and possibly, where justified by the size of the office, employee questionnaires; and performance tests. Careful evaluation will aid in planning future training.

.03 Three Phases of Training The training job in a War Housing Center involves three major phases: the intensive training of the present staff, the indoctrination of new employees, and continuous on-the-job training. These are not separate operations, either in terms of content or time, for training is a continuous process, a fact that should be borne in mind as the three aspects of the job are considered.

a. Training course for present employees Decisions concerning the exact schedule and content of the training program are left to the War Housing Center Manager and the Regional Representative. It is suggested, however, that the training program be inaugurated immediately upon the establishment of a Center.

The broad aspects of the program should be reviewed in a general meeting for all employees, but the details of specific jobs may be discussed with only the employees directly concerned. In small Centers, however, obvious advantages will result if training in specific jobs is given to all employees. This will enable one employee to perform for another in the event of absence or necessary personnel changes.

b. Inducting new employees New employees recruited after the Center has been in operation for some time should receive individually the general background information suggested in the preceding section. Care should be taken to put new employees at their ease by introducing them to the other employees and familiarizing them with all the facilities of the office. Employees who are new to the community should be made acquainted with the many community religious, recreational, educational and other facilities which will be of assistance in adjusting them to the new locality, for the conditions of the workers' lives outside of office hours can have a vital effect upon their efficiency on the job.

The details of the job must be thoroughly described. For example, after learning what the employee already knows about the job, the discussion can be directed toward supplementing that knowledge. Instruction is most effective when it is related to previous knowledge and experience. The following steps should be taken in teaching the job:

- (1) List each of the duties of the position
- (2) Explain the purpose and importance of each duty
- (3) Explain how the duty is performed
- (4) Demonstrate how it is done
- (5) Let the employee try to do it
- (6) Correct his mistakes in a constructive manner

A limited amount of work should be assigned to the new employee during the first few days. The assignment should then be increased gradually until he is handling his full load of work. His speed of adjustment will naturally vary with the type of work performed and his previous experience.

Through frequent and careful observation of the employee during the first weeks of employment the Manager can determine how well he is learning the job and provide any necessary additional instruction. A follow-up interview should be held about a week after the employee's induction. This meeting will provide an opportunity for observing the employee's progress and his adjustment to the job, and for filling any gaps in the induction training.

c. Continuing training The need for training does not stop with a thorough induction or the completion of an intensive training course. Only with a comprehensively planned and diligently executed program of continuous on-the-job training can the War Housing Center staff achieve the high standard of performance required for accomplishment of its important task. The principles and methods described in this manual should help the manager in providing this type of training.

The discussion of training methods which follows is intended to suggest ways for the continuation of the training process.

.04 Training Methods

a. The staff meeting Regular staff meetings are an important training tool. They are a means of establishing a free exchange of ideas and information between the Manager and the members of the staff. The original training course may actually be conducted as a series of staff meetings, so that subsequent sessions are, in truth, continuations of the training process. After the original training series, staff meetings should be held at least once a week. Materials to be discussed in the meeting should be distributed sufficiently in advance to permit review by the staff.

The Manager or supervisor should prepare, in advance, a careful plan (or agenda) for the meeting. He should know what subjects he wishes to cover, decide upon the method of approach, prepare his materials, and allow a proper amount of time for covering the assignment.

The staff meeting should be used as a medium both for the instruction of workers and for securing the comments and suggestions of employees concerning their particular jobs and concerning War Housing Center operation as a whole.

Although in large Centers it may be desirable to assemble only part of the staff at a time for general meetings, there should at least be monthly meetings when all members are present together.

b. Demonstrations Demonstrations can be used advantageously in either staff meetings or interviews. Each step should be performed separately, and the reason for its use explained, followed by a demonstration of the complete operation. Demonstrations are useful in teaching such jobs as:

- (1) Interviewing an applicant
- (2) Procuring a listing by telephone
- (3) General telephone technique
- (4) Approaching the landlord for the purpose of room inspection,
- (5) Filling out forms, and
- (6) Maintaining the filing system

When demonstrating proper work procedures, the actual materials and equipment employed in the job should be used.

c. Other devices In addition to staff meetings, individual interviews, and demonstrations, other devices useful in rounding out the training of employees include:

- (1) Suggestion Slips The use of suggestion slips is

helpful in stimulating employee interest in the operation of the War Housing Center. Recognition should always be given those who make worthwhile suggestions.

(2) Staff Memoranda Information which should be disseminated during the interval between staff meetings can be effectively gotten into the hands of employees by the use of a memorandum addressed to those staff members to whom it applies.

(3) Bulletin Board A bulletin board kept current by the posting of announcements of general interest to the entire staff is a visual aid to training that should not be overlooked. A useful technique is to enlist the employees' participation in finding material which will keep the bulletin board interesting and up-to-date.

.05 Materials

a. The manual and official releases and forms In training the War Housing Center staff, this manual together with the official releases referred to herein and copies of all forms used in War Housing Center operations should be made available to the staff. As it is not possible to provide sufficient copies of the manual to place one in the hands of each employee, arrangements should be made whereby the entire manual, or selected sections of it, may be made available to all employees prior to the staff meetings at which certain sections are to be discussed. For training purposes it will be desirable to maintain in the War Housing Center and available to all employees, an active "kit" which contains copies of all forms used in the Center, together with instructions for their use.

The manual, the related official releases, and the latest index thereto, should be kept accessible so that all employees of the War Housing Center staff can refer to them conveniently when questions arise. New employees should be instructed in the proper use of these materials.

b. Visual aids Graphic illustrations are always effective in clarifying material presented orally. The visual aids utilized need not be formal or elaborate productions. Simple charts, diagrams and posters - even those sketched in a very rough fashion - will be valuable. In connection with discussions of procedures, various points may be illustrated by reference to the actual forms and equipment used in carrying out these procedures.

.06 Attitude and Behavior Technical training alone will not suffice to develop a thoroughly adequate employee. The War Housing Center Manager (and, in large Centers, other supervisory personnel) must take the responsibility for developing a spirit of helpfulness and willingness to serve. The following suggestions are made in this connection:

Be willing - every employee should be willing to do any job.

Be cooperative with the administrative officers and with your fellow workers.

Be cheerful and pleasant; people with a perpetual grouch, or who do not enjoy working at the War Housing Center should find employment elsewhere.

Be attentive - learn to get all necessary information from listers and applicants without repeating questions; let each client see that he has your complete attention.

Do not excuse yourself from a client, to speak to others (except as it concerns your client), or permit yourself to be interrupted by others when a client is with you.

Be businesslike; do your work with dispatch and assurance.

Be certain of your facts. If you are uncertain, admit it, excuse yourself, check the question at hand, and come back with the answer.

Be sympathetic, but DON'T encourage life histories.

Be accurate; examine all entries made on official forms; be sure they are complete. Write legibly or print, the information requested on official forms so that it can be read easily by others.

Be appreciative. This applies particularly to listing clerks. Persons listing accommodations should be assured that they are performing a real public service and that that service is appreciated.

When you are doing a desk, telephone or counter job, be sure you have pencils and pen and ink and an adequate supply of the necessary forms.

Be considerate; if you have to leave the office to keep another appointment, or will shortly be relieved by another employee, etc., inform the receptionist so that she can report this information to any persons who ask to see you.

Be courteous; you are an employee of the public and should reflect this in all transactions with the public.

CHAPTER 5. LISTING OF WAR HOUSING ACCOMMODATIONS

SECTION 51. THE IMPORTANCE OF THE LISTING FILE

.01 Relation to Locality War Housing Program Upon the establishment of the War Housing Center, the Manager should first devote his attention to the development of an adequate file of room and dwelling unit listings. The war housing program for the locality will have established the size of the estimated essential in-migration for war work. To meet this in-migration, the program sets forth the estimated total number of accommodations required, and the estimated number which must be obtained from existing shelter, and allocates the unfilled balance of the need among private and public builders for conversion or for new construction. Since occupancy can be controlled only in the housing built with priorities assistance and since there are several groups besides in-migrant war workers competing for occupancy of existing shelter, it follows that - if the plants are to obtain their required number of workers - there must be some means of assuring in a tight housing market that at least the estimated number of eligible in-migrants obtain accommodations in the uncontrolled housing. The War Housing Center Plan establishes the War Housing Center as the agency through whose efforts occupancy of this volume of housing is assured to in-migrants. The degree to which the War Housing Center fails to obtain this occupancy, marks the degree to which it has failed in its purpose.

.02 Core of Operations The core of War Housing Center operations is a complete file of listings of available dwelling units and rooms. As will be shown hereafter, arrangements have been made at national and regional levels for either the direct listing, or the transfer of information prerequisite to the listing, of all new or converted units to become available for initial occupancy. It will be the responsibility of the War Housing Center Manager and his staff to exercise the initiative necessary to produce the listing of available rooms and dwelling units in existing shelter. It is their prime task. It is not an easy task. If normal processes were sufficient to secure the amount of shelter in existing structures, required by the program, there would be little justification for the establishment of a War Housing Center in most areas. It is not sufficient for the Manager to sit back and wait for listings to come in. He must get busy and develop them. Positive and ingenious methods are necessary if the program is to be met and the war effort not impeded. Each eligible applicant not provided with suitable shelter is a mark against the effectiveness of the Center.

SECTION 52. PRINCIPLES OF SELECTION AMONG MEANS OF OBTAINING LISTINGS

.01 General Since the prime responsibility of the War Housing Center is to obtain all possible listings for eligible war workers, every possible means of obtaining such listings should be explored. In many instances, the methods necessary are not easy to apply and will not always prove productive; however, those methods which seem at all feasible should be effectively developed and thoroughly carried through.

Attention should be directed chiefly to those means which will produce the greatest number of units in relation to the time consumed in their solicitation.

.02 Pre-establishing Campaign Goals While in establishing the files the campaign may be general, later efforts may be concentrated on stimulating the listing of certain types of units, or in seeking listings in those areas where the program has indicated the need is greatest. Although the War Housing Center can generally use any type of accommodations made available, campaigns will be more effective if a definite goal is established in the light of program needs, and both the media chosen and the special emphasis of the campaign directed towards achieving only that goal. A little extra effort on the part of the Manager and his staff in promoting suitable listings will often result in a great deal of convenience and satisfaction to the tenants. An obvious example is the fact that, except under unusual circumstances, the city-wide supply of room listings is usually adequate to meet normal needs, and as a consequence it will be necessary to solicit rooms (preferably in sections near the war plants) only when there is an expected influx of workers sufficient to exhaust the normal supply. However, extra rooms should not be solicited for a need which is not likely to materialize immediately. The reason for this is that many people who normally do not share their homes with others may be willing to rent rooms to war workers for patriotic reasons, and their cooperation would be lost and the program thereby jeopardized if their assistance is requested and then not used. Similarly, those formulating the campaign should bear in mind such factors as the location of the need (i.e., within commuting distance of certain war plants), the rental range (based on what the immediately expected in-migrants can pay), and the expected peak date of the in-migration. The size of the dwelling units and the presence or absence of furniture therein, also play a part since the type and sources of in-migration are constantly changing.

.03 Importance of Early Listings In choosing means of obtaining listings, special emphasis should be placed on those means which make possible the listing of property before it becomes vacant. In a tight housing market, quarters seldom remain vacant long and if the Center expects to make listings it should seek early listings and make immediate referrals.

The purposes of the preceding remarks have been to indicate the importance of an adequate supply of listings and to enumerate some of the principles for selecting the means of obtaining listings. The balance of this section will first consider a few of the many ways in which listings at the Center may be stimulated, and will then explore the methods for developing the fullest use of existing housing resources.

SECTION 53. MEANS OF OBTAINING LISTINGS

.01 Local Customs Affect Means Used While the following paragraphs

take up a few of the most useful means of stimulating listings at the War Housing Center, other methods will occur to the War Housing Center Manager. No ideal program suitable for automatic application to any locality can be recommended, for those methods most productive of listings in one locality may prove of little effect in another.

.02 Voluntary Listing The publicity attendant to the opening of the War Housing Center will, in itself, produce some listings. If the Center gives effective service in referring applicants, the same landlords will probably list other units subsequently becoming available, or re-list rented properties for reoccupancy. If the offices of the War Housing Center are suitably and centrally located, and their existence at this location identified by signs, passers-by may be stimulated to list their accommodations.

.03 Incorporating Other Local Housing Registries A multiplicity of housing registries usually gives rise to confusion and duplication of effort. Prior to the opening of any War Housing Center, the Regional Representative will usually have made tactful efforts to obtain the voluntary consolidation of other local registry offices with the War Housing Center. It should be understood by all parties to the consolidation that the regulations of the National Housing Agency will be followed. It is normally unnecessary to transcribe the data from the cards of any earlier registries to those of the War Housing Center. The two sets of cards can be inter-filed and, under ordinary circumstances, the system will become unified merely by recording new listings on WHC forms. Where separate registries are to be maintained by such agencies as the USO-Traveller's Aid, arrangements should be made to avoid competition for listings. Where the room supply is adequate, the WHC may supply this agency with lists of available rooms not needed by war workers.

.04 Publicity The means described above will not - at least in the case of a newly opened office - alone produce an adequate supply of listings. The Homes Use program must be "sold" to the community as a part of the national war effort and - because the public memory is short - resold over and over again by continuing publicity. As the public becomes aware that there is, within the community, a special agency which is operating a centralized home listing and referral service for war workers, local response is apt to be generous. This is especially true if the public understands that the service is free to both lister and applicant. The most effective and easily available publicity media are newspaper articles and advertisements, radio announcements, movie trailers, and speeches or announcements to local community groups. Plans for a general campaign employing these and other publicity means will be found in Chapter 9.

Publicity may be used not only as an instrument to acquaint the public with the general advantages of using the War Housing Center but also in campaigns to achieve special purposes or obtain a special type of listing. In addition to the usual means, managers have, for

example, encouraged department stores to set up sample rooms of inexpensive furniture in their show windows with placards advertising both the War Housing Center and a campaign to encourage small families to share their large homes with the families of war workers. Stories in war plant house organs, and posters prepared in high school art class prize contests could form part of a campaign to persuade workers traveling long distances daily to work in a specific plant to exchange homes, through the War Housing Center, with similarly dislocated workers in another plant. Talks before legal groups, publicity in trade journals, etc., have brought onto the market "out of the ordinary" dwelling units, such as properties held by estates or for other reasons held for a future market. Where the unheralded arrival of a special group of workers created a crisis in one locality, the War Housing Center Manager secured a sufficient number of room listings in homes near the plant by the use of news items and broadcasts coupled with human interest stories.

In general, publicity will be the lifeblood of any campaign, the media should be adapted to the specific problem, and only the ingenuity of the staff will limit the methods which can be used.

.05 Real Estate Brokerage Facilities Among the largest potential sources of listings are real estate brokers and managers. It should be thoroughly understood by all parties that the War Housing Center is a supplement to, rather than a competitor of, the real estate broker. Applicants for any accommodations listed at the War Housing Center by a broker will be referred to the broker personally or to his office, and not directly to the property. The realtor, and not the War Housing Center, determines the suitability of the prospective tenant, and arranges for the completion of the lease on behalf of the owner. In a tight housing market it is the responsibility of the War Housing Center to see that as many as possible of the few available housing units are occupied by essential in-migrant war workers. Listings are thus a means to proper placement. By making available to the Center a copy of all his current listings, the realtor not only carries out his obligation to his client but also helps to house those civilians who are contributing most significantly to the war effort. Although an occasional landlord may prefer to list vacancies with the War Housing Center rather than with a broker, the services of the two are different and the Center as a rule receives directly only those properties which normally would never be listed with a broker. It is in keeping with the policy of the National Housing Agency that government should assist and not compete with private enterprise.

To obtain the cooperation of real estate brokers and managers, it is desirable to work first through their professional organizations and then with the agents representing larger holdings. Usually a representative of the real estate board will be on the War Housing Committee. He and the manager can present the local housing problem to the Board, solicit their endorsement of the WHC operation, and obtain from as many members as possible an agreement that units will be listed

at the Center. Individual brokers, and the property managers or representatives of such large property owners as banks, insurance companies, or building and loan associations should also be interviewed (personally in the first instance and by phone or letter periodically thereafter). One War Housing Center Manager has prepared a list of such landlords; and each day during the slack period of office operations one twelfth of the names on this list are called and listings taken over the phone. In this way each broker is called every two weeks and the list is kept up to date by eliminating those who, over a period of 6 weeks, fail to submit any listings. In other areas, a simple list form showing the address, the type of structure and size of unit, the rental and the preferences (if any are stated by the owner) is mailed with a franked return envelope to cooperating brokers and agents. A standard form for this purpose is under consideration in the national office. In all cases of quarters listed by brokers it should be remembered that:

a. An eligible applicant should be referred to the listed accommodations as soon as possible, as they are not apt to remain vacant long.

b. Employees of the Center should scrupulously live up to the agreement to refer applicants to the agent rather than to the property.

.06 Listing Surveys When the War Housing Center is first established, or when the supply of listings is low in relation to the expected number of applicants, it may be desirable to consider the possibilities of a house-to-house canvass to secure additional listings. Various means are available for making such a survey. NHA Regulation 30-4 transmitted a Manual entitled Technique for Conducting a War Housing Listing Survey which gives detailed instructions for the conduct of every phase of the work. While especially suited for use in connection with the block organization of the local Civilian Defense Council, it is equally adaptable for use by other types of volunteer organizations. After the Survey, trained and experienced volunteers may sometimes be counted upon to serve as permanent listers reporting by phone all prospective vacancies occurring in their neighborhoods.

Simple surveys have been made by mail carriers and policemen who note and report such vacancies as they observe in the course of their work. Approval for the use of mail carriers for this purpose must be obtained locally, because the Postmaster General prefers to leave such matters to the discretion of local postmasters.

SECTION 54. LISTING OF WAR HOUSING

.01 Cooperation with Constituent Agencies Arrangements have been made, at a national level, with the constituent agencies of NHA for the listing, or for the submission of data prerequisite to the listing, of all types of war housing coming on the market. While the occupancy

managers of converted and new public housing are required to list the units under their control at the War Housing Center, the listing of private new or converted units is not specifically required, and the proportion of these listed at the Center will depend on the initiative and ability of the Center Manager. Even where listing at the Center is required it should be fully understood that for no type of property does the Center actually select the tenant. The Center merely refers to the property manager eligible applicants from whom the tenant may be selected. Only in the case of public conversions is it assumed that the tenant must always be selected from the applicants thus referred. The pertinent document numbers, and the nature of the arrangements made with the several constituent agencies are described immediately below.

a. NHA Memorandum 30-13 describes the agreement between NHA and the Federal Housing Administration by which the field offices of the latter agency are to notify War Housing Centers of the issuance of a CMP-H-1 for any private new or converted units. The FHA's instructions to its field offices are contained in its letter PR-173 dated April 8, 1943.^{1/} It is the duty of the Regional Representative of the Office of the Administrator to advise the FHA field office of the establishment of a new War Housing Center if there is a private conversion or new construction quota in the locality. As CMP-H-1's are issued against this quota, the FHA field office sends the War Housing Center a form letter (see attachment No. 4 of FHA letter PR-173) giving for each approved application the name and address of the applicant, the number and date of the Preference Rating Order, P-55-b, the address of the property, and a schedule indicating the type of structure, the average floor area per accommodation, and the number of accommodations authorized for construction. Working arrangements have occasionally been made with the FHA in various regions and localities to supplement this information. It is the duty of the War Housing Center Manager to contact each owner, and to obtain from them any additional information necessary for a description of each unit, as well as permission to list the property.

b. NHA General Order 30-9 covers the procedure by which the HOLC lists publicly converted units with the War Housing Center by providing the Center with a completed copy of Form US-NHA 476: "Management Listing of NHA Properties". This notice covers race restriction, and approximate completion date of the conversion; the owner's name and address; and the address, number of rooms and bedrooms, facilities, and monthly rental of each unit. Provision is also made in General Order 30-9 for the contract management broker to notify the Center when any units are about to become available for occupancy or reoccupancy. The HOLC's instructions to its property management representatives in this latter connection will be found in paragraph 5 of a communication issued by HOLC's regional office at New York, dated June 23, 1943 and known as "ARM Bulletin A-102".

^{1/} Processing of applications for controlled materials allotment and preference rating for construction and facilities, Form CMP-H-1

c. An FPHA circular dated April 20, 1943 entitled "Listing of Public Housing Project Units in War Housing Centers", and forming part of its Management Staff Manual, directs the Regional Director of the Federal Public Housing Authority (and local authorities) to provide the War Housing Center with a description of the accommodations in each public housing project completed, under construction, or programmed. The information thus submitted will include a schedule of units by number of rooms and by rent; conditions of eligibility for occupancy, and (for projects under construction) the date when applications will be acceptable. Similar reports will be submitted promptly on units in public projects in which vacancies occur.

SECTION 55. MISCELLANEOUS SOURCES OF LISTINGS

.01 General In addition to the principal sources of listings named above, other sources exist which, if utilized, may prove quite effective. The value of the sources discussed below will depend to a large degree upon the ability of the Manager and the Committee to solicit and obtain effective cooperation from local agencies and firms.

a. Lists of drafted persons In a number of localities, arrangements have been made on a local level to provide the War Housing Center with a list of persons drafted under the Selective Service Act. These lists may contain the names of all persons drafted, or they may, for reasons of military security, contain only the names of married men. In all cases, such lists are to be considered confidential. Where addresses are also given, a tactful letter may be sent to the draftee soliciting the listing of his home in the war effort in the event it will no longer be occupied by his family. While it has not been possible to obtain the systematic submission of these lists in all localities, the potential volume of the listings which could thus be obtained is considerable. Possibly 60% of the men drafted during the 1943 calendar year are married men. Pilot studies would indicate that, for the United States as a whole, 25% or more of the married men drafted from war production areas will either release their dwelling units entirely, or will share their homes with other families during the 1944 fiscal year. Because at least 50% of these accommodations should become available for immigrant war workers, the War Housing Center Manager would have a real incentive for determining whether lists of local draftees can be obtained from the Selective Service Boards. Under any circumstances, it is unlikely from these causes that a situation will exist in any War Housing Center locality where there are no units in existing structures becoming available.

b. Utility companies In some communities arrangements have been made with utility companies by which the War Housing Center is given early information on the name of the owner and the address of the property in cases of meter closings and openings. This is helpful in two ways: the "disconnects" often reveal the movement of persons out of a dwelling unit and the "connects" reveal that a listed property is no longer available.

c. Moving companies Moving companies are another important

source of information on the availability of housing accommodations, and they may be induced to provide the War Housing Center with the names, addresses, and telephone numbers of persons who are about to move. In general, these persons may be called on the telephone and full information obtained in a friendly conversation. Where the person cannot be contacted by telephone, or by a personal visit at his residence, the information necessary to listing may be requested in a letter. The letter should include a suggestion that the request be forwarded to the property owner or manager if the addressee is a tenant.

d. Milkmen, postmen, and newspaper carriers These persons are often willing to cooperate by advising the Center whenever they learn that a unit will soon be available. However, this means is not too successful as the unit is often re-rented before its availability becomes generally known.

e. Local organizations Perhaps one of the most useful ways to insure a continuing flow of listings to the War Housing Center is to secure the support of various organized groups. If these groups are convinced of the importance of the housing job in the war program, the individual members may pledge themselves to report to the Center any units whose prospective availability comes to their attention. An appeal for such assistance should be made not only to citizens' groups but to religious organizations, to workers in war plants, and to trade and professional associations. An opening approach to many of these groups has already been provided through the establishment of friendly working relations with their national headquarters, by the Homes Use Service. Examples of these arrangements will be found in WHS Memoranda 30-14, 30-17, 30-18, 30-20, 30-21, 30-27, 30-30, and 30-31.

f. Local employers Some war plants have cooperated with the Center in two ways: by organizing house-listing drives among employees, and by having their separation interviewers suggest to departing employees the desirability of listing, at the Center, any suitable accommodations they are about to vacate. Finally, workers for whom the Center finds accommodations should be invited to reciprocate by advising the Center immediately in case they hear of any other available vacancies.

g. Telephone solicitation In emergencies and especially where only rooms are needed, volunteers have divided up the telephone book and called all persons listed whose exchange numbers show that they reside in the areas in which rooms are desired. In many communities in the Pacific Northwest, volunteers have performed this work in their own homes.

h. War boards Some War Housing Centers have had close operating agreements with the authorities of War Price and Rationing Boards whereby the Center is notified when persons apply for extra gasoline to be used in moving out of town. In other cases, the local rent-control authorities have supplied information concerning units which, for one reason or another, become available.

i. Canvassing of newspaper classified-advertisers prohibited

It must be frankly admitted that the free listing service offered by the War Housing Center is unlikely to stimulate the use of newspaper classified advertising space by property owners. To reduce direct competition, if any, between the War Housing Center and local newspapers, and to insure continued active support from newspapers in various War Housing Center campaigns, it is the policy of the Homes Use Service that War Housing Centers are not to canvass persons advertising dwelling units for rent or for sale in newspapers.

SECTION 56. DEVELOPING EXISTING HOUSING RESOURCES

.01 Expanding the Available Housing Supply The main function of the War Housing Center is developing a file of available listings and filling the listed accommodations with eligible applicants. Next in importance is the intensive development of existing housing resources both in making as much housing as possible available by a variety of means to be described hereafter, and in endeavoring to persuade landlords whose accommodations are not listed at the Center to hold it voluntarily for in-migrant war workers only. If all housing becoming available were voluntarily reserved for eligible war workers there would be no need for the registry functions of the Center. Occupancy control of homes is a subject which the American people would not want to contemplate, even though men are being drafted into the armed forces and have to give their lives in battle, and although other forms of property are being taken over. It is up to the Center, therefore, to make the locality realize the importance of voluntarily and patriotically making full use of the existing housing supply, particularly in making it available to those who make the tools of war. In this program, all owners or managers of available or latent housing space may serve, whether or not they choose to list their accommodations at the Center.

.02 Voluntary Reservation for In-Migrant Civilian War Workers In most localities, the largest part of the housing becoming available from various sources will not be reserved for in-migrant war workers as defined in General Order 60-1B. Not only is the occupancy of pre-war housing uncontrolled, but also the tenancy of units privately created under priorities assistance applied for prior to February 10, 1943 is not limited to in-migrant civilian war workers. Since the voluntary reservation program obviously should be directed more at the units which will, from time to time, become vacant than at the much smaller number now vacant, the program should take the form of a well planned long term campaign of public education. This campaign should seek two broad goals. The first is a general public understanding and acceptance of the necessity for, and purpose of, the voluntary reservation program. Those for whom housing is not reserved have a right to know why they are not eligible. The second is, an understanding and acceptance of the program by those who control the bulk of the housing to become available.

a. General campaign The general campaign should naturally take advantage of all publicity media available. The Promotional Plan

to Assist in Solving War Housing Problem in Critical Communities not only presents a plan for the use of these media but many of the texts provided are so worded as to emphasize the importance of voluntary reservation. Should a supplementary campaign covering the single purpose of voluntary reservation be deemed desirable, the Regional Representative should approve the plans, and concur in their timing and scope. It is of particular importance that the decision of the Regional Representative be followed with regard to the voluntary reservation of accommodations other than dwelling units because, as seen before, the supply of room accommodations is normally adequate. The War Housing Committee's advice should be sought and used, and its endorsement of any campaign made known to the community. Special importance should be given in the publicity to the use of the War Worker's Housing Referral card (Form NHA 30-34) and to the Certificate of Merit. Because the "V" card (the Referral Card) is used to identify essential in-migrants in search of housing, the attention of the community can be centered on that card in publicizing the voluntary reservation program. The publicity should point out that, whether or not an owner has listed his property at the War Housing Center, he may refer any prospective tenant to the Center for a determination of eligibility in line with war time needs. The Certificate of Merit, illustrated in the Promotional Plan, is a window display card which is given to families sharing their homes with war workers. With proper publicity, the desire to earn and display this certificate may provide additional inducement to cooperate. Some War Housing Centers conducting voluntary reservation campaigns have found that letters explaining the need and the proposed solution, and either distributed to school children or printed on thin paper and included with the bills sent by utility companies, have produced valuable results. Essay and poster contests have also been useful. One War Housing Center Manager persuaded newspapers to print, without charge, the words "Only eligible in-migrant war workers need apply" in "for rent and for sale" classified ads where the advertiser's permission could be obtained.

b. Appeals to special groups Personal appeals to groups controlling large blocks of property will do much to further a campaign for the voluntary reservation of housing accommodations. Builder-owners, property managers, realtors, and institutions conducting large-scale housing operations will often cooperate when they understand the importance of the voluntary reservation program to the war effort, even though some firms may use the War Housing Center for no other purpose than to determine the eligibility of applicants. For example, a builder having a priority for which he applied prior to February 10, 1943, may be persuaded to take advantage of the broader definition of an eligible (i.e., an indispensable in-migrant civilian) war worker contained in NHA General Order 60-1B. By the terms of General Orders 60-2A and 60-3B the builder is permitted to sell to a tenant-occupant qualifying under this definition, after two months occupancy by such tenant, provided the builder accepts the corresponding obligation of abiding by the other provisions of this series of General Orders. Should any property owners fear the possibility that their community will be overloaded with war housing in the post-war period,

it may be possible to secure their personal interest and cooperation in the voluntary reservation plan by showing how it may reduce the need for new war housing construction. Because of conflicting interests in the community concerning this point, however, an appeal to this type of interest should be made only with considerable care.

.03 General Policy on In and Out-migration Previous sections have discussed the importance of obtaining listings of dwelling units for war workers and of reserving these vacancies, as far as possible, for eligible applicants only. In addition, the possibility should not be overlooked that much housing space can be conserved for war use if unessential in-migration can be discouraged, and if residents whose presence in critical production areas is not essential to the successful conduct of the war, voluntarily out-migrate temporarily. The problems of in-migration are difficult and any plans for campaigns in either field should be made only with the knowledge and approval of the Regional Representative.

.04 Discouraging In-migration In some areas a serious problem has arisen from the absorption of dwellings by in-migrants who have come into the community for purposes other than to engage in war activities, or to engage in activities which can be performed just as well in another locality. Where a substantial number of dwellings are being absorbed by this group, there may be certain methods by which the War Housing Center can reduce the loss of dwelling space for war housing purposes. However, the most effective methods for discouraging unnecessary in-migration in the war areas are national in character, and are pointed at checking this movement at the source. A number of federal agencies, such as the Office of Defense Transportation and the War Manpower Commission, are working toward this end. In addition, arrangements are being made with national non-governmental organizations to carry articles in their magazines and otherwise to inform members of the disadvantages of moving into the war areas for purposes other than participation in war work. However, local War Housing Committees can be helpful in judging the extent of in-migrancy of non-war workers and in taking steps to reduce the movement. One device for accomplishing this is to encourage property owners to sell or rent their dwellings only to essential war workers. If the non-war workers find it difficult to obtain housing, they will be less likely to move into the community.

a. Arrangements with the military In localities where the housing problem is aggravated by an in-migration of families of uniformed personnel, much has been done by agreements with the commanding officer that all incoming personnel will be ordered, in the interests of war production, not to bring their families to the area. Even though such families as do come in may now be referred to certain types of units, these agreements have been the means of saving hundreds of units in critical areas.

b. Curtailing volume of temporary visitors Members of the War Housing Committee may be requested to explain to the organizations with which they are separately affiliated that conventions or other

gatherings which might attract visitors from outside the city should not be held during the war. Similarly, critical localities which were formerly tourist or health centers should, during the war emergency, discourage the presence of vacationists, etc. who would take quarters needed for war workers.

c. Avoiding adverse effect on essential labor Care should be taken, however, that no program to discourage the in-migration of non-war workers is carried so far that essential workers seeking war jobs will not come into the community.

From time to time the advice of the War Housing Center Manager will undoubtedly be sought by the Regional Representative, by other agencies of the government, by plant managers, etc., on the possibility of housing a certain type of in-migrant, such as women welders, Negro mechanics, relocated Japanese, etc. So far as possible, he should be prepared to anticipate such demands, and to have the desired information readily available.

.05 Encouraging Out-migration A voluntary out-migration campaign may be defined as a campaign intended to induce individuals and, especially, families who are not now, and who probably will not be, essentially employed in the war effort, to move temporarily to other areas which have a surplus of housing. Except in one or two instances out-migration campaigns have not been very successful and it is believed they should be undertaken only as a last resort.

a. Preliminary considerations As a general rule, an out-migration campaign should be considered only in those communities which now contain a substantial number of persons who are not employed in war activities and who are not likely to enter such work. The most likely prospects for out-migration are the families of absent members of the armed forces, retired persons, pensioners, and families receiving public assistance. Before undertaking a campaign, careful estimates should be made of the kind and amount of housing likely to be released, as opposed to the cost of the out-migration effort and any community antagonism which might be aroused. Consideration should also be given to the attractiveness of the proposed reception locality to the out-migrants, the availability there of an adequate supply of suitable housing, and the cost of transportation between the two points. Finally, a campaign of this type should be undertaken only with the approval of the Regional Representative and when there is every reason to be sure that it will receive community support both in the critical locality and in the reception community. Although the campaign may be publicly endorsed by the War Housing Committee, it should be sponsored originally by one or more local organizations, such as the Defense Council or the Chamber of Commerce, in both communities.

b. Discovering reception localities While a large portion of the labor composing the national migration to war production localities has originated in rural areas, there are nevertheless a considerable number of cities and towns where the absence of war industry and the

effect of the draft has resulted in a large number of dwelling vacancies. Besides the Census reports on areas of population decline, 1/ state-wide and local Chambers of Commerce, banks, and real estate boards are useful sources of information on current vacancy rates in non-critical areas. In at least two states such agencies issue periodic reports on vacancies in non-critical areas coupled with descriptions of attractions in these areas as a means of stimulating out-migration campaigns.

c. Promotion The out-migration campaign will not be a success without adequate publicity. While for obvious reasons publicity copy for the campaign should emanate from the reception community in the forms of an invitation to settle there, endorsements of the plan should nevertheless be made by community leaders and civic organizations in the critical locality from which out-migration is desired. Newspaper editorials presenting the problem and the logical nature of the solution should be supplemented by human interest news items concerning the out-migrants. The material presented should include full information concerning the reception locality and the cost of living there. A travel bureau sponsored by the reception community should be set up in or near the War Housing Center in the critical locality and all out-migrating persons urged to list their housing at the Center. In the reception locality, a welcoming committee should be established and all persons moving there as a result of the out-migration program should be welcomed and introduced to the various facilities of the community.

d. Pitfalls An out-migration campaign is likely to succeed only where it is strongly supported in both localities. It should not be undertaken otherwise. The reception community should not be too dissimilar to, nor too far away from, the locality to be quitted, but rather, like Santa Cruz in relation to the Bay Area of California, within week-end commuting distance. The text of the publicity, even though pointed toward special groups, should never refer to them by name nor apply to them such terms as "unessentials". The campaign will need to be tailor-made to fit each community, but in all cases the voluntary aspect of out-migration should be strictly emphasized.

.06 Other Means of Developing Existing Resources Full use of all housing in critical areas is necessary to the success of the war housing program. Up to the point where war production is in fact impeded, by the resulting inefficiency of the workers, this may even mean crowding,

1/ Census release "Series P-3, No. 37", dated August 24, 1943, for example, gives preliminary estimates of the Civilian Population of Metropolitan Counties, March 1, 1943. These figures (based on registrations for War Ration Book Two) are compared with the U. S. Census estimates of the civilian population of April 1, 1940, and the percentage of population growth or decline is then given for each county.

doubling up, and other efforts of lowered housing standards which would not be tolerated in time of peace. Some vacant units which might ordinarily be unmarketable will be listed and rented, although the War Housing Center should, if possible, persuade the owner to avail himself of the opportunities to repair such structures and make them more liveable. The public and private conversion programs (discussed in Chapter 7 of this manual) provide methods for producing additional housing without an appreciable expenditure of critical materials. The War Housing Center Manager should be on the lookout also for vacant hotels, dormitories, clubs, and lodges which can be made into housing units after little or no remodeling. The police, fire departments, or local insurance brokers may be in a position to provide the addresses of houses which are owned by out-of-town residents, or which are boarded up and are unused. Other ways by which the existing supply of listings may be increased, include "Share-the-home" campaigns, and the extension of commuting areas.

a. "Share-the-Home" campaigns A large part of the text of the Promotional Plan to Assist in Solving War Housing Problem in Critical Communities is devoted to the "Share-the-Home" campaign. Small families occupying spacious quarters are encouraged to share their homes with war workers' families. In such cases, the families of the host and the guest arrange for mutually suitable hours for using the kitchen, the laundry, and sometimes the common (or living) rooms. A "Share-the-Home" campaign may be conducted in suitable areas and where harmonious adjustments between families may be expected. The campaign should educate both the householders and the in-migrants concerning the advantages of this type of housekeeping. Perhaps the most effective publicity will be "human interest" stories concerning families who are sharing homes in this manner. Sometimes the home economics departments of the newspapers will publish a series of articles or conduct a series of classes on solving the special problems inherent in this type of living. The OPA has cooperated by making exemptions to some of the eviction processes of the rent regulation in favor of families sharing their homes with both single persons and families. In this connection, see NHA Memoranda 30-6 and 30-26.

b. Extension of commuting areas Ordinarily, the war housing program for any locality has contemplated the use of all housing within present or potential commuting distance. The Manager may be able however, by working through the War Housing Committee, to secure the further extension of these areas. While ordinarily the plans should be worked out with local transportation companies, the possibility of organizing car pools to nearby towns should not be overlooked if such towns have available housing.

SECTION 57. HANDLING OF LISTINGS

.01 Courtesy Essential Appreciation should be expressed immediately for all listings received. This is true whether the owner calls in person or by phone, or provides information on a simple listing form. In the latter case, a brief postal card acknowledgement will suffice. Real estate brokers

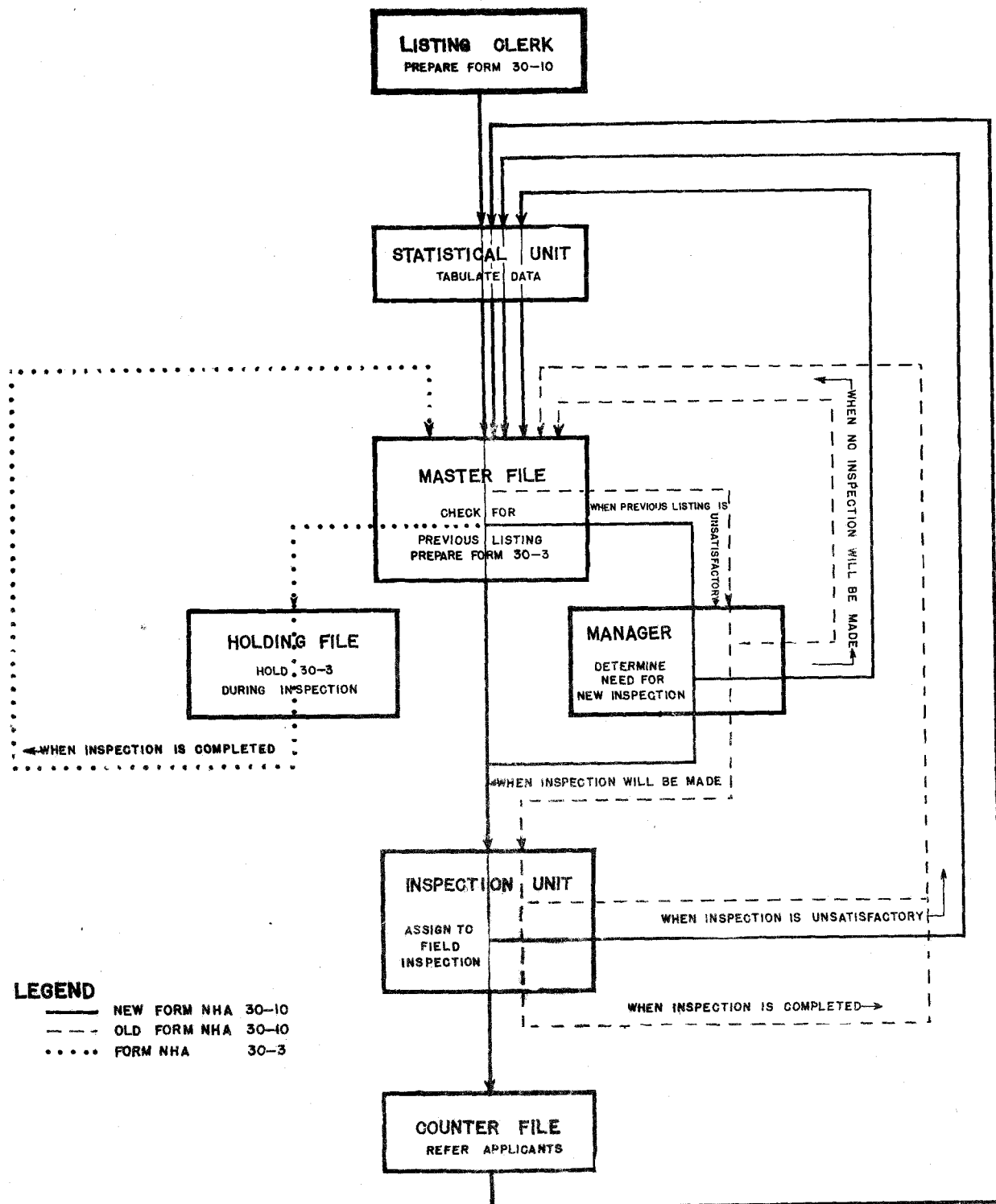
should be assured that the applicants will be referred directly to them and not to the property. Many residents in critical areas who have never previously opened their homes to paying guests may respond to patriotic appeals by listing rooms for war workers. Employees of the War Housing Center should express appreciation of these patriotic gestures, and should bear in mind that these people have a different attitude toward the listings than do operators of commercial rooming houses. In all cases during the listing process, the description of the property should be recorded as rapidly as possible, and in an orderly fashion. Listers should be informed honestly about how soon, in the light of existing applications and present workload, it is likely that an applicant will be sent out to see the accommodations. If an inspection by the War Housing Center is required before referral, the lister should be so advised, and the fact that such inspection is for his benefit as well as that of the applicant should be explained.

.02 Routing of The Cards Sections 2 through 5 of NHA Regulation 30-1A describe in detail the procedure for recording the listing on cards, and for routing the cards through a number of steps to the Counter file. These steps are illustrated in the flow chart on the following page. Section 14 of the same Regulation describes the purpose of each file maintained by the War Housing Registry and the filing order of the cards in each file. This Regulation seeks to describe the ideal organization of operations in a medium-to-large size Center. While operations in the largest cities will naturally be more complex, Managers in the smaller Centers will probably find it possible, at first, to eliminate some operations. Because the operations described are logical, however, it is believed that most of these smaller Centers will eventually parallel the detailed procedure described, even if the separate steps are not formally titled. If operations are conducted efficiently, the files will be immediately available for the use for which they were designed.

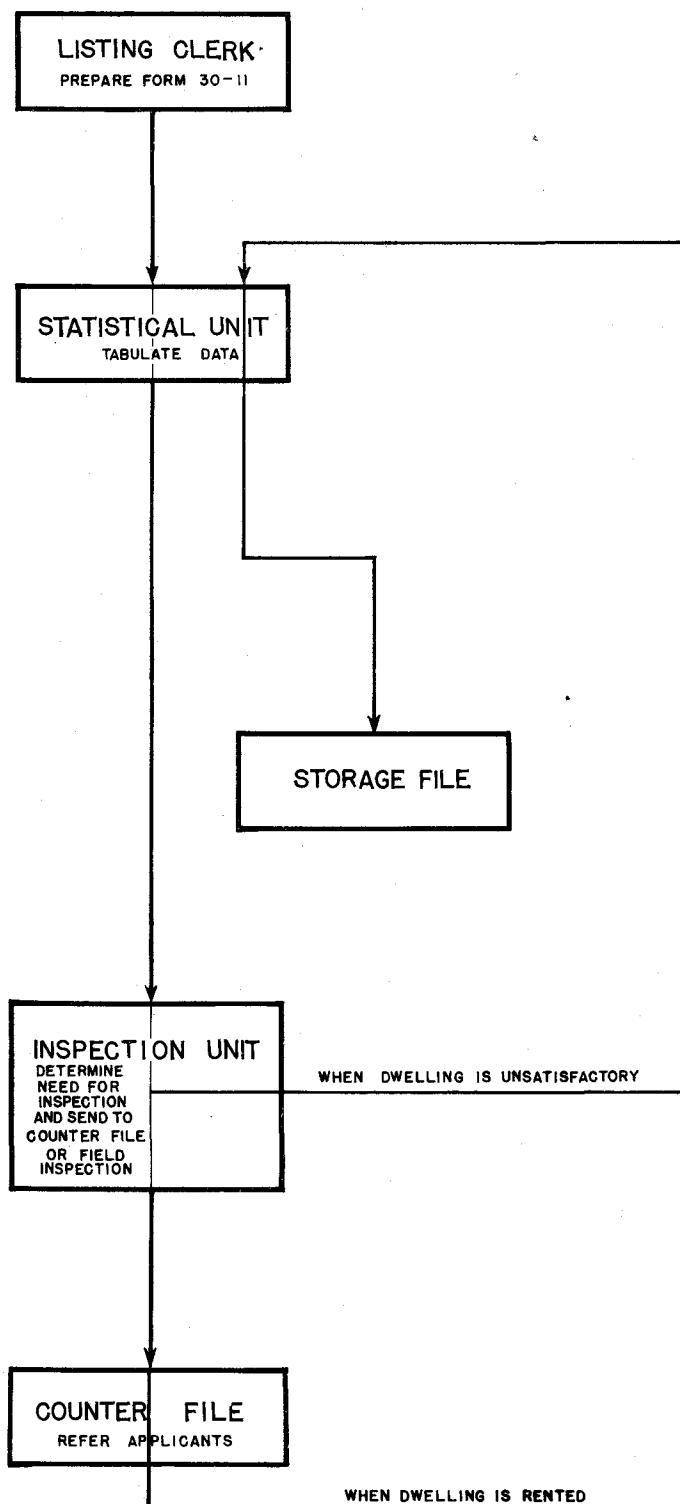
SECTION 58. INSPECTION OF LISTINGS

.01 Purpose One item in the handling of listings requires special treatment here. This is the inspection process. While the exigencies of wartime living have reduced housing standards considerably, the inspection of listed accommodations is necessary under certain conditions to assure a reasonable minimum of safety to health and morale. It protects the war worker, the War Housing Center, and the property owner. An inspection manual for use in War Housing Centers is now being prepared. It will describe the laying out of areas in which inspections should or should not be made, the training of inspectors, the handling of inspection report cards, and the minimum standards to be applied. It will be necessary for each Manager and War Housing Committee to review these standards in the light of local health conditions, zoning, and police ordinances with a view to possible revision of the standards. One problem is the difficulty of obtaining a suitable inspection staff. In this connection, NHA Memorandum 30-28, on Volunteer Service in War Housing Centers, should be consulted for suggestions for obtaining local participation. It is not

FLOW CHART ROOM LISTING FORM NHA 30-10



FLOW CHART DWELLING UNIT LISTING FORM NHA 30-II



expected that the inspection staff will be paid with federal funds. Should the need exist, however, a request may be made describing the volume of required work and a detailed account of the steps taken in an attempt to secure volunteer assistance.

.02 Dwelling Units As a matter of policy, it is recognized that not all dwelling units can be inspected. However, it is suggested that listings located in sections of the city which are generally considered undesirable (or where the rent asked, or the description of the property, indicates unsatisfactory conditions) should be inspected before referral is made. When applicants report back to the Center that they have been referred to undesirable dwellings, the accommodations in question should be inspected before further referrals are made. To prevent repetitious inspection, the cards representing undesirable units should be kept in a file and complaints checked against this file before inspections are ordered. Owners of property not meeting minimum standards should be informed quite frankly but tactfully why no referrals can be made unless and until the unsatisfactory conditions are corrected. At the same time, the promise should be given that the premises will be reinspected later, and listed immediately if conditions warrant. Staffs for dwelling inspection may sometimes be drawn from the local building, fire, or health departments or might be obtained on a volunteer basis through some professional group or through the local Defense Council.

.03 Rooms The only accommodations, the inspection of which is required, are rooms, not already favorably known to the War Housing Center staff, which are listed for women occupants. Even this inspection, however, will be limited to that number of rooms required to meet the estimated immediate demand, and these will generally be selected from listings located nearest the war plants. With the single exception noted, women will not be referred to rooms which have not been inspected. Rooms for men may be inspected when the neighborhood in which they are located is believed to be unsatisfactory or when the description given of the accommodations indicates that an inspection would be desirable. To avoid waste of effort and any possibility of unfavorable reaction on the part of the owner, additional inspections should not be made if the supply of rooms already available is adequate to meet known needs. On the other hand, in localities where the demand is great and the inspection of all units is impossible, it is desirable to concentrate first on rooms in those districts and in those structures which are not required to abide by any local commercial rooming house laws. The results of all inspections, whether of rooms or dwelling units should be recorded in the field on the appropriate listing form (Forms NHA 30-10 and 30-11). It will not ordinarily be possible to have room inspections made by the professional staffs mentioned in the preceding paragraphs. The Council of Social Agencies, the County Welfare Department, or womens' groups are generally called upon for this type of work.

CHAPTER 6. APPLICATIONS AND REFERRALS

SECTION 61. HOUSING APPLICATIONS AND REFERRALS

.01 General The War Housing Center is established to locate housing for those civilian war workers whose in-migration is essential to the war effort. Its availability for this service should be made known to such people. All applicants at the War Housing Center should be treated courteously and their problems handled efficiently. Only eligible applicants should be referred to available accommodations. The properties to which they are referred should be suitable and in keeping with the principle of full use of available facilities. These general statements are elaborated below.

.02 Publicizing the War Housing Center If the War Housing Center is to serve those for whom it was established, its service should be advertised in those places where the in-migrant workers, as strangers, will see the announcement. Posters can be printed (not at federal expense, however) or prepared in art classes, and displayed in the war plants on the locality list, in appropriate labor union offices, railroad and bus stations, at the Travellers Aid booth, and at the local office of the USES or the War Manpower Commission. Signs should be erected on the principal highways entering the locality. Policemen, counter clerks in newspaper offices, Chamber of Commerce information officers, and others to whom strangers address requests for housing information should be fully advised of the services offered by the Center. Employment officers at war plants should advise essential in-migrants to seek the assistance of the Center in obtaining accommodations. Finally, the Center itself, if properly identified by signs and situated in a central location, will attract applicants. Under present conditions, however, the selection of a location for the Center should be governed by a consideration of the ease with which listings may be obtained, rather than by a regard for the ease with which the Center can be found by eligible applicants. The reason for this is that while unhoused workers must find the Center, landlords are under no obligation to provide the Center with listings unless they choose to do so.

.03 Handling of Applicants While the value of the War Housing Center to war workers will be measured primarily in terms of its results in obtaining living accommodations for them, the courteous and efficient treatment which they receive at the Center will weigh heavily in determining their opinion of the service received. The following suggestions, if followed, will contribute to good service:

a. Reception space There should be adequate reception space in the office, and chairs in which applicants may await their turn for interviews.

b. Priority Care should be taken to interview applicants in the order in which they first appear at the counter.

c. Courtesy Applicants should be given courteous and considerate treatment at all times. Because of the urgent nature of their needs, they will be quick to notice, and be discouraged by, failure or inefficiency on the part of the staff. For the same reason, however, they will be apt to respond quickly to, and to remember, any understanding treatment received, even though the Center may not be able to refer them to the exact type of accommodations sought.

d. Maps A map of the city, posted either on the wall or on the counter, and which shows transportation lines, schools, churches, and shopping centers, will be most helpful. Military authorities have requested that such maps do not show the location of war plants. However, the area adjacent to any particular plant may be pointed out to the applicant in suggesting where suitable accommodations might be obtained.

e. Hours The War Housing Center should be open for certain hours in the evening or on Sunday so that it will be unnecessary for war workers to take time off from their jobs. Such arrangements may be made by staggering the hours of employees in large Centers, or by opening later on all (or alternate) days in smaller offices. Similarly, it may be possible for an employee of the Center to appear at larger war plants on specified days for the purpose of receiving applications.

f. Pamphlets Special pamphlets and bulletins can be distributed at the Center. For example, two bulletins issued in January 1943 by the Women's Bureau of the U. S. Department of Labor: Boarding Homes for Women War Workers, and Wartime Reminders to Women Who Work - The Paying Guest - The Paid Hostess are available through regional offices of the Office of the Administrator.

.04 Preparation of Application for War Housing (Form NHA 30-35) Information concerning all applicants for housing will be recorded on Form NHA 30-35. This records the application, permits determination of eligibility where required, and facilitates referral of the applicant to accommodations suited to his needs. Less information is required concerning applicants for rooms than of applicants for dwelling units, especially since the eligibility requirements apply only to the latter. The procedures for the preparation of Form NHA 30-35 are found in Section 6 of NHA Regulation 30-1A, in the one-page, unnumbered correcting memorandum effective May 19, 1943, 1/ and (for military applicants) in Section 4 of Regulation 30-1C. While it was originally contemplated that the War Housing Center interviewer would prepare Form 30-35 from data furnished by the applicant, many centers have found it necessary to have the applicant fill in all information except that having to do with the determination of eligibility. The section on eligibility is then completed by the interviewer on the basis of the applicant's statements. In order that the monthly Report of Operations

1/ Correction of Typographical Errors in NHA Regulation 30-1A and in Form NHA 30-35.

(Form NHA 14-3), will represent the actual type of demand, it will be necessary for the interviewer to see that entries in the section having to do with type of housing desired (number of bedrooms) are in line with local conditions and with the principle of full utilization. In this connection, see also Section 63 of this manual.

SECTION 62. DETERMINATION OF ELIGIBILITY

.01 General The dwelling unit listings at the War Housing Center may justifiably be regarded as part of the nation's war resources. This is a "total war" and the same materials which go into houses are needed for the tools of war. To build all the houses that a community might like to have would mean having to curtail war production by a similar amount. New construction must therefore be limited to that which cannot otherwise be avoided after all existing shelter is fully utilized in the war effort. Therefore, regardless of whether a listed dwelling was built before or during the war, it is the patriotic duty of the War Housing Center to refer to it first, war workers whose migration to the locality is essential to the successful prosecution of the war. Since the volume of migration of single persons is usually smaller than the available supply of rooms, there are only a few areas in which it is necessary to extend eligibility requirements to room applicants. The goal is to assure shelter for the required number of civilian war workers in any housing becoming available. The War Housing Center will therefore willingly determine the eligibility of any applicant referred to it by individuals, companies, or government agencies regardless of whether the units to be occupied are listed at the Center. For this reason it is necessary that War Housing Center personnel understand what General Orders cover eligibility, and how eligibility is determined.

.02 Orders Applying Eligibility The statement of policy issued jointly by the War Production Board and the National Housing Agency on April 15, 1942, ^{1/} established that the National Housing Agency would provide new housing only for war workers whose in-migration from beyond the distance of feasible transportation into localities of intensive war production activity is indispensable to augment the local labor supply to the extent necessary for securing maximum practicable war production. NHA General Order No. 60-1 and its amendments define an indispensable in-migrant civilian war worker and thus provide the basis for the application of these occupancy standards, or controls, to all types of war housing. NHA General Orders 60-2 and 60-3 and their amendments extend the provisions of 60-1 (and thus the standards of occupancy and reoccupancy) to private war housing for which application for priorities assistance was made on or after February 10, 1943. General Order No. 60-5 and its amendments similarly limit the occupancy and reoccupancy

^{1/} War Production Board and National Housing Agency Policy for War Housing (4/42 - 12/42) reproduced in Administrator's Order No. 9.

of most public war housing to indispensable in-migrant civilian war workers. NHA General Order No. 30-9 applies the same eligibility requirements to public conversions and also provides that tenants shall be selected from persons referred by the War Housing Center. NHA General No. 60-8 gives a private builder applying for priorities assistance on or after February 10, 1943 the alternatives of accepting tenants from among applicants referred by the local War Housing Center, of sending prospective tenants to the Center for eligibility determination or, finally, of himself determining eligibility (by the standards contained in the text) and then reporting compliance. An FPHA Circular titled War Housing Center Registration and Referral Procedures, dated May 14, 1943) provides that the FPHA and local authorities will accept the War Worker's Housing Referral Cards as conclusive evidence of eligibility insofar as the requirements of 60-1 are concerned. Applicants going directly to the public housing projects are not now required to first obtain a determination of eligibility at the Center although this may be arranged otherwise on a local or regional basis.

.03 Applying Eligibility Standards Except where the Regional Representative finds otherwise, eligibility procedures apply only to applicants for dwelling units. Sections 8-10 of NHA Regulation 30-1A and Section 8 of Regulation 30-1B establish the procedure whereby the Center will determine and record the eligibility of any civilian applicant either for the occupancy of war housing (in cases where prospective tenants are referred by builders) or for referral by the Center to any type of dwelling unit. Sections 3-4 of Regulation 30-1C cover the determination of the limited eligibility of military applicants. The entire process may be simplified if viewed as two tests applied to the data recorded on Form 30-35. These are:

a. Status as a "War Worker" A civilian applicant is a war worker if the firm by which he is employed appears on the locality list or is listed in Priority Classes 1-4 of Bureau of the Budget Circular #400 (amended as shown in NHA Memorandum 41-2). For purposes of housing assistance a military applicant is a war worker if either stationed or convalescent in the locality.

b. Status as an "In-migrant" Military applicants do not have to be "in-migrants" but a civilian applicant, to be eligible for assistance, must qualify both as a "war worker" and as an "in-migrant". In-migrancy most frequently arises from the fact that the worker's former residence, or that of his family, is beyond reasonable commuting distance. Unless the Regional Representative establishes other criteria, commuting distance is assumed to be reasonable if the round-trip cost is not greater than 50 cents or the normal round-trip travel time is not longer than 3 hours. As described in paragraphs (d) and (e) of Section 9.04 of Memorandum 30-1A, there are two classes of war worker

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applicants who, while not physically in-migrating to the area, are to be given equal consideration with in-migrants because they are without housing. The first of these two classes is comprised of essential war workers who are required to vacate present housing through condemnation or conversion or under OPA regulations. The second class is composed of essential war workers who have come to the locality on or subsequent to July 1, 1941 (or any subsequent date fixed by the Regional Representative), but who are currently living under substandard housing conditions.

.04 Verification and Inspection Practice varies greatly among War Housing Centers with regard to verification of an applicant's claims to eligibility. This variation results from varying local experience. As pointed out in Section 7 of Regulation No. 30-1A, positive verification of employment, occupation, and in-migrancy is not normally necessary. Written proof should be required of all persons claiming they have been evicted, and an inspection should be made of the living quarters of otherwise eligible applicants who claim to be inadequately housed. In areas where verification of eligibility is necessary, the photographic identification badges of the employing firm may be used or arrangements may be made with the employment departments of the war plants to provide their employees with identifying certificates.

.05 Delegation of Authority for Determination of Eligibility and for Referral Because of the size of the workload at the War Housing Center or the distance applicants would have to travel to apply there in person, Regional Representatives have in certain cases approved agreements delegating partial authority for the preparation of Applications for War Housing (Forms NHA 30-35), for the determination of eligibility and, in a few instances, for the issuance of formal referrals. Such delegation has been made to employment offices of war plants and, in the District of Columbia, to certain federal agencies. The practice is not suitable for general use either from the point of view of standardizing eligibility review or from the viewpoint of the applicant himself (it being false economy to save him one trip to the Center only to require that he spend more time inspecting unsuitable quarters). Delegation of authority to determine eligibility and to make referrals is effective only where the interviewers can be trained, where there is formal agreement to abide by NHA standards and where copies of the applications are turned over to the War Housing Center for post-review, and where copies of the returned occupancy reports (Forms 30-34, 30-40, and others) are also sent to the Center. A model agreement of this type ^{1/} was sent to all Regional Representatives on July 1, 1943.

^{1/} Relationships between War Housing Centers and Designated Representatives of Government Agencies in D. C. Locality. (Typed).

.06 Questions on Eligibility If there is any case on eligibility which cannot be solved by reference to the various directives cited above, the question should be taken up with the regional office, enclosing a copy of the pertinent application.

SECTION 63. REFERRAL

.01 General It is important not only to determine who is eligible for referral to the limited supply of housing, but also to refer eligible persons to housing in such a manner as to conserve the supply, achieve full utilization, and best serve the applicants' needs.

.02 Referral of Civilians by "War Worker's Housing Referral" and "Rooms List" In accordance with Sections 8 and 9 of Regulation 30-1A only indispensable in-migrant civilian war workers bringing their families to the community may be referred to any type of dwelling unit by the War Worker's Housing Referral card (NHA Form 30-34). In localities where the Regional Representative has determined that a shortage of rooms exists the same form may also be used for equally eligible applicants for single person accommodations. In all other localities, applicants for single accommodations (and otherwise ineligible small families) may be referred to rooms by the use of the Rooms List card (Form NHA 30-40). The procedure for the completion both of this card and of Form 30-34 will be found in Sections 11 and 12 respectively of NHA Regulation No. 30-1A. Civilian applicants for dwellings who do not qualify as indispensable in-migrant war workers under the terms of NHA General Order No. 60-1B, but who are eligible for housing "built" prior to February 10, 1943 may be so advised but under the terms of NHA Memorandum No. 30-25 may not be given a formal War Worker's Housing Referral to any quarters. Actually, most of the housing of this type now becoming available was programmed under the assumption that it would be occupied by in-migrant war workers. If occupied by others, this would be apt to leave essential in-migrants unhoused. If, with the aid of the Regional Representative and the FHA, an agreement has been made with the builders to house only presently eligible persons, this problem will be minimized. Similarly, ineligible applicants should not be referred to listed units in existing structures, save in exceptional cases. The war housing program was prepared with the assumption that a certain number of units in existing structures would become vacant during the programming period, and that the operation of the War Housing Center would materially increase the proportion of these units which would go to eligible in-migrants. Any deviation from this rule would therefore be apt to vitiate the program. Finally, any unauthorized use of the referral card destroys its value as a symbol identifying the eligible applicant, prepares the way to gradually expanding the list of exceptions, and lays the War Housing Center open to criticism as a competitor with private enterprise.

.03 Referral of Members of Armed Forces by "Military Personnel Housing Referral" NHA General Order 60-2B recognizes the facts that members of the armed forces are not necessarily voluntary residents of the locality in which they are stationed or convalescent and that the families of these persons have accompanied them there and will probably continue to do so. Reversing earlier policy, NHA Regulation 30-1C therefore authorizes War Housing Centers to refer military personnel stationed or convalescent in the locality to dwelling units in privately financed existing housing and in privately financed war housing built with priorities assistance sought before February 10, 1943. In keeping with the agreement signed July 16, 1942 by the Assistant Secretaries of War and Navy and the Administrator of the NHA (which arose from the fact that the production of weapons and war plants would be jeopardized if additional new housing were to be built for all the thousands of migrant families of military personnel), members of the armed forces are not eligible for, and shall not be referred by the War Housing Center to publicly financed new or converted war housing or privately financed new or converted housing built under priorities assistance sought on or after February 10, 1943. These standards may be relaxed generally, however, by the Regional Representative in accord with the procedure outlined in Section 5 of General Order 60-3C and Section 4 of General Order 60-5B. The new Regulation 30-1C does not change eligibility requirements of war housing; it merely eases the referral policy of the Center. Existing local arrangements with the military may have to be modified accordingly but members of the armed forces should not otherwise be encouraged to bring in their families while the housing situation remains acute. Besides taking some of the burden off the Center, the changed policy has two positive advantages - first, procurement will be facilitated in that public appeals may be made for listings for military personnel as well as workers, and second, by serving the military, Centers may be better able to control (and, therefore, conserve) the housing they obtain.

To protect the significance of the so-called "V Card", Form 30-34, eligible members of the armed forces will be referred on Form 30-44: Military Personnel Housing Referral. Since these applicants have only limited eligibility, care must be exercised in selecting dwelling units (through the "source" coded on Form 30-11 - in accordance with instructions in Regulations 30-1B and 30-1C) which they may legally occupy.

Nothing in this revision should be interpreted to prevent the referral of military applicants, coming as single individuals or as members of two-person families, to rooms by use of Form 30-40: Rooms List.

.04 Limited Referrals Just as it is imperative that applicants interested in listings submitted by a real estate agent be referred directly to the agent, and not to the property, so too is it essential that prospective tenants referred to the War Housing Center by a builder or manager for a determination of eligibility, be referred (if eligible)

only to that builder's property. This may be done by listing that property only on the back of the referral card issued to indicate eligibility. Other types of limited civilian referrals, for example, those arising from the desire to obtain full use of the property (see Section 63.07 below) or from partial eligibility (as in the case, of otherwise eligible federal employees of agencies in classes 1-4, as described in Section 2.03, above, who are ineligible for public new and converted units, projects built with Title I, Lanham Act funds) may be made by writing appropriate limiting clauses after the first paragraph of the War Worker's Housing Referral card (Form NHA 30-34).

Nothing in this section should, however, be understood to authorize the issuance of Form 30-34 to other than indispensable immigrant civilian war workers.

.05 Sequence of Referral - Types of Applicants Where the housing market is so tight that not all eligible applicants can be referred to appropriate housing, it is expected that those persons whose presence is relatively most essential to the war effort will be given first preference. In localities having only one war plant or where all war plants are performing similar work, a classification of the degree of essentiality can usually be made, or revised, with the assistance of the appropriate employment divisions. In localities having several plants operating in different fields, it may be possible to establish two or three degrees of importance and to have some qualified person, preferably the manager of the local USES, review the employers' classification of various occupations. These classifications should be re-examined from time to time as labor needs change. Essential civilian war workers should be given preference over families of military personnel.

Within each class of essentiality, it is believed that those whose housing need is greatest should be referred first. For example, the family which has just arrived and has no place to live and the worker whose family is on the eve of eviction should be referred before war workers who have been commuting unreasonable distances, those who find their present housing inadequate, or those who wish to send for their families.

In cases of equal housing need within the same level of importance to the war effort it would seem desirable to refer first the person with the oldest active application.

.06 Sequence of Referral - Types of Housing The previous paragraphs have discussed problems of referral in an extremely critical housing market. Conversely, it may occasionally be possible for the War Housing Center to refer an applicant to various types of prewar and war housing. Where this option exists, the Center should, if all other factors are equal, select housing in the following order: prewar housing, private conversions, private new construction, public conversions, and public new construction.

This order is not only in accord with the NHA principle that private housing be given preference over public housing, but, because

the occupancy control increases in the same order, it is desirable that eligible workers be referred first to the uncontrolled housing.

.07 Full Use of Housing It would be poor policy for War Housing Centers to urge, publicly, the complete utilization of housing and then to adopt the practice of referring small families to large units. Section 11.01 of NHA Regulation No. 30-1A sets forth the standards of referral which govern the relationship of family size and composition to the size of units. In view of the increasing average size of families making up the migration, special emphasis should be placed upon the rules that:

a. groups of single persons should never be referred to dwelling units as long as rooms are available;

b. a two person family should not be referred to a two bedroom unit; and

c. the average number of persons per room should be about .75 persons per room (with, however, the limitation that older children will not have to share a bedroom with their parents or with other persons of opposite sex).

Every effort should be made to discourage landlords from precluding occupancy of their listed units by families with children. The larger of these units should always be ear-marked for families with proportionately larger numbers of children.

.08 Other Factors in Referral Dwelling units selected for referral should be appropriate in rent and location to the applicant's needs. It is undesirable to refer an applicant either to a dwelling the rental of which is beyond his income, or to one which is priced much below his ability to pay. Ordinarily, the total cost for housing should vary between $1/5$ and $1/4$ of the tenant's income. Ordinarily, it will be found wisest to use as "income" the figure which represents the base salaries paid to the principal wage earner. This would not include, therefore, any overtime pay or any pay received by secondary wage earners in the family who do not ordinarily form part of the labor market. The referred dwellings should be located as conveniently as possible to the applicant's place of work, but if the applicant owns a car, more latitude in location will be possible. If the War Housing Center is to continue to have the cooperation of the community in meeting the war housing problem, it is wise to refer applicants strictly in accordance with the preferences, if any, stated by the landlord.

SECTION 64. HANDLING REPORTS ON OCCUPANCY

.01 General There are two aspects to handling reports on occupancy - first, the maintenance of the counter file of listings, and second, the review of eligibility of tenants accepted by builders and reported by them on Form NHA 60-8.

.02 Maintaining the Counter File If the in-migrant war worker is to be adequately and efficiently served in the War Housing Center and if the housing inventory as reported by the Center is to give a true picture of housing conditions, it is essential that the cards in the counter file reflect only presently available units. Section 13 of NHA Regulation 30-1A describes the principal methods of maintaining the counter file by processing the various reports on occupancy. In addition to telephone reports (occupancy reports obtained over the phone when the Center is about to refer a new applicant to a listed unit), the day-to-day correction of the files is accomplished by the use of returned forms NHA 30-34, 30-40, and 30-44, and by the use of the compliance and occupancy reports (Forms NHA 60-8 and 60-9) submitted by builders in accordance with NHA General Order 60-8. Some War Housing Center Managers have also found it useful to obtain daily reports from the managers of local public housing projects and to make periodic checks with the cooperating property managers handling the largest numbers of listed units. Maintaining good working relationships with landlords and conducting the office in a manner which will create general respect for the War Housing Center will be likely to assure the regular receipt of reports on occupancy. The counter file should not, of course, contain any units which are unsuitable for referral. Units of this type are not only useless to in-migrants but the very presence of the listing card in the counter file will inflate the inventory in the monthly Report of Operations (Form NHA 14-3 - Revised).

.03 Review of Eligibility of Occupancy Reports As was previously indicated, NHA General Order 60-8 requires builders of private war housing on which priorities assistance was sought on or after February 10, 1943 to submit a compliance report if they do not choose to accept any of the applicants referred by the War Housing Center. The same General Order requests builders of housing on which priorities assistance was sought prior to February 10, 1943, to voluntarily submit an occupancy report on Form NHA 60-9. These reports are first used to remove from the counter file the listings of units which are no longer available. However, NHA Regulation 60-2 provides for a check of Form NHA 60-8 to determine compliance with the occupancy conditions of priorities assistance or other governmental authorization to build. Where reports are received on buildings erected in localities served by War Housing Centers, this check will be made by the Center itself. Forms 60-8 are distributed by the FHA at the same time the CMP-H-1 is issued. When returned by the builder, they will be checked in the War Housing Center to determine, from the information contained thereon, or from other material available to the War Housing Center, whether the tenant is eligible. Where a check of Form 60-8 indicates non-compliance, a detailed report of the violation should be made to the Regional Representative for his review and possible action.

CHAPTER 7. THE CONVERSION PROGRAM

SECTION 71. OBJECTIVES OF THE PROGRAM

.01 Relation to the War Housing Program As set forth in section 14 of Chapter 1, the programming processes of the National Housing Agency contemplate meeting the war housing need first through the use of all possible existing housing without alteration. The operations under the Homes Use program for securing and tenanting this shelter are described in Chapters 5 and 6. Where the complete need cannot be met by this use of existing shelter, a certain number of units are then programmed to be produced with a minimum of critical materials, by private or public conversion. The present chapter describes the means by which these conversions are obtained.

SECTION 72. ADVANTAGES OF CONVERSIONS

.01 Savings in Materials, Labor, Time, Transportation and Money Conversions possess a variety of advantages in that additional accommodations can be produced with definite savings in critical materials, labor, time, transportation, and money. The use of existing underground utilities is especially effective in saving critical materials where present structures are converted. Another important item, since the shortage of rubber has reduced the use of automobiles, is the saving in transportation by housing workers closer to their place of employment.

.02 Comparative Cost and Material Data It has been calculated that the total amount of critical metals required by an ordinary conversion is approximately 700 pounds compared to 1,989 pounds for new temporary housing or 2,750 for new permanent housing as now constructed. There is an average total saving in cost of both labor and materials of all kinds approximating \$3,000 per unit. Such a saving is sufficient to purchase the following munitions:

3 jeeps, or
5 machine guns, or
16 depth bombs, or
20 parachutes, or
35 Garand rifles, or
500 antitank shells, or
150,000 cartridges, or
Enough fuel oil to run a destroyer 6,000 miles.

.03 Savings through Operation by Existing Organizations It is important to note also that the conversion program is a decentralized program. No new operating organization has been created for its promotion, but the work is being carried forward by utilizing existing facilities. For instance, the publicly financed program

delegated to the HOLC is being handled by that organization's Reconditioning and Property Management Divisions, both of which engage local architects, brokers, and attorneys on a fee basis wherever possible.

SECTION 73. BASIC ORGANIZATION FOR CONVERSIONS

.01 Responsibility for Program By the provisions of Section 2.01 etc., of NHA General Order No. 21-7A, the Assistant Administrator (Homes Use Service) is responsible for the execution of the conversion program. He may assign the execution of portions of the program to the constituent units of the NHA but he retains responsibility for coordinating the various elements of the program and for such review of operations as may be necessary to secure the successful execution of the program.

.02 Three Parts of Program The total conversion program is divided into three parts, viz:

a. Privately financed conversions to produce additional rooms or family dwelling units, promoted by the Homes Use Service with the assistance of the FHA, and the War Housing Center at the local level.

b. Publicly financed conversions to produce dormitory units for individual workers, handled directly by the FPHA.

c. Publicly financed conversions to produce family dwelling units, handled by the HOLC.

These three parts of the general program are described in the following pages.

SECTION 74. PRIVATELY FINANCED CONVERSIONS

.01 Nature of Responsibilities The nature of responsibilities in the private conversion program may be summarized from NHA General Order No. 30-10 as follows:

a. Assistant Administrator (Homes Use) The Assistant Administrator (Homes Use) has been assigned responsibility for the development and execution of the private conversion program.

b. Regional Representative of the Office of the Administrator The determination of the need for, and the size of, the private conversion program in any locality is the responsibility of the Regional Representative who also, as a part of his responsibilities for field operations, is charged with effectuating the program.

c. The Federal Housing Administration The FHA has a definite responsibility, interest and concern with private conversions arising from the facts that it is the processing agent for all applications for priorities assistance and that under various titles of the National Housing Act, it is authorized to insure mortgages, the proceeds of which are used in private conversion. It is given the assignment of enlisting, through its long established contacts, the support of lending institutions and material and supply interests. The FHA's valuable fund of experience in private conversion activities is to be utilized in connection with the facilities of the War Housing Center in a common effort to promote private conversions where programmed.

d. The War Housing Center As part of its responsibilities with regard to the local Homes Use program the Center is charged with the promotion of private conversions where a quota has been established for the locality.

.02 Promotion of Private Conversions When a private conversion quota has been established for any locality, the Regional Representative and the local Director of the FHA shall determine whether or not a promotional campaign is required or desirable. Where a campaign is to be undertaken, plans for joint operations shall be laid. Usually the War Housing Center will be charged with general promotional activity and the FHA with contacts in the building industry. Where necessary, FHA personnel will train War Housing Center employees in the determination of suitability of properties for conversion, methods of applying for financial and priorities assistance, and the requirements for Title I, II, and VI insurance, as well as the preparation of applications for exemption from Regulation W ^{1/} and the requirements of rent control. Arrangements may be made for the FHA to put the Center in contact with qualified lenders and materials dealers, to provide the Center with necessary forms and descriptive literature, and, sometimes, to station an employee at the Center during the high point of the campaign.

.03 Participation of War Housing Centers Not only is the Center charged with the responsibility of coordinating promotional activities but it shall also record service and follow-up inquiries with respect to conversions. War Housing Centers should advise owners of the general advantages of conversion. They should either themselves screen the proposed conversion for economic practicability or should

^{1/} Board of Governors of the Federal Reserve System. Consumer Credit Regulation W, as Revised Effective May 6, 1942, plus all subsequent amendments.

refer the owner to his choice among the list of financial institutions or materials dealers which are cooperating by giving such screening services. War Housing Centers shall assist property owners in preparing Forms WPB-2896 and in obtaining prior approval of the rent schedule from the OPA. They are also charged with initiating requests for free technical service as described in the paragraph below.

.04 Free Technical Service On August 18, 1941, a method was announced which provided free technical service 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.

This is not a program for supplying cash or mortgage loans for remodeling but is a device for promoting conversions by furnishing the owner with ready information as to whether or not his building is a proper subject for conversion.

Examples of the forms and of the instructions used by War Housing Centers may be obtained from the Regional Reconditioning Supervisor in the HOLC regional office. Supplies of forms should be ordered by the usual method of requisitioning War Housing Center forms. Clearance for the initiation of the service in any Center will be arranged by the Regional Representative with the Regional Manager of the HOLC.

a. HOLC furnishes technical advice Briefly, any War Housing Center or Homes Registration Office can, by contacting the nearest HOLC office or representative, arrange to have an architect inspect properties and advise owners regarding the feasibility and cost of conversion. This preliminary technical service is furnished at no charge to the owner. However, if the owner decides to proceed with the work, the execution of the plans and the actual cost of construction are to be paid by him. The War Housing Center or Homes Registration Office will advise the owner on methods and sources of financing.

b. Method for processing applications Applicants for this service will fill out Form NHA 30-14 (formerly HR-10): Application for Reconditioning Service and file it with the War Housing Center or Homes Registration Office. The form will be screened by the office with the use of Form NHA 30-15 (formerly HR-10a), "Review Sheet for Screening Reconditioning Applications". If an examination of these forms indicates that the subject property is properly located and structurally suitable for conversion, the case is then assigned to the nearest HOLC Regional Office for investigation, using Form NHA 30-13, (formerly DHR-20), "Authorization for Reconditioning Service".

c. Action on reports Upon receipt of the report of the HOLC investigation, on Form DHR-21: Scope of Reconditioning and Estimated Cost, the War Housing Center will discuss the matter with the applicant. If the report is favorable, the office will outline the further steps to be taken, such as methods and sources of financing, FHA assistance, and the need for further technical help in preparation of plans, letting of contracts, etc.

It is considered important that the War Housing Center maintain an appropriate follow-up to encourage definite action by the applicant and to record the final disposition of the case.

.05 Financing Private Conversions The problems in private conversion most frequently brought to War Housing Centers concern financing. For the information of those who are interested in this subject, the following facts may be noted.

a. Accomplished by private funds or FHA Title I Privately financed conversions may be undertaken by individuals with their own funds or with borrowed funds, and in either case with or without the aid of FHA insurance under Title I of the National Housing Act.

b. Loans insurable up to \$5,000 Most banks and lending institutions will make FHA Title I loans for conversions. These may be in any amount not to exceed \$5,000, inclusive of financing charges, and may have a maturity not in excess of 7 years and 32 days.

c. Exempted from Regulation W Conversion loans are excepted from Regulation W of the Federal Reserve Board which limits the term for which loans may be made. The method by which an exception is obtained provides for the borrower to complete NHA Form 60-5 as set forth in Section 7 of NHA General Order No. 60-4A.

.06 Priorities and Rent Requirements The next most frequent group of questions concerns priorities and rent requirements. Here the following facts may also be noted:

a. WPB and OPA limitations apply The general limitations on the use of critical materials and on rents, which have been issued by the WPB and the OPA, apply to the privately financed conversion program. These are set out in detail hereinafter under Section 79, Provisions Common to all Conversions.

b. Occupancy limited to war workers Occupancy of housing built with priorities assistance is limited to the types of persons stipulated in the application for such assistance. In housing "built" on or after February 10, 1943 this means indispensable in-migrant civilian war workers as defined in NHA General Orders 60-1B and 60-8 and applied in General Order No. 60-8.

.07 Relation to Publicly Financed Conversion Program If both a private and a public conversion program have been approved for any locality and if, where the locality is small, there is any danger that the promotion of public conversions is likely to interfere with the production of privately financed conversions, the Regional Representative may delay temporarily the start of the public conversion promotion campaign. Where carried on simultaneously, all promotional material and activities will clearly indicate the precedence of private conversions in the order of desirability. This same emphasis shall be carried out in all contacts with property owners in order that as large a proportion as possible of potential conversions may be accomplished under the private program.

SECTION 75. PUBLICLY FINANCED CONVERSIONS - FPHA

.01 Field of FPHA Activity

a. Dormitory conversions In general, the FPHA will confine its conversion activities to the provision of non-housekeeping units for single workers and couples in accordance with formal programs issued by the Office of the Administrator of the NHA.

b. Family dwelling units The conversion of dwellings to provide additional family units is generally the province of the HOLC; but cases may arise where the Homes Use Service or the Regional Representative of the Administrator's Office desires FPHA to participate in the conversion of a large building for use as family dwellings or in the management of larger converted projects involving family dwellings. Such cases will be determined jointly by the Regional Representative of the Administrator's Office and the Regional Director of FPHA.

.02 Acquisition of Properties

a. Suitable types Among structures suitable for conversions by FPHA may be mentioned school buildings, office buildings, hotels, inns, and storage and loft buildings.

b. Acquisition by lease FPHA conversion projects will usually be leased, not purchased, and the term will be seven years. Lease Form FPHA 1172, which is the prescribed form for the conversion of FPHA projects, states whether the owner will take the building at the end of the term either (a) with all the improvements as made by the Government, or (b) with such improvements removed. At the time of the signing of the lease, the owner will indicate his election between these alternatives and the lease will provide accordingly. It is expected that this election will be made largely on the basis of anticipated future use of the building. Thus, if a warehouse is being converted to dormitories and it is anticipated that it will revert to

warehouse use, the owner will undoubtedly wish the improvements removed. On the other hand, if a hotel is being remodeled for dormitory use, the owner will very likely desire to retain the improvements, as they enhance the value of his property.

In determining the rental to be paid to the owners, consideration should be given to this decision as to whether the improvements are to remain as an enhancement to the value of the property. In such a case, it is expected that the rental, to the owner whose property value will be enhanced by such improvements, may be less than in other cases (e.g., a warehouse) where improvements are to be removed because the owner does not desire to retain them.

c. Amortization of improvement costs not mandatory

Although an attempt is usually made to amortize the cost of improvements during the seven-year period of the lease, a conversion project for dormitories is not necessarily unacceptable because full amortization would not be possible within this period. In such a case, the Government must weigh the relative cost of non-housekeeping units produced through conversion with corresponding units provided through new construction.

d. Condemnation of desirable property If necessary, in order to obtain occupancy of a desirable building, a leasehold may be condemned by the filing of a Declaration of Taking or by proceeding under the Second War Powers Act, but such procedure is not resorted to unless conditions justify, as in the case of a vacant building where a pressing need can be met more quickly through conversion than through new construction.

e. Acquisition by purchase If the improvements to be made are extensive and relatively high in cost, as compared to purchase price of land and present improvements or if, for any reason, it would seem in the Government's interest to acquire title, the property may be purchased outright rather than leased; but such procedure must be thoroughly justified.

.03 Management of Properties

a. Standard procedures followed An FPHA conversion project should be large enough to justify a resident manager, and usually have 200 occupants, at least either in one building or in a few closely related buildings. All conversion projects will be managed in accordance with existing FPHA procedures.

SECTION 76. PUBLICLY FINANCED CONVERSIONS - HOLC

.01 Outline of Plan

November 1943

a. Acquisition of property by lease The Homes Use Service public conversion plan contemplates Government acquisition of the property by lease, with return to the owner-lessor after a period of time determined by the lease. During the term of the lease the Government will rent the property to certified in-migrant war workers.

b. Funds from Lanham Act The funds for this conversion program come from the Lanham Act, which does not provide for subsidized housing. The conversion plan contemplates that the Government will get a full principal return on its investment. The plan does not contemplate subsidies to property owners in the form of Government-financed alterations and improvements not recovered from rent revenues during the period of operation and control by the Government. Nor does the plan contemplate that the owner will subsidize war workers by absorbing or risking an ultimate loss through the conversion plan.

c. Net income paid to owner Where the estimated rent revenues to be collected from tenants exceed all estimated costs, the balance will go to the owner of the property as his fair compensation, based upon the value of the converted structure for war housing purposes. The owner, not the Government, will benefit to the extent that the undertaking produces the "net income" contemplated at the time of the lease. If "net income" during actual operation exceeds the amount contemplated, the Government benefits thereby.

d. Contingencies absorbed by the Government If the unforeseen contingencies and unavoidable risks of war cause some losses in the operation of converted housing, these losses, in all fairness and practicality, will be borne by the Government, which is enjoying the use of the property for the prosecution of the war. But even assuming some such losses, the ultimate total cost to the Government on feasible conversion projects will be less in terms of time, material, or money than the ultimate cost of an equivalent number of newly constructed temporary accommodations.

.02 Legal and Financial Requirements

a. Five main steps in formula The conversion plan is set forth in detail in the following outline of the normal steps in passing upon and setting up a conversion job:

(1) Determine the number of additional dwelling units of various sizes (for families and couples) that the proposed conversion of the structure will yield for the use of in-migrant war workers, and also the number of dwelling units in the structure that will be occupied by others.

(2) Estimate the total annual rentals (shelter rent plus all utilities) that will be charged all occupants (war workers and others) during operation and control by the Government.

(3) Estimate the annual operating costs under operation and control by the Government. These, all of which will be assumed by the Government and paid out of the annual rentals charged occupants, include: operation and maintenance, upkeep and repairs, etc. No allowances will be made for vacancies, management costs, or uncollectible rents. These preliminary estimates will be based upon established and uniform cost standards for various classes of projects in various sections of the country.

(4) Determine the margin between estimated total annual rentals and estimated annual operating costs, by subtracting (3) from (2).

(5) Determine the annual rent to be paid by the Government to the owner. This will be inserted in the lease and will be calculated by subtracting from (4) the following annual items, all of which are to be paid by the Government: taxes and assessments, water rates, etc.; principal and interest payments on mortgages, liens, etc.; insurance; and one-seventh of the estimated cost of the conversion job, i.e., alterations, improvements, and such back taxes and debts as are assumed by the Government.

If taxes and/or insurance are to be paid by the mortgagee or other lienor, amounts to cover such items may be included in the amount to be paid to the mortgagee or the lienor and need not be set up separately in the formula. Amounts to cover taxes, water rates, and insurance will only be included in the formula as separate items when the Government is to pay these items direct for the owner.

b. The controlling test If item (4) above is not large enough to permit deduction of the annual items to be paid by the Government /item (5) above/ and to leave an annual rent /item (5) above/ satisfactory to the owner, then the conversion of the structure is not feasible unless the owner is willing to share the cost of converting the property to the extent that the formula will produce a net rental. This test provides the control factor for the permissible size of Government expenditures for alterations, improvements, and other items in the conversion cost.

On the basis of these estimates, the annual rent to be paid by the Government to the owner is determined, and the lease may be entered into if the terms of the plan are satisfied.

c. Formula loses significance after signing of lease
After the lease has been signed, the formula ceases to have any value,

except as a record of the calculations by which the amount of the lease was determined.

If, subsequent to actual conversion of the project, annual rentals [item (2) above] prove less than estimated, or operating costs [item (3) above] or annual deductible items [item (5) above] other than new assessments prove greater than estimated, the Government will not burden the owner with these unforeseen contingencies, and the annual rent to be paid by the Government to the owner will remain unchanged. Correspondingly, the annual rent will not be affected if annual rentals [item (2) above] prove more than estimated, or if the other items just enumerated prove less than estimated.

.03 Period of the Lease

a. Seven year term The lease runs for a normal term of seven years.

No renewal nor extension is now provided for, although an early form of lease permitted an extension for an additional term of three years.

b. Government may cancel on month's notice The Government reserves the right to cancel the lease after 30 days' notice. The question is often asked why such right is not given to the owner also. Manifestly, if the owner could also cancel after 30 days' notice, the Government's sole purpose of providing dwelling units for war workers could be defeated and a considerable loss sustained in addition.

c. Conversion costs also cancelled In case the lease is cancelled prior to the expiration of the seven-year term, the unamortized portion of the conversion cost is likewise cancelled. For instance, if the conversion cost amounts to \$2100 and the lease were cancelled after the expiration of three years, the owner would be released from any obligation to pay the remaining four-sevenths or \$1200. This provision of the lease constitutes a highly attractive inducement to prospective lessors.

.04 Limitations on Cost and Size

a. Maximum cost \$2,500 per unit for war workers In the case of conversion by lease, there is no need to evolve cost limitations on an arbitrary basis, since the legal and financial plan for conversion makes such limitations a natural derivative of the war housing value of the job to be done. Expenditure for conversion is justified in such amounts as the job will carry. However, it is deemed advisable to set a maximum cost limitation of \$2,500 per dwelling unit to cover those exceptional cases where the operation

of the financial formula does not effect the limitations contemplated. Such maximum cost limitation, even with net rent paid by the Government added, is well below the cost limits of the Lanham Act.

b. Units occupied by non-war workers not counted In computing the maximum cost limitation for any conversion job the \$2,500 per unit limit will apply only to those additional habitable units in the premises leased to the Government which the conversion will make available for rent to in-migrant war workers and shall not include any units to be provided in the converted property which will be rented to the owner or to present tenants of the owner. In other words, where the structure contains one habitable unit prior to the conversion and three units after conversion, the total allowable expenditure will be \$5,000 if the two additional units are made available to war worker tenants.

c. Fees included in conversion costs The \$2,500 limit per unit must include architectural, brokerage, and legal fees that will be incurred by the Government in completing the conversion and, if the conversion is to be temporary, also the cost of reconverting the property. If past-due debts or delinquent taxes are to be paid in connection with the conversion, then the amount of such items must be included in the conversion cost.

d. Average cost limited to \$1,600 While the maximum cost has been set at \$2,500, attention is directed to the fact that present policy limits the average cost of \$1,600 per unit. This figure cannot be exceeded as an average as conversion funds are appropriated on this bases.

e. Excess construction cost borne by Government It is understood that leases are negotiated upon the estimated cost of conversion. If the actual costs of the conversion job (including the actual fees incurred) are in excess of those estimated, the additional cost will be borne by the Government and will not in any way alter the lease between the Government and the owner. It is acknowledged that unforeseen contingencies and the unavoidable risks of war will cause increases in the actual cost of conversion jobs over the estimated costs. Those in charge of the conversion operation are expected to exercise care in preparing all estimates, but will not be held responsible for inability to secure the performance of the work at the estimated cost.

f. Size limited to six rooms per unit In order that the conversion of any structure shall be as productive as possible of additional family accommodations, the maximum size of any single dwelling unit in a converted structure has been limited to six rooms. It is anticipated that approximately 50% of all units will be 3 rooms in size. One-room efficiency units are permissible but are not looked upon with favor.

.05 Rentals

a. WPB and OPA limitations apply The general limitations on rents promulgated by the WPB and the OPA apply to the publicly financed conversion program. These are set out in detail hereinafter under Section 79: "Provisions Common to All Conversions."

b. Rents set up in formula are charged The rents charged by the Government to the tenants of publicly financed converted dwelling units will be the rent estimated for such units at the time the property was leased by the Government (NHA General Order No. 30-6A, Section 2).

c. Higher rents chargeable to non-war workers Non-war workers remaining as tenants after conversion are not affected by these limitations but may be charged rents up to the prevailing rent for comparable accommodations. (NHA General Order No. 30-6A, Section 3.01-d). Generally speaking, it is not considered sound policy to take advantage of such a differential in computing the formula, as any replacement of a non-war worker by a war worker tenant would mean an automatic decrease in the rent and the Government would be the loser thereby, as it would still be obligated to pay the owner on the higher basis.

d. Owner not penalized by vacancies A particular advantage to the owner is the fact that the Government guarantees full occupancy of the property; in other words, his return under the lease continues undiminished even though the Government may be unable to rent any or all of the dwelling units.

.06 Continuing Occupancy by Owner

a. Owner may continue as tenant The lease provides that, wherever any owner desires, he may continue as a tenant after the conversion has been completed. Every effort will be made not to discommode him during the progress of construction.

b. Full control rests in government Upon leasing and converting a structure, the Government is solely responsible for its operation and control, collects all rents, and pays all bills. Divided responsibility in these matters between the Government and the owner would result in seven years of continuous negotiations, and would confront the tenant war worker with two landlords. Therefore, although policy permits the owner and his family to continue to live in the converted structure if he so desires, he does so as a tenant rather than as owner or manager. He leases space from the Government just as other tenants, and he surrenders responsibility for the property when he signs the lease. The rent he pays to the Government is treated like all other annual rentals and affects the annual rent to be paid by the Government to him.

c. Government furnishes heat, etc. For the same reason the Government, and not the owner, is responsible for furnishing heat and other utilities, and for keeping the place in good condition and repair. The furnishing of heat and other utilities may not be required when portions of buildings are leased and the owner agrees to furnish heat and other services, or in cases where it is the custom for the tenant to furnish such items and where the rent to be charged the tenant is established accordingly.

d. Owner may be employed for services An owner may be employed to perform any services for one house or for several houses in a neighborhood, just as the Government might employ any other qualified person to perform such services. Such employment, however, will be on a uniform fee basis and will not reinvest in the owner any rights or duties as an owner.

e. Owner's rent governed by OPA ceilings It should be noted here that, where the owner remains as a tenant, his rent is governed by OPA ceilings for comparable accommodations and not by Lanham Act or WPB regulations for war workers. In this connection, see comment under Section 76.06, immediately above.

.07 Continuing Occupancy by Other Prior Occupants

a. Prior tenants may continue in occupancy Prior occupants who are not war workers, other than the owner and his family, may be permitted to retain space subsequent to conversion, although this should not be encouraged. Conversions wherein prior occupants will remain as tenants will not be undertaken unless the number of new units created for in-migrant war workers will justify the expenditure and operation of the property by the Government. Such occupants may be leased space by the Government and the rent they pay shall be treated the same as other annual revenues.

.08 Additional Financing by Property Owner

a. Owner may make contribution If the estimated annual income after conversion of a property is not sufficient to permit the deduction of the estimated annual operating charges and estimated annual carrying charges and leave an annual rent satisfactory to the owner, the owner may be requested to pay any past due debts or delinquent taxes which have been included in the cost of conversion, or may make an irrevocable contribution to the cost of conversion sufficient in size to permit the payment of a satisfactory rental. Such irrevocable contribution should be made at, or prior to, execution of a lease.

.09 Temporary Conversion by Lease

a. Temporary conversion defined A temporary conversion is one wherein the owner agrees, at the time of executing the lease

with the Government, that the property be reconverted in whole or in part by the Government prior to the expiration of the lease.

b. Advantages listed In the conversion by lease program it is expected that permanent improvements in the lease structures will be the rule. In many cases, however, resort to temporary improvements will be cheaper in materials, money, and effort; will be quicker; will gain easier assent under local building codes; and for all these reasons will enlarge the volume of war housing.

c. Applicable in areas adversely zoned This type of conversion is especially applicable where zoning regulations have been relaxed for the period of the emergency.

d. General plan applicable The general plan for conversion by lease is applicable to temporary conversion with the following modifications:

(1) Reconversion after Termination of Lease In computing the formula to determine the annual rent to be paid the owner, the estimated cost of the conversion job will include not only the estimated cost of making the improvements but also the estimated cost of restoring the premises to their original condition prior to returning the premises to the owner. The Government will undertake both jobs. It is anticipated that the cost of temporary conversion and reconversion still will be less than the cost of permanent conversion and that, where other factors are equal, the annual rent to be paid by the Government to the owner will be correspondingly greater.

.10 Partial Conversions

a. Leasing of portions of buildings permitted In many cases the leasing of portions of buildings such as a vacant second floor over a store, will prove to be a speedier method of obtaining additional units in critical areas than the leasing of entire buildings. A special lease in a considerably abbreviated form (Form NHA No. 30-33) has, therefore, been provided for such cases, as set forth in Section 2 of NHA General Order No. 30-5.

b. Modification in standard plan required Where such partial leasing is desirable, the general plan for conversion by lease, both permanent and temporary, is applicable with the following modifications:

(1) Negotiation on Case Basis Necessary The leasing of a portion of a building must be negotiated on a case basis. It is acknowledged that certain risks must be accepted where the Government is not in complete control of the property. Since the acceptance of

the risk in most cases is preferable to undertaking the control of the entire premises, the person negotiating the lease for the Government is authorized to proceed without regard to the control of the entire premises.

(2) Services Must be Determined In estimating the annual operating cost under operation and control by the Government, only such portions of operation and maintenance and such upkeep and repairs are included as are to be assumed by the Government and which will be paid out of the annual rent charged occupants. A determination of the services to be furnished by the owner to the Government, or by the Government to the owner, is necessary in order to decide the terms and conditions of the lease.

(3) Conversion Costs Limited to Reconditioning In determining the annual rent to be paid by the Government to the owner, it is necessary only to compute one-seventh of the estimated cost of the conversion job (i.e., alterations and improvements, and reconversion in the case of temporary conversions) as the estimated carrying charges. The lease does not contemplate that the Government assume the payment of taxes, insurance, water charges, or payments to lieners.

.11 Acquisition of Vacant Property

a. Contrary to present policy The purpose of the publicly financed conversion program is to help develop war housing for the use of in-migrants only when such housing cannot be provided in sufficient quantity by the existing supply or through privately financed conversions. The Government, therefore, will not at present lease dwelling units, which are already suitable for occupancy, for the purpose of renting them to in-migrants. (NHA Memorandum No. 30-8).

b. Possible use with out-migration program If a definite program of out-migration should be adopted at some time in the future, it may then become desirable to lease properties "as is" in order to assure the reservation of vacated properties for war workers. If such a program develops satisfactorily, all pertinent details will be submitted to Regional Representatives.

.12 Furniture and Equipment

a. Not generally supplied by the government In-migrant war workers renting accommodations frequently will desire to rent furnished units. It is assumed that, if the property leased through the conversion program is now occupied, the owner or occupant, if he remains, will continue to use his own furniture. He may have other furniture, however, which he can make available for the additional units provided after conversion. In renting converted units produced through Government lease, it is the policy

of the Government not to supply or rent furniture.

b. May be provided under exceptional circumstances Furniture may be provided under exceptional circumstances under the terms of the Lanham Act, where there is a prior finding by the Assistant Administrator (Homes Use Service) that such installation is in the public interest. In this connection, see NHA General Order No. 21-7B.

c. Owner or tenant to contract independently Wherever the owner of the property or any others having furniture desire to rent it to tenants of the Government, they may be permitted to do so, subject to their own arrangements and responsibility. Any such payments therefore are to be entirely separate and apart from the rental payment for the dwelling unit.

SECTION 77. HOLC PROCEDURES

.01 General Procedure

a. Standard reconditioning and management procedures used In general, HOLC procedure in handling conversion cases follows its customary methods in the reconditioning and management of its own properties.

b. Operations decentralized The HOLC Regional Manager, or his duly appointed area representative, is authorized to handle all conversion matters on a decentralized basis. Wherever possible, such operations will be conducted from the War Housing Center.

c. Specific functions detailed Applications will be reviewed locally, properties will be inspected and leases drawn. Plans and specifications will be prepared and construction undertaken. Tenants will then be selected, rents collected, maintenance taken care of, and a general accounting made of all receipts and expenditures.

.02 Use of Fee Architects

a. Work performed like any private operation The preparation of plans and specifications and the various construction operations will usually be handled by private architects operating under a standard fee contract.

b. Plans subject to owner's approval Note that the lease provides that plans and specifications are subject to approval by the owner.

c. Standard bidding practice followed Competitive bids will be taken, contracts awarded, and construction supervised as in

any private operation. Usually three bids will be called for on each project. Where it is impossible to obtain proper competition or where the utmost speed is desired, contracts may be awarded on a negotiated basis provided the negotiated amount is within the estimate used in the formula. It is also permissible to group several projects in one contract in order to make the work more attractive to bidders. Completion bonds will be called for only when considered necessary to protect the interest of the Government.

.03 Use of Fee Negotiators

a. Appointment by HOLC Upon agreement with the Assistant Administrator (Homes Use Service), the HOLC may be authorized to assume active responsibility for canvassing a locality for applications through fee negotiators to be appointed by the HOLC. As of October 13, 1943, this system has been installed in 126 of the 219 localities where public conversions have been programmed. The number of such fee negotiators to be appointed in any locality depends upon the extent of the area and the size of the program. Fee negotiators may be assisted by any number of cooperating brokers selected by them.

b. Fees paid only for completed leases Fee negotiators are required to sign an agreement with the HOLC covering their operations and setting out the schedule of fees for their reimbursement. Fees will be paid only for completed leases.

c. Owner permitted to submit applications to War Housing Center In localities where fee negotiators are operating, the right is reserved to any owner to submit an application to lease direct to the War Housing Center. All such applications will be referred to the local HOLC representative for handling, preferably by salaried HOLC personnel. Fee negotiators shall be notified, however, of the receipt of all such applications during the time their canvassing is under way. Should any such application be referred to a fee negotiator for further handling, he will not receive that part of the fee allowable for obtaining applications.

.04 Relocation of Tenants

a. War Housing Center to be consulted In processing applications, questions will arise frequently as to the home owner's ability to deliver possession of his property in cases where roomers or families must either vacate or be evicted. In these cases, the War Housing Center will be consulted to determine whether there is available space in which these roomers or tenant families may be relocated. If suitable and sufficient space is not available to house the present occupants of properties offered for conversion, the case will not be processed further. Where the War Housing Center

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advises that sufficient quarters are available elsewhere, the case may be processed and a lease may be consummated on the assumption that the owner can deliver possession.

.05 Eviction of Tenants

a. Permitted under special OPA regulations In a number of cases, owners will be unable to induce their tenants to move voluntarily and it will be necessary to institute eviction proceedings. The Office of Price Administration has issued to its field offices Regional Rent Memorandum #48, dated December 18, 1942, directing that in those cases where owners have executed leases or agreements to lease their properties to the National Housing Agency, and where representatives of the National Housing Agency assure the local rent director that eviction is required under the conversion program, certificates will be issued under Section 6 (B) (1) of the OPA Maximum Rent Regulations, authorizing such owners to pursue their remedies in accordance with the requirements of local law. For measures of assistance to evicted tenants see the preceding paragraph and also Section 62.03 of this guide.

.06 Lease for Future Possession

a. Payments to owner withheld pending possession Leases may be executed prior to the date of actual delivery of possession of the premises by the lessor to the Government, provided that a clear understanding is reached between the Government and the lessor that the Government will not make any payments provided for in such lease until the Government has full possession of such premises, and provided that the Government will not assume to pay any such items if the lessor breaches his covenant to deliver possession in accordance with the terms of such lease.

.07 Lease of HOLC Properties

a. Approval by NHA necessary Properties owned by the HOLC which are suitable for conversion may be leased to the Government. All such cases must be submitted to the NHA Regional Representative for review. He will transmit the lease with his recommendation to the Assistant Administrator (Homes Use Service) for signature on behalf of the United States. See NHA General Order No. 30-5A.

SECTION 78. INTER-RELATIONS OF HOLC AND OFFICE OF ADMINISTRATOR

.01 Delegation of Authority to HOLC

a. HOLC authority defined by NHA General Order 30-4 and 30-7 The allocation of responsibilities and the establishment of operating relationships between the Office of the Administrator and the HOLC for the publicly financed conversion program are set out in NHA General Orders Number 30-4 and 30-7. These orders should be interpreted

in company with NHA General Order 21-7A concerning the Homes Use Service.

Under these orders the Home Owners' Loan Corporation is immediately responsible for the execution of the publicly financed conversion program in harmony with the general policies established by the Administrator of the National Housing Agency. No changes can be made in policy without the prior approval of the Assistant Administrator in charge of Homes Use Service.

b. All leases made in name of United States All leases of property made by the HOLC under this program are acquired for the NHA in the name of the United States. All leases of dwelling units are made in the name of the United States by the National Housing Agency.

.02 Relations of Regional Representatives to HOLC

a. General relations outlined The relations of the NHA Regional Representative to the HOLC arise principally through his responsibility for the preparation of locality programs and their adjustment to keep them tuned to changing local conditions. These relations are also extended through the direction which he exercises over the various activities of the War Housing Centers as set forth in Section 78.06, below.

b. Notices to HOLC regarding new War Housing Center The NHA Regional Representative is charged with notifying the HOLC Regional Manager whenever a new War Housing Center has been established in an area where a conversion program has been authorized. (NHA General Order 30-9, Section 5).

.03 Adjustment in Locality Programs

a. HOLC may suggest revisions HOLC Regional Managers are instructed to make every effort to conform to the locality war housing program outlined by the Administrator under the provisions of NHA Regulation No. 11-11 and NHA General Order No. 11-4. It is agreed, however, that where strict adherence to the program (as it affects the number, size, and rental of the converted units) may create operating difficulties which will retard the program, readjustments may be made as provided hereinafter.

Regional Managers will bring to the attention of the NHA Regional Representatives any necessary readjustments between family and rental categories within the total number of units programmed for a specific locality and will suggest such revisions in the approved programs as may appear desirable, based on experience in the execution of the program. (NHA General Order No. 30-6A, Section 3.01-c).

When it becomes apparent either than an assignment cannot be met within a reasonable time, or that it is possible to obtain more dwelling units than had been anticipated, the Regional Manager will so advise the NHA Regional Representative.

b. Adjustments made by Regional Representatives Re-adjustments between family and rental categories within the total number of units programmed for a specific locality may be made by the NHA Regional Representative after consultation with the HOLC Regional Manager. The Regional Representative shall be responsible for reporting and clearing such changes as may take place after he has modified the program and informed the Regional Manager of the HOLC, who will immediately advise the General Manager of the Corporation. Any such revisions will be reflected in a revised program assignment to be submitted in due course by the Office of the Administrator to the HOLC on Form NHA 11-5. See also NHA Regulation No. 11-5.

c. Five per cent over-run in programs permitted When the number of units under lease approaches the total programmed, it frequently becomes very difficult to cut off the negotiation of leases at the exact number required. For this reason, an over-run of the program not to exceed five percent, or five units whichever is the larger, is permissible when brought about by the signing of an individual lease. This permission is not to be considered as general authority to exceed any program. See NHA General Order No. 11-7.

.04 Periodic Reports

a. Operating reports submitted by HOLC The HOLC will prepare a semi-monthly report, as of the fifteenth and last days of each month, showing the progress of all applications referred to the HOLC for each locality for which a directive has been received. A report will also be prepared to show the number of rejected applications and the reasons for their rejection. A consolidated report for all regions will be submitted by the HOLC National Office to the Assistant Administrator (Homes Use).

An additional report covering the award and completion of construction contracts will be prepared monthly by the HOLC and transmitted to the Assistant Administrator (Homes Use).

b. Status reports distributed to Regional Representative Each month the HOLC will prepare a status report consolidating the data shown on the operating reports mentioned above, together with data concerning the occupancy of completed units. This report will be summarized by NHA regions and copies will be supplied to each NHA Regional Representative and to the Assistant Administrator (Homes Use).

.05 Unusual Cases

a. Submission to home office required The HOLC Regional Manager is not authorized to agree to the insertion of any special clauses or conditions in the lease that would change, alter, or modify the policies under which the conversion program is being accomplished. The Regional Manager will refer questions involving the closing of leases which present complex or unusual conditions or circumstances to the Home Office for reference to the Assistant Administrator (Homes Use). This procedure likewise will apply to any exceptional case for which there is no precedent or to any case wherein established policies are not applicable.

For the responsibility of the Regional Representative in connection with the lease of property owned by the HOLC, see Section 77.07 of this chapter.

.06 Functions of War Housing Centers

a. Various functions listed The functions of War Housing Centers in relation to the HOLC are concerned primarily with the handling of applications, the certification of eligible war workers and the handling of local publicity. These matters are set out immediately hereafter. For responsibilities in connection with the relocation of tenants refer to Section 77.04; for eviction of tenants, to Section 77.05; and for free technical services in connection with privately financed conversions, to Section 74.04 of this chapter.

.07 Receipt of Applications

a. Two methods in effect The function of the War Housing Center as it relates to the HOLC conversion program will vary, of course, with the procedure adopted for the handling of applications in the various areas. Two methods are in effect.

b. Review of applications by WHC First, where these offices receive applications from property owners willing to lease their properties to the Government, they will review all such applications to determine their eligibility for conversion in the following respects:

(1) The location of the property and its relation to transportation and community services as set out in Section III: "General Programming Principles in Light of Inadequacy of Supply of New Housing" of Administrator's Order No. 9, dated August 10, 1942.

(2) The existence of any restrictions in the zoning ordinances which would prevent use of the property by more than one family for residence purposes.

c. Transmittal to HOLC After the review described above, acceptable applications will be recorded and turned over to the HOLC for further processing.

d. Handling under Fee Negotiator Plan Second, where fee negotiators have been appointed to solicit applications, the War Housing Center may still accept voluntary tenders of applications, but these will be turned over to the HOLC without any review.

e. War Housing Centers to furnish maps Where the HOLC is charged with the responsibility of procuring eligible applications through fee negotiators, the War Housing Centers (or the Regional Representative, where a War Housing Center has not been established) may be called upon to furnish the HOLC with maps and other material descriptive of the areas in which applications are to be accepted.

If the HOLC is unable to determine the eligibility of any application from the viewpoint of location, it may be referred to the War Housing Center for determination.

.08 Rejection of Applications

a. War Housing Center notified of rejections It is in the interest of both the War Housing Center and the HOLC to avoid the acceptance of applications which obviously are ineligible.

If it becomes necessary for the HOLC to reject any applications, the HOLC will assign the reason for rejection and will so inform the applicant, setting forth the reason for rejection. A copy of this letter will be forwarded to the War Housing Center.

b. Disposition of rejected applications Ordinarily, where an application has been rejected, the application form will be retained by the HOLC in its rejected file. However, the form will be returned to the War Housing Center in those cases where the assistance of the War Housing Center is desired in arranging to remove the cause for rejection.

c. War Housing Committee handles zoning problems Wherever it is necessary for the HOLC to reject an application because of zoning restrictions, the case shall be transmitted to the War Housing Center. If it appears essential and justifiable to endeavor to obtain a modification of the zoning restrictions, the War Housing Center, acting through its War Housing Committee, will undertake to do so. The HOLC representative and fee negotiator will assist and cooperate with the War Housing Center in this work when requested.

d. Disposition of plans Where there is a private conversion quota, the War Housing Center Manager may arrange for the plans on a

rejected application to be turned over to the applicant for his use if he wishes to proceed with the work under private financing. (See NHA General Order 30-11).

.09 Certification of Tenants

a. Occupancy of converted units limited to essential in-migrant war workers Only essential in-migrant war workers as defined in NHA General Order 60-1B are eligible to occupy units produced under this program. Eligibility will be determined in accordance with the procedure outlined in NHA General Order 30-9, "Procedures Relating to the Tenanting of Family Accommodations Produced under the Publicly Financed Conversion Program".

b. War Housing Center notified of available units The HOLC will furnish to the War Housing Center a copy of Form US-NHA 476, "Management Listing of NHA Properties", which it sends to the management broker at the time possession of a leased property has been obtained.

In those localities where there is no War Housing Center, this form will be sent to the NHA Regional Representative.

Shortly before the converted property becomes available for occupancy or re-occupancy, the Management Broker will send a notice to both the HOLC and the War Housing Center setting forth the approximate date of availability.

c. War Housing Center refers eligible applicants to management broker Upon receipt of notice of availability, the War Housing Center will provide each eligible applicant with Form NHA 30-34, "War Worker's Housing Referral" card and direct him to the appropriate management broker, exercising care in selection so as to achieve the maximum utilization of available space. Usually, a sufficient number of referrals will be made so that the management broker may have a reasonable choice in the selection of tenants. Upon acceptance of a tenant, the broker will fill out and mail the return portion of the referral form.

.10 Office Space

a. HOLC field operations conducted from War Housing Center Wherever possible, in areas where a War Housing Center has been established, the HOLC field operations will be conducted from the War Housing Center. When a Regional Manager's Representative has been assigned to the area, he will make his headquarters in the War Housing Center, if space can be provided therein. The maintenance of the progress records of the HOLC in the War Housing Center has the advantage of eliminating duplication of records and will permit the answering of applicants' inquiries in the War Housing Center.

b. War Housing Center to provide space and equipment The War Housing Center will provide any office space, equipment, and supplies which may be available. However, where the space and equipment needed cannot be supplied by the War Housing Center, the HOLC will arrange for the necessary facilities to carry on the program. In such cases, HOLC field employees will call at the War Housing Center frequently to pick up applications which have been received there.

.11 Information Activities

a. NHA Director of Information responsible The Director of Information of the National Housing Agency is responsible for all informational activities essential to the advancement of the conversion program. He will assign to the Home Owners' Loan Corporation sufficient personnel to furnish such public relations services as he may deem necessary.

Necessary written materials of an informational nature dealing with the conversion program will be released by the Director of Information of the National Housing Agency at his discretion.

b. Regional Representative and War Housing Center to service local campaigns The various Regional Representatives of the Office of the Administrator and the personnel of War Housing Centers are available to service local promotion campaigns, subject to detailed arrangements to be made between the Director of Information of the National Housing Agency, the Assistant Administrator (Homes Use Service), and the Home Owners' Loan Corporation.

Within the scope of this understanding, the War Housing Centers or the NHA regional offices will be responsible for supplying, to newspapers and the general public, information as to the character and scope of the conversion program.

SECTION 79. PROVISIONS COMMON TO ALL CONVERSIONS

.01 Technical Standards for Conversions

a. Conformity with WPB regulations and local ordinances required All items of design, materials, and equipment must of necessity follow the regulations prescribed by the latest NHA and War Production Board documents covering War Housing Construction Standards, Housing Utility Standards, and War Housing Critical Lists. Unless otherwise provided in these documents, it is also intended that conversions will comply with local building, sanitary, and zoning ordinances.

b. General standards outlined It is not expected that accommodations in converted structures will always be as well-planned or as attractive as those in entirely new projects,

but they should be comfortable, safe, and sanitary, with adequate toilet facilities and proper privacy. It is expected that the ingenuity of designers and constructors will be exercised to the limit in utilizing available materials and equipment because of the urgent war demands. Non-essentials will be omitted and second-hand equipment may be used where it is available and appropriate.

c. Requirements for permanent conversions In general, permanent conversions should be carried out so as to conform to local planning and design. Efforts should be made to improve areas and the conversion should be planned so that the property may be utilized to the fullest extent after the emergency and so that the blighting of neighborhoods by ill-conceived or improper conversion of existing structures will be neither encouraged nor aggravated.

d. Requirements for temporary conversions With respect to temporary conversions, structural changes should be limited to those of minor character, such as installation of removable partitions, rearrangement of existing doors, etc. Additional kitchen equipment of a minimum type should be used and plumbing left exposed. Bathrooms should be added only where existing facilities cannot be used by more than one family because of location, number of families involved, or restriction in local ordinances. In every instance an attempt should be made to avoid changes which would be difficult to undo after the emergency.

.02 Material Allotments and Priorities

a. Necessity for allotment system Owing to the large demand for critical material in the manufacture of munitions and for other war purposes, it has become necessary to restrict the use of such materials in housing. Under the Controlled Materials Plan, requirements are balanced against the available supply and commitments are issued only to the extent of the supply, in much the same manner as checks are drawn against funds in a bank account.

b. Critical materials restricted to war housing The use of critical materials in housing is restricted to the production of accommodations for in-migrant war workers in those localities which have been programmed for war housing. It is therefore necessary for any builder, who wishes to proceed with a private conversion project, to obligate himself to rent only to eligible in-migrant war workers.

c. AA-3 preference rating authorized The available supply of materials is distributed to users by an allotment and a preference rating whereby the most urgent use receives the first call. Generally, the Army, Navy and Maritime Commission receive the highest rating. The preference rating assigned to war housing, including both public and private conversions, is AA-3. This is usually sufficient to obtain the necessary materials, although in some special situations a higher rating has been granted.

d. Approval of WPB required It is necessary to secure the approval of the WPB in order to start any remodeling or conversion requiring the use of critical materials. This approval will ordinarily be handled by the nearest WPB District Office.

e. Approval unnecessary under \$200 cost If no critical materials are required, remodeling or conversion may be performed without WPB approval, provided that the total estimated cost for such work during any 12 months is less than \$200.

f. Forms used for construction applications Authorization to obtain controlled materials and to start construction may be obtained by filing an application on Form WPB-2896 (formerly PD-105),^{1/} accompanied by a list of all critical materials is made out on Form WPB-2897.1 (Short Form)^{2/} if the quantity of controlled materials is less than 2000 pounds of steel and 100 pounds of copper, and on Form WPB-2897 (formerly PD-105A)^{3/} if the quantity of controlled materials is greater.

g. Processing applications for private conversions Applications for privately financed conversions (on the forms just described) are filled out by the builder or owner and then filed with the nearest FHA office. The FHA will review the application and submit it to the appropriate local WPB office, which will issue a P-55-b certificate^{4/} authorizing the project. The FHA thereupon issues a WPB Form CMP-H-1 making an allotment of materials to the builder and assigning a preference rating for the job.^{5/} In this connection, see Section 54.01 (a), above.

h. Processing applications for public conversions The same forms are used in processing applications for publicly financed conversion, except that the HOLC prepares the application and the bill of materials and issues the Form CMP-H-1 to its contractors. The FPHA operates under a blanket allotment procedure, whereby it is only necessary for it to issue the Form CMP-H-1.

1/ Application for Approval of Residential Construction (Pursuant to Limitation Order No. L-41, as Amended.

2/ Bill of Materials to be Installed in Residential Remodeling, Rehabilitation or Additions; and New Housing Under \$10,000 Total Cost.

3/ Bill of Materials to be Installed in Residential Construction.

4/ Preference Rating Order P-55-b; Authorization of Housing Construction.

5/ Application for Controlled Materials Allotment and Preference Rating for Construction and Facilities (War Housing).

.03 Rental Regulations

a. Regulations listed The policies governing the fixing of rents for converted properties are covered by the regulations of the War Production Board for the authorization of priority assistance (Form WPB-2896, formerly PD-105), and by NHA General Order 30-6B. 60-2A, 60-3A and 60-9.

b. Shelter rent limited to \$50 Under these orders, the shelter rent for any dwelling unit rented to war workers cannot exceed \$50 per month per unfurnished unit.

c. Charges for service permitted Reasonable charges for services and utilities may be added to the shelter rent, as follows: (from Sections 2.04 and 2.05 of NHA General Order No. 60-9).

1. For tenant services, such as space heating; hot water heating; janitor service; lighting of common halls; elevator service; water; garbage and refuse removal; insect extermination; cooking ranges; refrigerators or ice boxes; and carpets, mats, draperies and furniture for common halls: not to exceed \$3.00 per month per room.

2. For garage space where not supplied as an essential part of the dwelling unit: a reasonable charge.

3. Tenant gas and electricity: actual cost on a pro rata basis.

d. Charges for furniture set by OPA Additional charges may be made for household furniture and furnishings supplied to tenants in dwelling units. Such charges will be determined by the OPA.

e. Total rent not to exceed OPA ceiling The estimated shelter rent, plus additional charges for services, utilities and appliances, cannot exceed the generally prevailing rent in the OPA Defense-Rental Area for comparable housing accommodations on the date stated in the Office of Price Administration regulation applicable to such Area. (NHA General Order 30-6A, Section 3.01-f).

f. Prior advisory opinion obtainable from OPA A prior advisory opinion on prospective rents will be rendered by the OPA, thus permitting the HOLC as well as prospective owners or promoters to plan their construction program with some degree of certainty.

CHAPTER 8. COMMUNITY PARTICIPATION

SECTION 81. IMPORTANCE OF COMMUNITY PARTICIPATION

.01 General The success of the Homes Use program depends upon individuals in critical housing communities voluntarily opening their homes to war guests, voluntarily offering their property for conversion, even voluntarily moving away from the community for the duration of the war if their services are not essential to the war effort, or voluntarily taking any other steps that will put more existing housing at the disposal of war workers.

Any attempt to conduct such a program without local participation would be an expensive futility. If the job is to be done well, every resident in every war production area must be made to realize his personal responsibility for seeing that essential war workers are housed. Essential to this individual action is community understanding and acceptance of the necessity of making full use of existing housing during the present emergency.

SECTION 82. FORMS OF COMMUNITY PARTICIPATION

.01 Work With Local Official Agencies The support of public officials is a prime requisite for winning general public backing of any campaign of this type, for the reason that the people are accustomed to look to them for guidance in civic affairs. A close working relationship should therefore be established at the outset, and maintained with housing authorities, planning commissions, building and zoning commissions, and with police, fire, sanitation and health departments. These agencies have staff facilities and data that can save many man-hours of work in the War Housing Center. They are responsible for the local ordinances under which the War Housing Center must operate, and usually have extensive local experience. Since they bear a large share of the responsibility for solving the community housing problem, the Center should work closely with them, and at no time should they be bypassed.

.02 Local Staff for War Housing Center If possible, wherever qualified people are available, the Manager and all other staff members selected should be residents of the locality. Such persons will have the great advantage of being identified with the locality in the public mind. Cooperative relations between the War Housing Center Manager and the War Housing Committee will be facilitated by having the War Housing Committee approve the proposed Manager before he is appointed by the Regional Office.

.03 Organizations Non-governmental organizations of citizens are a rich source of assistance. Over 50% of our population belongs to organizations which represent a large majority of the nation's interests, activities, and skills. NHA Memoranda in the "30" series have from time to time described the suggestions made by a number of national organizations

to their local chapters on the types of assistance which the latter might offer to the War Housing Centers. Some of these groups may be used only as channels through which to inform their membership of the War Housing program and to appeal for cooperation. Other groups may, in addition, furnish volunteers.

.04 Use of Volunteers to Supplement Paid Staff The use of volunteers has the advantage of bringing the public into the program, and of enabling the Manager to cover more adequately the many activities of the War Housing Center. One of the most effective ways of obtaining support for a program is to induce people to work for it. Workers should be recruited to fill specific jobs, and no one should be accepted, however well qualified, unless he can fill a job that needs to be done. From the outset, provision should be made for training and for providing adequate supervision. Public acknowledgment of the value of the work of volunteers should be given wherever possible. As a part of general community relations it is important that care be taken to preserve good relations with these workers. A comprehensive guide to the use of volunteers will be found in NHA Memorandum No. 30-28.

SECTION 83. THE ROLE OF THE WAR HOUSING COMMITTEE

.01 General It is the policy of the Homes Use Service of the National Housing Agency to work in cooperation with War Housing Committees, affiliated wherever possible with local Defense Councils. War Housing Committees should mirror the whole community by including in their membership individuals representing the various points of view of both the consumers and the producers of housing. This is the only basis on which the community can participate intelligently in all aspects of the Homes Use program. The principal functions of War Housing Committees are:

a. Advising the Manager To advise the field representatives and War Housing Center Managers on policies governing local application of the war housing program. This aids in adjusting the operation of the Center to fit each locality.

b. Liaison between NHA and the community To serve as a two-way channel of information between the community and the Homes Use program, interpreting to NHA the community's resources, needs and preferences, and, in turn, interpreting NHA's policies and programs to the community.

c. Applying the program To cooperate with and to assist the War Housing Center staff in applying the program. The exact nature of the duties to be performed will vary with local conditions, with the background of the Committee, and with the experience of the Center staff in working with groups.

.02 Relationships Between Committee and Center The Committee should fully understand that its functions of advice and interpretation will be of definite value to the NHA; that wherever possible it will be

consulted on important policies affecting the community before these policies have crystallized; and that its suggestions will be given careful consideration in the conduct of the local Homes Use program. Where it is not possible to follow the Committee's advice, an explanation of the reasons for the decision should be made.

It is desirable to have it clearly understood that the Committee does not act as an administrative body nor as a board of directors. The Regional Representative cannot delegate the responsibility for making decisions and cannot be bound by the recommendations of the Committee. To avoid possible pitfalls later, it is important that this advisory and cooperative relationship be made clear at the outset.

Managers and field representatives should be constantly on the alert to aid the Committee in developing ways of assisting with the Homes Use program. Without stimulation and encouragement from these officials, most Committees will become passive and inactive.

For a comprehensive guide on War Housing Committees, see NHA Memorandum No. 30-7.

SECTION 84. SUB-COMMITTEES

.01 General To facilitate the Committee's work, representative sub-Committees to work on the various Homes Use procedures should be appointed by the chairman in consultation with the NHA field representative and War Housing Center Manager. According to local conditions, there may be sub-Committees on registration, private and public conversion, information on community facilities, emergency housing, volunteers, publicity, etc. They may undertake work on special problems such as the procurement of furnished homes, interpretation of priority procedures, in-migration and out-migration, zoning regulations, building codes, and safety laws. It is desirable that only such sub-Committees be appointed as are needed to aid the locality in meeting its war housing needs. Sub-Committees may be made up solely from the membership of the War Housing Committee or, in order to get special technical skills or to keep a few people on the Committee from being overworked, it may include non-members preferably with a member of the War Housing Committee serving as chairman.

.02 Executive Committee It should be emphasized that, if an Executive Committee is appointed, great care should be taken to see that this sub-Committee is balanced in its representation and that policy questions requiring discussion from all points of view are not referred to it instead of to the full Committee.

SECTION 85. MEETINGS

.01 General Provision should be made to have the Committee meet

at least once a month, with sub-Committees meeting in the interim. Members should be notified a week in advance of the meeting and should be reminded by telephone on the morning of the day the meeting is held. An agenda should be prepared and, if possible, circulated in advance. Minutes should be kept of each meeting and either circulated before, or read at, the next meeting. The War Housing Center Manager or field representative should see that there is always at least one item of real importance to be acted upon and that the agenda covers matters of interest to the consumer representatives as well as to the producers of housing. Discussion of inconsequential items should be kept to a minimum. For other methods of increasing consumer activity on the committee, see NHA Memorandum No. 30-27.

The War Housing Center Manager should attend all meetings of the Committee. The NHA field representative should attend the organization meeting of the Committee and as many subsequent meetings as practicable.

SECTION 86. SPECIFIC COMMITTEE ACTIVITIES

.01 Housing Needs In view of the knowledge of the community's existing resources and needs possessed by the Committee members, they may be consulted by the field representative before any locality war housing program is prepared. This knowledge will also be helpful to the Manager in developing full use of existing housing resources and in promoting a public or private conversion program.

.02 Liaison with Cooperating Local Organizations As the participation of local organizations increases, the Committee may assist the Manager in making plans for the proper utilization of each type of assistance volunteered by the various groups. The offers will differ according to the program and type of membership of the organization. Thought should be given to the best way of integrating these services appropriately into the War Housing Center program.

Among the activities that may be suggested to local organizations are: Participation in War Housing Listing Surveys (see NHA Regulation No. 30-4); hospitality or welcoming committees to make newcomers feel at home; setting up temporary dormitories and reception centers; and conducting demonstrations in low-cost home furnishing, discussion groups on the operating problems of war hostesses, etc.

.03 Publicity and Public Education The Committee can assist in preparations for special events such as the "Share The Home Campaign"; get statements from organizations and prominent individuals in support of the campaign; and arrange public meetings to provide a "news handle" for necessary Homes Use publicity. A sub-Committee of two or three members may sponsor occasional off-the-record meetings, preferably at luncheon, to which managing, city and real estate editors of local newspapers would be invited. The Regional Representative, assisted by the Manager, might be present to describe the program and lead the discussion. Similar meetings would, when desirable, be held for executives of local broadcasting stations. Committee members can organize speakers'

bureaus, make speeches themselves, arrange for announcements and talks over the radio, at meetings and at moving picture theaters. They may, in addition, supervise the voluntary distribution of pamphlets and posters, and sponsor poster, essay and photographic contests.

.04 Information on Community Facilities A sub-Committee of the War Housing Committee might take the responsibility for maintaining a desk in the Center to which in-migrant war workers can come for information on community facilities (see Chapter 10: "Special Services of the War Housing Center").

.05 Landlord-Tenant Relations Committee members may initiate and conduct a program of public education on landlord-tenant relations. In many cases, neither landlord nor tenant knows definitely what is expected of him or of the other. Normal difficulties of this relationship are increased by the fact that both may be living under unusually crowded and inconvenient conditions. Reduction in the amount of moving would mean a saving in workers' energy and in man-hours of movers and other personnel. Two leaflets of the Women's Bureau, U. S. Department of Labor, could be used in this connection: Boarding Homes for Women War Workers and Wartime Reminders to Women Who Work.

In some areas it may be desirable for the Committee, in cooperation with such other organizations as the YWCA and Travelers' Aid Association, to arrange for conferences of war hostesses. At these conferences plans could be worked out for meeting such community problems as recreation facilities for war workers, care of tenants in case of illness or convalescence, etc.

CHAPTER 9. PUBLICITY

SECTION 91. THE FUNCTION OF PUBLICITY

.01 Importance of Community Support The Homes Use program is clearly a community operation the success of which depends upon widespread public support. For this reason the methods for securing public support must be employed constantly and effectively in accomplishing the program.

The importance of gaining the wholehearted cooperation of the public can be seen in true perspective by glancing at the total war housing program for the coming year. Over seventy per cent of all immigrant war workers during "fiscal 1944" must be housed in existing accommodations obtained through the Homes Use program. This housing can be secured only through the voluntary action of hundreds of thousands of individual citizens. In this respect the program differs markedly from that of new construction where relatively few public contacts are required for the construction of thousands of units.

Publicity is an important method for winning this cooperation. Through the various media of public information the public can and must be informed of the nature of the program and of the responsibility of individuals and groups for the accomplishment of the program. One purpose of publicity is the stimulation of cooperation on the part of the organized community. The cooperating groups and individuals will provide channels through which information can be disseminated to the community.

Although inducing citizens to make their homes available to war workers and informing in-migrant war workers of the services of the War Housing Center are the first jobs of the publicity program, it must go further than that. It must create an environment of favorable public opinion by informing the public of the organization and functions of the entire National Housing Agency and by explaining the reasons why normal peacetime construction must be curtailed during the war.

SECTION 92. PUBLICITY SOURCES AND METHODS

.01 General A successful publicity program is founded upon sound organization. This organization involves the careful preparation of a promotional plan and the development of preliminary contacts and arrangements. Active cooperation must be secured from many sources if the plan is to be accomplished.

The plan of promotion should be discussed with the War Housing Committee and the assistance of qualified members of that Committee should be sought in order that their experience and personal contacts in this field will be fully utilized.

The following discussion should serve as a guide to the Manager in obtaining full use of all the various means of telling his story to the public.

.02 Newspapers The newspaper is without doubt the most commonly used and the most important medium for the wide dissemination of all types of information about the Homes Use program. For this reason the program should be discussed with the local newspaper publishers and their support requested. Ideal arrangements with these publishers should produce the following types of cooperation on the part of each newspaper:

a. Regular and prominently placed news stories To accomplish this, the War Housing Center should be made part of the regular news "beat" of one of the paper's reporters, and the Manager should be granted permission to call the city editor whenever he has a story with photographic possibilities so that a reporter and a photographer can get the story immediately.

b. Periodic editorials Editorials urging the community to support the Homes Use program should deal with the program in general as well as with its special phases.

c. Cartoons A series of cartoons dealing with the program and based upon the editorials or on discussions with the Manager.

d. Reporting speeches Thorough reporting of speeches concerning Homes Use made before community organizations.

e. Feature stories Backing for the program in the columns of popular local feature writers.

f. Contributed advertising space Contributions of advertising space either from the newspaper itself or, through the advertising department's cooperation, from the paper's regular advertisers. The members of the advertising staff should be made thoroughly conversant with the purpose of the program so that they may cooperate intelligently with local firms wishing to insert Homes Use copy in their ads.

g. Special edition A special war housing supplement to the paper should local conditions warrant, and sufficient advertising be obtained.

.03 Radio The managers of local radio stations should be brought into active sponsorship of Homes Use promotion and should be asked, in a manner approved by OWI, to provide the following types of publicity:

a. Spot announcements Spot announcements, which should be arranged through OWI, to advertise the services of the War Housing Center and to promote the home sharing and conversion programs.

b. Skits, etc. Occasional radio skits, interviews with the

Manager and with Committee members, and broadcasts direct from the War Housing Center concerning home-sharing citizens, or interviews with in-migrants, applicants for conversions, and the employees of the Center. These scripts should be seen by OWI if possible.

c. Mention by commentators Favorable comment concerning the program by popular local radio commentators and "columnists of the air".

d. Contributed radio time Contributions of time on the air by sponsors of regular programs.

.04 Government Radio Time In connection with radio publicity, all requests for spot announcements and, in fact, all appeals for "government time" must be handled through the OWI regional radio offices. Unless the Manager has been instructed to make contact with OWI directly, "copy" must be submitted to that agency through the NHA Regional Representative. Because OWI offices now prepare radio schedules considerably in advance, any materials intended for broadcast should be in OWI hands early if they are to be given an adequate play. The policies governing the release of information by War Housing Centers are set forth in NHA Memorandum No. 50-1, and in NHA General Order 50-1.

.05 Speakers Bureau A speakers committee should be appointed, or where there already exists in the community an organization of speakers who promote war programs, its services should be used. A regular schedule should be arranged for speeches before such groups as the Chamber of Commerce, Junior Chamber of Commerce, Rotary, Kiwanis and Lions Clubs, Board of Trade, Council of Social Agencies, YMCA and YWCA, housing associations, Real Estate Board, apartment owners and managers associations, and labor organization.

In fact, efforts should be made to keep all civic, social and religious groups aware of the Homes Use program, either through representations by their own members or by members of a specially trained speakers bureau.

.06 War Industries The cooperation of the managers of all war plants in the vicinity should be enlisted. This cooperation might involve:

a. Statements by leading industrialists to be given to the press urging community support of the Homes Use Program.

b. News stories and advertising in the war industries house organs.

c. Prominent display of posters in the plants.

d. Distribution of literature in pay envelopes.

e. Broadcasts of promotional announcements over public address systems in the plants.

f. Sponsorship of advertising in the local newspaper.

.07 Business Enterprise Local merchants and utility companies can contribute to the program in many ways including:

a. Sponsorship of advertising This can take the form of inserts in institutional advertising, donations of newspaper space or radio time for straight Homes Use advertising with only a credit line for the sponsor, or ads such as those of furniture and building materials companies where the promotion of the Homes Use program can be tied to the sale of the company's product.

b. Window cards, etc. Poster displays in store windows and on busses and street cars and outdoor advertising displays.

c. Enclosures Distribution of literature through enclosures in monthly statements.

.08 Local Government The mayor or city manager and the city council should be solicited for assistance in the promotional phases of the campaign. Their assistance may involve:

a. Proclamations Proclamations calling attention to the vital need for citizens to support the Homes Use program.

b. Displays Displays of signs and posters in public buildings, on the streets and at large public gatherings.

c. Distribution of literature Distribution of literature at public meetings, in tax statements and through other avenues through which the government communicates with its citizens.

d. Defense Council Support of the local Defense Council which in most communities is an auxiliary of the government for the promotion of the war effort.

SECTION 93. THE PROMOTIONAL CAMPAIGN

.01 General All War Housing Centers have been sent instructions and materials for an intensive ten-week promotional campaign. Most Managers have already conducted the campaign and the experience gained through it will be valuable to them in their continuing promotional work.

The ideas and materials for the campaign are set forth in the Promotional Plan to Assist in Solving War Housing Problem in Critical Communities. This "plan book" was prepared by some of the nation's foremost publicity experts, and its usefulness to the Manager, both in connection with daily promotion and with any special campaigns, should continue long after the close of the campaign for which it was specially developed. Any Manager who has not received a copy of the "plan book" should request one from his Regional Representative.

SECTION 94. NEWS PRESENTATION

.01 Responsibility to Cooperative Groups The Manager who has the benefit of community cooperation in his promotional work also has the very serious responsibility for seeing that the avenues of public information now open to him are kept supplied with interesting and significant news. If he fails in this he has not kept his part in the bargain with those who offered him aid and he will soon find it difficult to secure an adequate public hearing for his vital war program.

The news which he can make available is of great importance to the community and it is filled with human interest. He must see that it is properly presented.

.02 Sources of Homes Use News There are many sources of Homes Use news. The manager must explore them all and make the best possible use of them.

The Information Division sends a series of useful press releases to each Center. These should be supplemented by timely stories based upon the activities of the Center. Current operations will also produce a variety of interesting information concerning which the community should be informed periodically. This information can include:

a. Applications Analysis of applications showing total volume since the opening of the Center and for shorter comparative periods to show trends in demand, and to show the type of applicants in terms of eligibility and family size, and the types of accommodations desired, including rooms or dwelling units, and the size, rental and location of accommodations.

b. Listings Analysis of room and dwelling unit listings to show the status of the housing supply in relation to applications, and the type of accommodations available at a given time including size, rentals and locations.

c. Placements Reports of placements to show the accomplishments of the Center.

d. New housing Progress on the construction and occupancy of new war housing.

e. Conversions Volume of applications for lease of properties for public conversion and applications for priorities for private conversion, the volume of leases signed, priorities granted and construction completion as well as occupancy of conversions.

While this information (like that in item "d" above) is not produced through the daily operations of the War Housing Center, it can be obtained from the local offices of HOLC, FPHA, and FHA. It

is wise to check news stories with these agencies when their operations are involved.

.03 Value of "Human-Interest" Stories These reports of activities should always be of interest to the public if they are well presented; however, the Manager's main job is to see that publicity stories are built around human beings rather than statistics. To do this, he must get the real details concerning the plight of war workers in the local community from the war plants, and from the workers themselves. The story must be told colorfully and constantly.

CHAPTER 10. SPECIAL SERVICES OF THE WAR HOUSING CENTER

SECTION 101. INTRODUCTION

.01 General Because the War Housing Center is, in most communities, the only direct local representative of the Office of the Administrator (or, for that matter, of any part of the National Housing Agency), it is apt to be called upon to perform various additional services, some of them not directly related to its immediate job of procurement, conservation and distribution of housing. The nature and relative importance of these special services will unquestionably differ from one locality to another. They will also differ from time to time in keeping with the changing pattern of the Homes Use program. Consequently, Center services that are not covered in this manual will no doubt be developed in the future, and the services now considered basic may be supplanted by other services now classed as auxiliary or special.

SECTION 102. SPECIAL SERVICES TO THE REGIONAL REPRESENTATIVE

.01 Compiling Special Reports As the local representative of NHA, the managers and personnel of the War Housing Centers are in a position to render valuable special assistance to the Regional and Washington offices. Outstanding among these services is the assembly of data from the housing "firing line" and serving as a central point for the local distribution of information on war housing.

In addition to their regular reports, War Housing Center Managers may, for example, be asked to collect and analyze information on special aspects of in-migration and housing need in their localities. Or the Managers may be asked to assess public attitudes toward various features of the war housing program, or the post-war disposition of war housing.

.02 Handling Special Problems Peculiar housing problems such as accommodating eligible groups that are not readily accepted by local householders (e.g., Mexicans, Japanese-Americans, Chinese), effecting readjustments in occupancy, or conducting studies of occupancy eligibility may also be presented to the Manager for handling.

SECTION 103. DISSEMINATING INFORMATION ON WAR HOUSING

.01 Equipping the Staff With the increasing tendency in most communities to use the War Housing Center as a clearing house of all housing information and especially information on war housing, it is vitally important that the staff be equipped to handle this function. Through local representatives (or, with the help of the Regional Representative, through the regional office) plans may be

made to have literature and forms provided for distribution by the Center. In some instances, it may be possible to arrange with these agencies to have members of their staffs train War Housing Center personnel in subjects which the latter may safely discuss. Emphasis should always be placed on the unofficial status of any information given outside of the immediate jurisdictional scope of the War Housing Center.

.02 Information Concerning Constituent Agencies The War Housing Center should be prepared to provide adequate information on the organization and functions of the National Housing Agency's three constituent agencies. Chapter 1 of this manual contains a general description of the sphere, operation, and organization of these constituent agencies, and those fields of activity within each which have a direct bearing upon the Homes Use program are described throughout the manual. All employees should have an opportunity to become familiar with this material.

To answer questions outside the immediate field of operations of the Centers, clients may be referred to the agency or office having jurisdiction (some Centers having mimeographed lists for this purpose) or special training may be given Center personnel in matters of which the following are typical:

a. Federal Home Loan Bank Administration Employees of the Center should know which local lending institutions belong to the Bank system. However, most of the local contacts with this agency will be with the Home Owners' Loan Corporation, one of its member organizations, in connection with the public conversion program.

b. Federal Housing Administration Since the Federal Housing Administration supplies mortgage insurance and processes applications for priorities for privately financed war housing, the Center will usually refer inquiries on these subjects to the local FHA office if there is one in the community. Otherwise arrangements can be made to have WHC personnel trained in basic FHA operations. In some places FHA representatives have been stationed in War Housing Centers to receive applications from builders and to answer their questions.

c. Federal Public Housing Authority Most of the Center's contacts with the Federal Public Housing Authority and with local housing authorities will be in connection with the regular listing and referral process. Many questions in connection with the eligibility requirements for public housing will be addressed to the Center.

Wherever there are several local housing authorities in the locality or wherever the public projects are located at some distance from the central business district it may be possible to have a representative of the tenant selection staff of FPHA stationed in the Center, as described in earlier chapters. Under these

circumstances general questions as well as eligible applicants can be referred to this representative. The Center should at least be able to distribute information concerning public housing projects and the names and addresses of the project managers.

.03 Information Concerning Other Federal Agencies There are at least three federal agencies outside of the National Housing Agency whose operations may affect the operations of the War Housing Center and whose regulations should, therefore, be of vital interest both to the Center and to its clients. These agencies are the OPA, the WMC, and the WPB.

a. Office of Price Administration The Area Rent Office under the Office of Price Administration controls rents and evictions from properties. The employees of the Center should therefore be prepared to answer certain simple questions concerning rent regulations, but should never attempt to pass judgment on problems that come under the jurisdiction of the Area Rent Office. Rent regulations having a definite bearing on the Homes Use program are announced in the "30" series of memoranda which are issued to War Housing Centers. (See, for example, NHA Memoranda 30-5, 30-6, and 30-26).

b. War Manpower Commission The United States Employment Service under the War Manpower Commission is in charge of the recruitment and placement of war workers for local war industries. Special arrangements can be made for the mutual exchange of information and the referral of clients. The Employment Service has the power to issue certificates of separation, enabling war workers to leave war industries if they are unable to find adequate housing. These cases may be referred to the Center for verification of the lack of available housing.

c. War Production Board Although the War Production Board is responsible for controlling the use of scarce materials, most of the questions on this subject that will be addressed to the Center will be in connection with materials for house construction and may be referred to the FHA. The following section of this chapter which deals with priorities and the Controlled Materials Plan was included to assist the Center in answering basic questions on the subject.

SECTION 104. PRIORITIES AND THE CONTROLLED MATERIALS PLAN

.01 Reasons for Establishment of the Controlled Materials Plan The War Production Board provides the machinery which, by balancing competing demands, insures adequate supplies of critical materials for their many essential uses. Its new Controlled Materials Plan was created to make a long range determination of material requirements and to assure the regular fulfillment of these requirements at the proper time and place. The Controlled Materials Plan was developed as a result of certain difficulties encountered

in distributing materials through the priorities system which has been in effect in the construction field since the fall of 1941.

.02 Operations of the Plan The Controlled Materials Plan is based on advance knowledge of materials requirements at every step in production from the prime contractors to the subcontractors, and on the measured control of the flow of these materials down to the basic processes in the fabrication of war products. Under the Controlled Materials Plan, prime contractors assemble bills of materials specifying not only what materials are required, but when they must be received in order to meet approved production schedules. The bills of materials include not only those materials needed by the prime contractors, but also those needed by the subcontractors and their suppliers. Each prime contractor submits his total bills of materials to his particular Federal claimant agency, in this case the National Housing Agency.

Each claimant agency submits its estimated requirements for controlled materials and items of equipment to the WPB Requirements Committee and to one of the controlled materials divisions of that agency. The requirements thus presented by the claimant agencies must be brought into balance with the known available supply of materials before they can be approved. When the sum of these various requirements has been adjusted to the supply, the WPB Program Vice Chairman, who is also chairman of the Requirements Committee, with the advice of his Committee, allocates quantities of controlled materials to each claimant agency.

The claimant agencies, in turn, distribute these broad allotments among their prime contractors by means of allotment numbers, and prime contractors then pass on the allotment numbers to subcontractors as they are needed to obtain supplies. Allotment numbers constitute certified checks for specific amounts of materials to be delivered during specific periods. They are presented to mills with contractors' orders. Mills are advised in advance by WPB of the amount, size, and form of materials they should produce in order to meet the demand.

Carbon and alloy steel, copper and aluminum are the first materials to be controlled under the plan.

.03 Typical Questions and Answers on Priorities War Production Board rules regulating the construction, use and disposition of war housing present a rather complex picture. Builders, owners, and occupants all will have questions about their rights and their limitations under these regulations. Employees in the War Housing Centers frequently will be asked questions relating to priorities. It is not expected that they will become experts in this technical field. However, they must have a general understanding of the system, and must be prepared to direct questioners to the proper places to get full information and assistance

The following questions and answers will cover the inquiries most likely to confront War Housing Center employees:

a. New private war housing ("begun" on or after February 10, 1943)

- Q. Where may new war housing be built?
- A. New war housing can be built only in critical war areas where a housing shortage exists and where priority assistance has been made available by action of NHA and WPB.
- Q. May war housing be built for owner occupancy?
- A. No, except that an eligible war worker may build a new home for his own occupancy.
- Q. May a dwelling be built originally for sale?
- A. The general rule is that all war housing must be built for rental to in-migrant civilian war workers. However, there are four circumstances (described in General Order No. 60-3A) under which such housing may be sold. These are:
- (1) Outright sale to eligible war workers of one-third of any builder's aggregate number of units "begun" on or after February 10, 1943, provided that the sale is made not later than 15 days after completion.
 - (2) Sale to an eligible tenant after two months occupancy.
 - (3) Sale to an investor who will agree to rent only to eligible war workers and to abide by other limitations attached to the house.
 - (4) Sale under specific authorization of the Regional Representative in cases of hardship or of a materially altered local housing situation.
- Q. At what price may a dwelling be sold?
- A. A dwelling may be sold for no more than \$6,000 plus financing costs or market value, whichever is the lower. The proposed price range must be submitted to the FHA in advance of sale.
- Q. What rental may be charged for a dwelling?
- A. Rent may not exceed \$50 per month shelter rent or the rental established in the WPB-2896 application for priorities. Reasonable additions to this may be made for services furnished, but these must not exceed \$3 per room per month, exclusive of gas and electricity and any garage space.

- Q. What is a WPB-2896?
- A. This form is the WPB application for a preference rating on material to be used in the construction of war housing, formerly known as PD-105. The applicant must procure this form from FHA and fill it out, adding a detailed list of the critical materials required in construction, (Form WPB-2897, formerly PD-105A). Both forms are then filed with FHA which submits them to WPB after preliminary processing. If the application is approved by both agencies, a WPB certificate P-55b will be issued to the applicant, thus establishing his eligibility to build. He then fills out CMP-H-1 to show his delivery schedule for materials and has this approved by FHA. A preference rating and allotment number are assigned to him by FHA on the form CMP-H-1.
- Q. Does this procedure apply to the construction or conversion of multiple-family dwellings also?
- A. Yes. A multiple-family dwelling is defined as a structure containing six or more family suites. However, a short form bill of materials may be used (WPB-2897.1).
- Q. May any new residential construction be undertaken without WPB's permission?
- A. Yes, if the estimated cost of the construction is less than \$200 for single-family dwellings or less than \$1,000 for a multiple-dwelling, and if materials can be obtained without priority assistance.

b. Maintenance and repair

- Q. What is meant by "maintenance and repair"?
- A. "Maintenance and repair" mean construction necessary to keep a structure in sound working condition or to rehabilitate a structure or any portion thereof when it has been rendered unsafe or unfit for service through wear and tear or other similar causes. The term does not apply where any structural alterations or changes in design are to be made.
- Q. May repairs be made in any city or only in designated critical areas?
- A. Repairs may be made in any locality.
- Q. Is there any limit to the cost of repairs?
- A. None, except that repairs are limited to those necessary to keep the dwelling safe and fit for service.
- Q. Suppose a dwelling is damaged or destroyed by fire?
- A. Any dwelling, single or multiple, damaged or destroyed by fire, flood, tornado, earthquake, or other act of God, or of the public enemy may be repaired, reconstructed, or newly constructed, provided that the estimated cost shall be less than \$5,000, and provided

that, within two weeks after such damage or destruction, Form WPB-617 (formerly PD-200) for a multiple-dwelling or Form WPB-2896 (formerly PD-105) for smaller dwelling is filed by the owner or his authorized agent. These forms should be filed with WPB in such cases.

- Q. What is meant by the term "cost" as used in the various WPB regulations regarding construction?
- A. Cost is the sum of the total cost or value, whichever is the higher, of materials and labor used, including fees for architects', engineers' and contractors' services. Cost does not include second-hand materials used which the owner already owns, nor the value of the labor of the owner, nor his family, nor of his tenant if it entails no financial outlay.

c. Agricultural construction

- Q. How is the construction of rural residences regulated?
- A. Construction of rural residences is governed by the same rules that apply to all other new war housing with the exception that an application for permission to build is made on Form WPB-617 and is filed with the Department of Agriculture County War Board having jurisdiction over the area rather than with the FHA.

d. Remodelling and conversion

- Q. What is considered remodelling?
- A. Remodelling is defined as construction which adds one or more rooms to a unit, when such rooms do not constitute an additional dwelling unit.
- Q. What type of construction is considered conversion?
- A. Conversion is any construction which adds one or more complete family units to a structure. The conversion may or may not also add single rooms.
- Q. In what areas may remodelling or conversion be done?
- A. If no critical materials are required, both remodelling and conversion may be done in any area without a certificate, provided the total estimated cost is less than \$200 during any twelve months. If the estimated cost is \$200 or more, this type of building may be done only in critical areas, and conversion and remodelling can be done only in those critical areas where NHA has provided a priority quota for that specific purpose.
- Q. How is permission to convert obtained?
- A. Form WPB 2896 (formerly PD-105) must be filled out and approved before construction can be undertaken. If the conversion costs less than \$1,500 and is to be paid for on the installment plan, an exception under Regulation W may be obtained extending the terms of payment from 12 to 36 months.

- Q. Is there any other way in which properties may be converted?
- A. Yes, the owner may lease his property to the Government through the Home Owners' Loan Corporation. In this case the Government will undertake responsibility for the construction, financing, and management of the property for the "duration".
- Q. Must converted units be rented to war workers?
- A. Yes, they must be rented to eligible war workers.
- Q. What rent may be charged for a converted unit?
- A. Not more than \$50 per month shelter rent may be charged for a converted unit. Reasonable charges may be added for services furnished, but not more than \$3 per room per month exclusive of gas and electricity and any garage space.
- Q. May the rent be raised under any circumstances?
- A. Yes, the rent may be raised by permission of the NHA Regional Representative and the OPA rent control, but it may never exceed \$50 shelter rent.

SECTION 105. RELAXATION OF ZONING ORDINANCES AND BUILDING AND SANITARY CODES

.01 General The number of families and roomers that can occupy residential structures, as well as the design, facilities, and condition of the structures themselves, are commonly governed to a large extent by zoning ordinances and building and sanitary codes. Such laws and regulations are primarily matters of local concern, for they stem from the police power of the state and are enacted, generally, by the local municipality for the protection of its citizens and to secure proper development of the community itself. It is therefore important that federal officials approach problems involving laws and regulations of this type with considerable care and understanding.

.02 Local Regulations and the Homes Use Program The Homes Use program is brought into constant relation to local zoning, building and sanitary regulations. This is due to the program's emphasis on increasing housing facilities through conversion and on increasing the intensity of use of existing structures without alteration. Correspondingly, problems involving these local regulations may be presented to the War Housing Center by individuals wishing to convert or otherwise intensify the use of their property, as well as by NHA's constituent agencies engaged in conversion activities. For this reason the War Housing Center Manager and other representatives of the Office of the Administrator concerned with the Homes Use program at the local level should acquire general familiarity with those provisions of zoning ordinances and building and sanitary codes which affect the program in a given locality

Situations may arise in which the immediate objectives of the Homes Use program are in conflict with these local ordinances and codes. For example, residential areas in which roomers are permitted may be more limited, or the number of roomers permitted in any one dwelling may be less, than the degree of utilization demanded by the war housing emergency. Conversion possibilities or the doubling-up of families may be limited by the maximum authorized number of dwelling units or families per structure or per lot area, or they may be limited by provisions of building and sanitary codes. As a result, relaxation of the limiting regulations for the duration of the national emergency may appear desirable to individual property owners or to agencies working with them in furtherance of the Homes Use program.

Usually it will be possible in such situations to revise the implementation of the Homes Use program so that program objectives may be achieved in a manner that conforms with local regulations. Occasionally, however, a situation may arise in which the conflict is so fundamental or of such wide scope as to prohibit attainment of the major goals of the program in the locality, either with respect to the conversion program or to the development of the fullest possible use of housing "as is".

.03 The Liaison Function of the War Housing Committee Cases which, in the judgment of the War Housing Center Manager, involve basic conflicts between major war housing goals and local regulations should be referred to the War Housing Committee. If after full consideration the Committee deems such action to be necessary and desirable, it may appropriately recommend to the proper official planning, zoning, or housing agencies of the community that they reconsider the restrictive regulations in light of the needs of the present emergency and that they determine whether modification, generally of a temporary nature, is necessary and desirable. When such problems arise, a sub-Committee of the War Housing Committee (see Section 84) might advantageously be appointed to deal with them. The War Housing Center Manager and his staff should not take a public position in this type of activity, however, except as specifically authorized by the Regional Representative.

.04 Sources of Technical Advice The War Housing Center Manager should familiarize himself with the functions and relationships of the official agencies in the community concerned with the zoning ordinance and building and sanitary codes, and should advise the Committee concerning these functions and relationships in order that the Committee may consult with and act through the proper responsible agencies. Because relatively complex technical and legal questions may be involved in modifying the regulations, however, the War Housing Center Manager should not himself attempt to give technical advice. Technical advice generally should be sought first from local and state planning, housing and zoning agencies. If additional technical assistance is required, the services of the Division of Urban Studies of the Office

of the Administrator should be requested through the Regional Representative.

If adequate technical advice cannot otherwise be obtained when needed, the Regional Representative may call upon the office of the constituent agencies of the NHA for such assistance as they can provide. (See NHA Memorandum No. 11-6). For example, members of the staff of the FHA's Land Planning Division are located in many of the FHA field offices and are qualified to assist in these matters.

SECTION 106. DIRECT SERVICES ") COMMUNITY

.01 General The War Housing Center through its Manager should participate in all community undertakings affecting housing which are not inconsistent with the principles of the National Housing Agency. The Manager may be asked to represent the Center in planning or zoning activities, in defense work, and in social service. Providing the various types of information discussed elsewhere in this chapter is another form of community service. Finally there are the several services performed for the community by the Center in its contacts with the in-migrant war workers.

SECTION 107. COMMUNITY INFORMATION FOR IN-MIGRANTS

.01 Value One cause of absenteeism and labor turnover is undoubtedly the difficulty which in-migrants experience in adjusting themselves to a new community. Getting acquainted with one's neighbors, learning what the community has to offer in the way of recreational, cultural and religious activities, helps a family to feel satisfied with its new home. Such simple questions as: "where do we pay deposits for gas and electrical service; what street car and bus lines do we use; what schools and shopping districts are nearby;" are inevitably asked by newcomers.

.02 Activity of the War Housing Committee War Housing Centers are being increasingly called upon to answer questions similar to those just mentioned. Although supplying this type of supplementary information is not strictly within the province of the Manager, his doing so nevertheless contributes to the contentment of war workers and therefore to increased production. The Manager should enlist the aid of the War Housing Committee, perhaps through a sub-Committee in collecting the background information. The basis for an information service is a carefully prepared file on community resources and a collection of local directories of various kinds. These materials should show such things as the location of schools, shopping districts, churches, clubs, and indoor and outdoor recreation facilities; where to pay gas and electricity deposits or bills, and the size of the deposit required by the several utility companies; facilities for child care; where and how to make complaints on sanitary and safety violations; transportation facilities, etc.

Where the volume of inquiries warrants it, the sub-Committee may also assist the Manager in dispensing the information. A separate desk may be set aside for this purpose to be manned either by members of the sub-Committee or by volunteers recruited by the sub-Committees for this purpose.