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DEPARTMENT OF HOUSING
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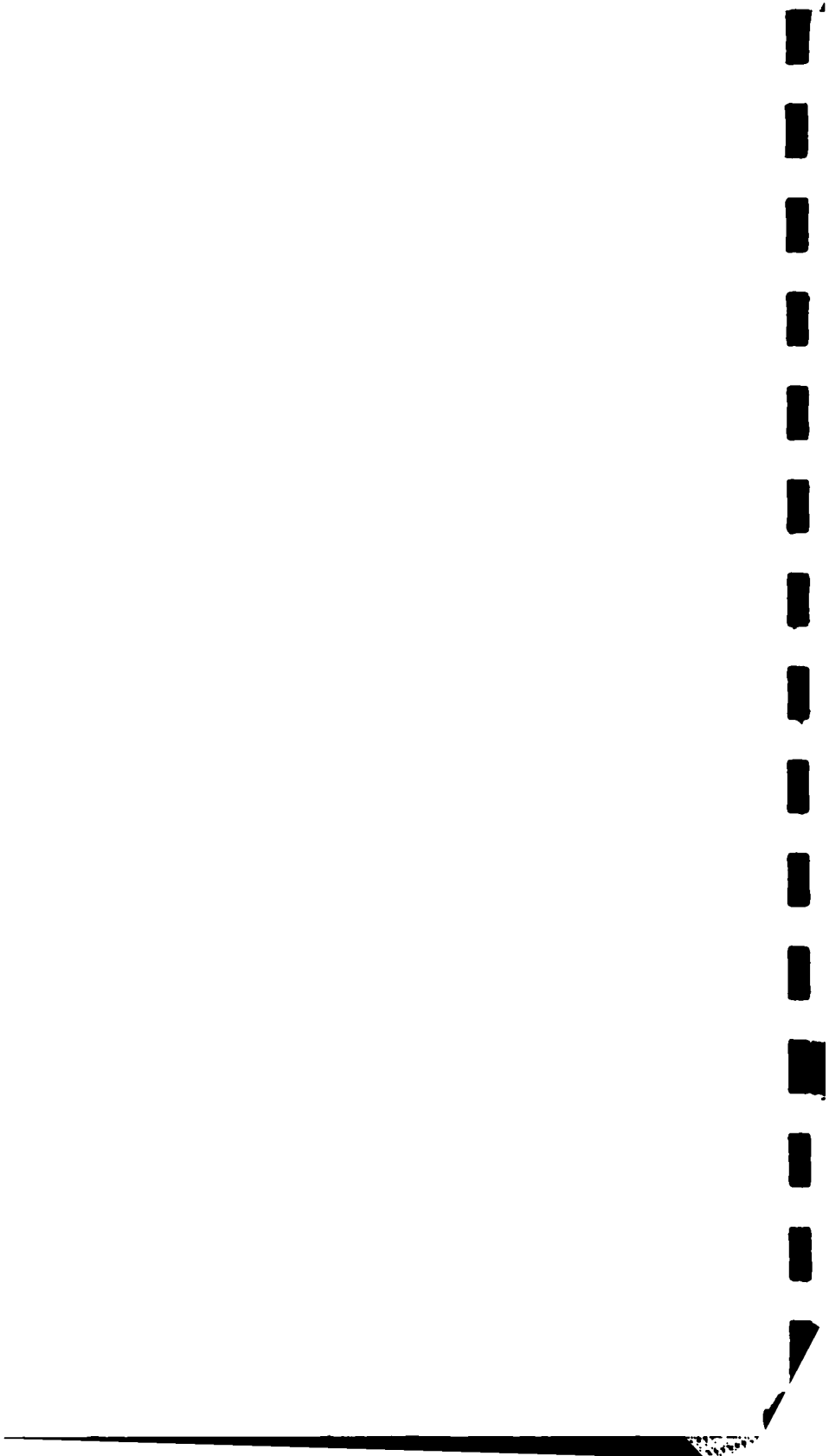
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a bulletin
prepared by the
**JOINT PHA-NAHRO
COMMITTEE ON
INCOME LIMITS
AND RENTS**

Table 1. RENTERS AND HO...

Occupation and Industry Division	Men	Women	Total
Guards	1,200	1,200	2,400
Manufacturing	1,200	1,200	2,400
Nonmanufacturing	1,200	1,200	2,400
Finance	1,200	1,200	2,400
Hatters, painters, and cleaners (men)	1,200	1,200	2,400
Manufacturing	1,200	1,200	2,400
Nonmanufacturing	1,200	1,200	2,400
Finance	1,200	1,200	2,400
Public utilities	1,200	1,200	2,400
Wholesale trade	1,200	1,200	2,400
Retail trade	1,200	1,200	2,400
Finance	1,200	1,200	2,400
Professionals and clericals (women)	1,200	1,200	2,400
Manufacturing	1,200	1,200	2,400
Nonmanufacturing	1,200	1,200	2,400
Finance	1,200	1,200	2,400
Public utilities	1,200	1,200	2,400
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Finance	1,200	1,200	2,400
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Professionals and clericals (men)	1,200	1,200	2,400
Manufacturing	1,200	1,200	2,400
Nonmanufacturing	1,200	1,200	2,400
Finance	1,200	1,200	2,400
Public utilities	1,200	1,200	



I N C O M E L I M I T S

A BULLETIN PREPARED BY A JOINT COMMITTEE OF THE
PUBLIC HOUSING ADMINISTRATION
AND THE
NATIONAL ASSOCIATION OF HOUSING
AND REDEVELOPMENT OFFICIALS

April 1961

Public Housing Administration
Housing and Home Finance Agency

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INTRODUCTION

Maximum responsibility for establishing income limits for occupancy and rents in public housing is vested in the Local Authority. This is an important responsibility since the income limits schedule ultimately determines the character and the acceptance by the community of the low-rent housing program.

PURPOSE This bulletin is intended to provide information on establishing maximum income limits for admission to and continued occupancy of families in low-rent housing. It has been prepared by a joint committee of representatives of the Public Housing Administration and the National Association of Housing and Redevelopment Officials. The PHA was represented by staff members of the Central Office and two Regional Offices and NAHRO by the Assistant Director of its Housing Division and staff members of several Local Authorities.

PHA
CONSULTATION Local Authorities planning to establish or revise their income limits are invited to consult the PHA economists in the Regional Offices. Through their training and experience they are able to provide constructive advice and assistance.

This bulletin consists of two parts.

ORGANIZATION
OF BULLETIN

Part One deals with general policy considerations, and Part Two deals with assembling and analyzing information which will assist a Local Authority to determine appropriate income limits.

MARGINAL
HEADINGS

Marginal headings have been provided to summarize contents and facilitate use of the bulletin.

PART ONE - GENERAL POLICY CONSIDERATIONS

Since Federal and State laws limit occupancy of low-rent public housing to families of low-income, each Local Authority must determine what is a low-income family within the meaning of such laws.

LAW SAYS The dollar amount of income which is the dividing line between low-income and other families will vary from place to place, from time to time, and among families of different sizes and among other circumstances. The Congress has recognized this fact by not including in the housing law any specific income ceilings. Section 2(2) of the Housing Act of 1937 as amended defines low-income families as those "Families who are in the lowest income group and who cannot afford to pay enough to cause private enterprise in their locality or metropolitan area to build an adequate supply of decent, safe, and sanitary dwellings for their use." Therefore, according to Federal legislation, families living in public housing must meet at least two criteria:

- (1) They have to be in the lowest income group, which is a broad concept embracing many factors; and
- (2) They have to be unable to afford the rents required by private enterprise to provide an adequate supply of standard housing.

Another requirement of the Federal legislation is that a gap of at least 20 percent (5 percent in the case of families displaced by public actions) be left between the upper rental limits for admission to low-rent housing and the lowest rents at which private enterprise, unaided by public subsidy, is providing a substantial supply of safe and sanitary housing. While this "20 percent gap" requirement is stated in terms of rent, its purpose would appear to be to hold income limits for admission at least 20 percent below the income level at which families could pay the lowest private rents. Aside from this requirement on admission limits, it is reasonable to establish continued occupancy limits so that families whose incomes increase by a modest amount after admission will not become ineligible.

No one economic measure provides an answer to
MANY
FACTORS what is a low-income family within the meaning
of the Housing Act. This determination in a particular
community may be compared to putting together a jig-saw
puzzle--no piece, by itself, portrays the picture, but
fitted together the pieces give a picture. Thus, a Local
Authority must piece together various factors to determine
what is a low-income family in its community.

A Local Authority must exercise judgment in
GOOD
JUDGMENT weighing the factors involved in determining
what is a low-income family. To be effective and locally
acceptable, the determination and the resultant income
limit schedule must express the community's concept of a
low-income family.

One requirement that must be met by
INCOME REQUIRED
TO AFFORD HOUSING all measures of low income is the
definition contained in the Federal legislation. A part
of this definition is that low-income families are those
who cannot afford to pay enough to cause private enterprise
to provide an adequate supply of standard housing for their
use. Local Authorities must therefore take into account,

in establishing income limits, the income required to enable a family to obtain adequate housing within its financial reach.

CRITERIA OF
LOW INCOME

What are some of the criteria upon which a Local Authority may base its determination of a low-income family in its community?

1. PRIVATE RENTS

If a Local Authority fixes its rents as a specified ratio of family income then maximum continued occupancy limits could be set by applying the established rent-income ratio to the lowest rents for private units in substantial supply. For example, if the lowest rents for a 2-bedroom unit amounted to \$80 per month and the Local Authority had a policy of charging one-fifth of a family's income for rent, then maximum continued occupancy limits could be established up to \$4800 a year ($\$80 \times 5 = \400 a month or \$4800 a year). Admission limits could be established at 20 percent less or \$3840 a year.

The principal weakness of the above approach is that in areas where there is a housing shortage or

where the Local Authority has adopted a low rent-income ratio, the income limits arrived at through this definition could be unrealistically high and may not be supported by other economic measures of low income. Furthermore, this approach does not give consideration to that part of the definition in the Federal legislation which states that families of low income are families who are in the lowest income group. Income limits arrived at by this method would in many localities be in excess of what the community or the Congress would be willing to consider as low income. However, this measure may be useful in combination with other criteria.

2. CENSUS DATA Another method of establishing income limits is provided by family income data reported in the U. S. Census of Population; the statistics show the distribution of families by income. The proposed income limits, in terms of the proportion of families to be made eligible for public housing, may be evaluated by these Census statistics. Where income data are available by race, examination of such data will show the extent to which any income limit will serve families of all racial groups.

A disadvantage of this approach is that in our economy income statistics have a high rate of obsolescence. Decennial Census income data, therefore, must be carefully adjusted to reflect changes in economic conditions. This adjustment becomes more difficult and less reliable as the time interval increases between the date of the income statistics and the date of the adjustment.

3. FAMILIES RENTING
SUBSTANDARD HOUSING

Families living in renter-occupied substandard housing generally are thought of as families of low income. However, not all families who live in run down, unsanitary housing do so from economic necessity. Some families prefer this environment because of habit, the anonymity it affords or because they give a higher priority to expenditures other than rent and take advantage of the relatively low rents frequently found in substandard housing.

A Local Authority including this category in its general concept of a low-income family could establish income limits which would cover some specific proportion of families living in renter-occupied substandard housing.

Unfortunately the detailed statistics showing the incomes of families in substandard housing are not generally available. The data can only be obtained by means of local surveys or by special tabulations of Census data. A large number of Local Authorities contract with the Bureau of the Census or private research agencies for special tabulations of this type. Some Local Authorities conduct their own surveys.

As is the case in any income survey, the data quickly become obsolete and must either be adjusted to reflect local economic changes or the survey must be repeated.

Certain types of family budgets will
4. FAMILY BUDGETS be useful to a Local Authority in determining low income for its community. The U. S. Department of Labor has studied budgets of 2 types of families in 20 cities throughout the United States. One study was designed to determine the dollar amount required to maintain a city worker's family of four

persons "at a level of adequate living, according to prevailing standards of what is needed for health, efficiency, nurture of children, and participation in social and community activities."^{1/}

The second study measured the needs of an elderly couple.^{2/} The Labor Department described this budget as providing "not a luxurious level, but one adequate to provide more than the basic essentials of consumption" and allowing "normal participation in community life." (The estimated dollar amounts for the 2 budgets in the 20 areas studied are shown in Part II, pages 63 and 66.)

"The modest but adequate level of living described" in these budgets "is neither a minimum maintenance level nor is it a luxury level." The budget data only cover the 20 metropolitan areas studied by the Bureau of Labor Statistics and therefore are not directly applicable to Local Authorities operating outside of these areas.

^{1/} Lamale, Helen H. and Margaret S. Stotz, The Interim City Workers' Family Budget, Monthly Labor Review, August 1960, pp. 785 - 808.

^{2/} Stotz, Margaret S., The BLS Interim Budget for a Retired Couple, Monthly Labor Review, November 1960, pp. 1141 - 1157.

In addition to the Bureau of Labor Statistics studies, there are, for some localities, other family budgets which may be useful to the Local Authority.

5. LOW-PAID OCCUPATIONS

Usually unskilled laborers, with the exception of those in a few high-paying industries, are thought of as being in the low-income group. Other typical low-paid occupations are janitors, elevator operators, service workers, and some clerical occupations. Some semi-skilled workers, machine operators, and assemblers may in some communities be considered among the low-income group. Where wage data are available by race, examination of such data will show the extent to which any income limit will serve families of all racial groups.

OTHER CRITERIA

No one of the above-mentioned criteria by itself is sufficient to define a low-income family.

A combination, however, of several of the criteria when pieced together will picture the low-income family. Therefore, Local Authorities should not limit themselves in arriving at their concept of a low-income family to the several possibilities discussed here. These represent

some of the most frequently used measures of determining low income. There are other criteria that may be better suited to the particular needs of a Local Authority. Each Local Authority should endeavor to develop its own definition so as to reflect the community's concept of a low-income family. It is most important that the concept of what is a low-income family be based on sound judgment. It should reflect the consensus of community leaders and meet with local approval.

BACK JUDGMENT
WITH FACTS

The economic criteria comprising the Local Authority's definition of a low-income family should be supported by facts. Documentation of the definition is essential to assist the Local Authority in serving the housing needs of its low-income families and in the event that a Local Authority's judgment is challenged.

INCOME
DEFINED

In establishing income limits for admission and continued occupancy in low-rent housing, it is important that the Local Authority have a clear understanding of what is meant by the term "income." Where there is no clear definition, it is difficult to discuss the concept of a low-income family and income limits in general.

Webster's Dictionary defines income as "that gain or recurrent benefit (usually measured in money) which proceeds from labor, business, or property." Expressed in terms familiar to Local Authorities, this would correspond to all income which includes income from any source whatsoever and from all family members.

DEDUCTIONS In administering income limits, most Local Authorities allow certain "deductions." The reason for allowing these deductions is that they represent income which is not actually available to the family for normal living expenses such as amounts for special occupational expenses necessary to employment or required by law, or as a condition of employment; amounts paid for medical expenses for continuing illness, for the care of children or sick and incapacitated family members; and reasonable amounts to cover personal expenses of the head of a family if he is away from home as in the case of a serviceman.

NOT
DEDUCTIONS Allowable deductions naturally would not include payroll deductions for savings bonds, repayment of loans, or garnishments for installment purchases.

FAMILY SIZE AND
OTHER CIRCUMSTANCES

The Federal law provides that income limits and rents shall be fixed by the Local Authority and approved by the PHA after taking into consideration (1) the family size, composition, age, physical handicaps, and other factors which might affect the rent-paying ability of the family and (2) the economic factors which affect the financial stability and solvency of the project.

The previous discussion of deductions has not made any attempt to distinguish between low-income families of different size or other circumstances. It is suggested that in defining a low-income family, the Local Authority make its initial determination in terms of an "average" family-- husband, wife, and two children--with all the income derived from wages earned by the head of the family. Adjustments can then be made for family size and other circumstances.

Since it costs more to maintain a large family than a small family, higher income limits should be established for large families than for small. For example, assuming a Local Authority had established an income limit of \$4000 for an average size, or four-person, family, it might then provide for all sizes of families as follows:

<u>Number of Persons</u>	<u>Admission Limit</u>	<u>Continued Occupancy Limit</u>
One	\$2800	\$4200
Two	3600	4500
Three	3800	4800
Four	4000	5000
Five	4200	5300
Six	4400	5500
Seven	4500	5700
Eight or More	4600	5800

SINGLE
ELDERLY A substantially lower admission limit is generally established for single-person elderly families in recognition of their reduced income, but the continued occupancy limit for a single person may not be relatively as low in order to provide for residual non-elderly individuals.

EXAMPLE For families of two or more persons in this typical example, \$200 is allowed for each additional adult or minor up to a total of six persons and \$100 for each additional adult or minor thereafter. This type of schedule recognizes that the cost of maintaining a household is increased by each additional person regardless of his or her age.

CONTINUED
OCCUPANCY
LIMITS

The Local Authority should determine, on the basis of local economic factors, appropriate continued occupancy limits for low-income families which provide some leeway for a family's income to increase beyond maximum admission limits.

EXEMPTIONS

Some Local Authorities exempt income from certain sources in determining eligibility for admission and continued occupancy in low-rent housing. The most common exemption is that of disability benefits paid by the U. S. Government for disabilities or death incurred in military service. This exemption is specifically authorized by Federal legislation. A large number of Local Authorities exempt the income of children in applying continued occupancy limits in order not to require families to move out pending the time the children grow up or leave home. Some Local Authorities exempt a part of the income of children and of adult secondary wage earners because they feel all of such income is not usually available to the head of the family.

EXEMPTIONS
PRO AND CON

The advantage of properly thought-out exemptions is that they prevent certain hardships in the types of situations to which they apply. The disadvantage of exemptions is that they complicate the income limit schedule and thereby make it more difficult to explain to possible applicants and the public, and more difficult to administer.

WORD OF
CAUTION

Where exemptions are adopted it is recommended that some machinery be set up as protection against an unusual situation where one substantial exemption or the total exemptions of many family members add up to an amount that would raise doubt as to whether the family can be considered to be of low income. This protection can be provided by establishing a dollar limit on the total exemptions to be allowed any family (which amount might be higher for large families) or by requiring an individual case review at a specified income level by the Local Authority Board.

STATE LAWS
AND EXEMPTIONS

A Local Authority wishing to establish exemptions as part of its income limits should consider such exemptions in relation to its rental

policy. The laws of some States require Local Authorities to charge a minimum proportion of family income for rent at the time of admission. These same laws do not specifically authorize exemptions from income in fixing rents. Establishing a liberal exemption policy under these circumstances may be meaningless because families made eligible by these exemptions would have to pay such high rent that they would not want to move into the low-rent housing. The same principle applies to continued occupancy where the Local Authority charges a fixed proportion of income for rent no matter how high the family's income.

PART TWO - ASSEMBLY AND ANALYSIS OF ECONOMIC FACTORS

Since no two communities are alike, no set rules can be established for obtaining economic information. Local considerations alone will govern the economic data a Local Authority will need to draw upon in establishing income limits. Therefore, in planning this Bulletin, emphasis has been placed on providing general guidance and suggestions on where and how to obtain the required information.

One of the basic premises of Part II of this Bulletin is that Local Authorities must be resourceful in collecting the pertinent facts about their local housing markets. Most Local Authorities have neither the time nor the funds to engage in elaborate economic studies. In recognition of these circumstances, this Bulletin suggests alternate approaches to meet different local situations.

WHERE TO
FIND DATA

Many of the large and medium size cities have organizations, both public and private, which assemble and analyze a wealth of statistical data. Some

of the organizations have professionals engaged in full-time research, whereas other organizations may only collect and evaluate statistical data on an informal basis. In either event, the statistical data on file with these organizations may be of immediate interest and value to Local Authorities in establishing or revising the income limits schedule for a low-rent program.

Local Authorities with programs in college towns or cities with universities are in a particularly fortunate position, since the economics, business administration, or sociology departments frequently make detailed studies of the local economy. In some instances these departments may be interested in participating with a Local Authority in a study to determine what is a low-income family in the locality. The Chamber of Commerce, labor unions, trade associations, leading employers, and editors of local newspapers may also have statistical data of value to the Local Authority. Only careful planning and selection of sources of information will provide maximum of information at minimum expense of effort and time.

LOWEST PRIVATE RENTS (GAP DEMONSTRATION)

The determination of lowest rents achieved by private enterprise establishes the minimum rent levels below which no substantial supply of standard housing becomes available. From these lowest rents the minimum annual income needed to obtain standard private housing may be estimated. Most families with less than this minimum income would be unable to find standard housing which they can afford.

The determination of lowest rents achieved by private enterprise also provides information required by a Local Authority to demonstrate that income limits for occupancy and rents will be so established that a gap of at least 20 percent (or 5 percent in the case of any family displaced by any public project or action) will be left between the upper rental limits for admission and the lowest rents at which private enterprise unaided by public subsidy is providing (through new construction and available existing structures) a substantial supply of decent, safe, and sanitary housing toward meeting the need of an adequate volume thereof.^{1/}

^{1/} Section 15(7)(b), 1937 Housing Act as amended, commonly referred to as the gap determination.

For instance, if the lowest private rent for available standard 2-bedroom units in a locality amounts to \$80, and if a Local Authority has a rent schedule based on one-fifth of the family income, then families could not be admitted to 2-bedroom public housing units if their rent would exceed \$64 ($\$80 - 20 \text{ percent} = \64). In the case of a family displaced through governmental action, the rent charged at admission could not exceed \$76 ($\$80 - 5 \text{ percent} = \76).

HOUSING
MARKET
AREA

The first step in making a determination of lowest private rents is to outline the general geographic area to be studied. A sound gap determination will provide a comprehensive picture of vacancies in the housing market. For most urban places the housing market includes the city in which the public housing is located and the adjacent communities. Since the housing market is often difficult to define in terms of exact boundaries, it is generally advisable to study an area encompassed by a radius sufficiently large to assure coverage of all areas where housing is available to low-income families.

INFORMATION
NEEDED

Determinations of the lowest rents achieved by private enterprise are most effective when they provide both general information on the local housing situation and detailed data on rents and sales prices for available standard housing. The general information establishes the background against which specific facets of the local housing inventory may be evaluated in terms of supply and demand.

General housing information such as community-wide data on residential construction, completions of multi-family units, and overall housing vacancies can generally be obtained from statistical sources. On the other hand, detailed information such as the sales prices for homes in a specific development, or the availability of rental housing for units of a specific number of bedrooms can generally only be obtained through observation, investigation, or by personal contacts.

With this in mind, the sources of housing information available to a Local Authority have been divided into two groups. First, those sources that will supply general statistical data; second, those sources that will provide detailed information on specific areas of particular concern to the Local Authority.

Sources of Statistical Data

The source references listed in this Bulletin have been carefully selected on the basis of the usefulness of data obtained during past housing studies. This does not mean that each source will unfailingly provide the indicated information. Local Authorities will find that each community will present its own problems and that at best the source data contained in this Bulletin provide a general guide.

DECENNIAL CENSUS OF HOUSING

The Census of Housing, which along with the Census of Population is taken every ten years, provides the only detailed housing statistics for localities throughout the United States on a wide range of subjects, which include data on the physical condition of the housing and on housing vacancies. The Decennial Census data alone, however, will rarely be sufficiently current to provide up-to-date information for a determination of lowest rents without recourse to other sources of information.

CENSUS
HOUSING
INVENTORY

The National Housing Inventory, which is conducted by the Bureau of the Census at irregular periods between Census dates, provides vacancy estimates for the United States and several large metropolitan areas. The NHI statistics are applicable only to metropolitan areas surveyed by the Bureau of the Census.^{1/}

PRIVATE
STUDIES

A few communities have availed themselves of private or governmental research agencies to obtain detailed current housing information for their locality. Local Authorities should inquire in their community as to the availability of such studies.

PUBLIC
AGENCIES

Among public agencies most likely to have comprehensive statistical information are the local Planning Commission and the Federal Housing Administration. Local planning bodies gather a wide variety of local statistics relating not only to housing but also

^{1/} The Bureau of the Census publishes a quarterly report on Housing Vacancies--Series H-111, which provides rental and homeowner vacancy rates for the U. S., regions, and inside and outside Standard Metropolitan Statistical Areas. These quarterly Census vacancy rates, however, provide insufficient detail for the purpose of demonstrating the rent level at which a substantial supply of standard housing becomes available.

to population, traffic trends, and employment. Housing data compiled by the Planning Commission will tend to emphasize new residential construction. The Federal Housing Administration and the Veteran's Administration compile detailed statistics relating to the size, the volume, and the price of new and used owner-occupied units on which they have insured mortgages. With respect to rental housing, FHA can provide information on the rent for occupied and vacant units of different sizes in apartment projects insured under its different programs. One drawback of the FHA vacancy data is that they are collected only once a year and therefore may not necessarily reflect actual vacancy conditions at the time of the Local Authority's survey. The Director of the local FHA office having insurance jurisdiction over the community served by the Local Authority may be contacted for these data.

It should be noted that the information governmental agencies will provide, especially as it relates to the lowest prices of new and old single family homes, will be within broad price ranges. The lower extreme of the price

range may include the exceptional unit built at an unrealistically low cost that could not be reasonably duplicated. In requesting information from these agencies, therefore, the need for data reflecting representative price levels of units in substantial supply must be emphasized.

UTILITY COMPANIES
FOR VACANCIES

Electric utility companies may provide quick appraisals of current vacancies in a community. Many electric utility companies will provide upon request information on the total number of residential light meters and on the number of idle meters. The total electric meter connections, when properly adjusted, provide estimates of the current number of dwelling units. On the other hand, idle meters provide an index of vacancies based on meters that have been shut off because the dwelling unit in which the meter is located has been temporarily or permanently vacated. The current housing vacancy rate may be roughly approximated by dividing the number of idle residential meters by the total number of residential meters.

Unfortunately housing estimates based on idle residential meters have several disadvantages. Vacancy estimates based on electric meters merely show whether a unit is

vacant or not. If information regarding the rent of the vacant dwelling unit, the size of the vacancy, or the condition of the unit is obtainable from this source. Some electric utility companies maintain their records on the basis of power lines which extend beyond city limits. Housing data in these instances may provide coverage of territory which extends beyond the area under study.

In resort areas, seasonal shut-offs of meters in vacation cottages will distort the picture. Other sources of data should be sought if this distortion cannot be corrected.

Some large housing projects, where electricity is included in the rent, may only have one master meter. To this extent housing estimates based on electric meter data may provide an undercount of vacant units. Usually, however, the electric utility company can estimate the number of residential units not separately metered to permit an adjustment of the housing and vacancy data.

The preceding paragraphs briefly describe some of the governmental and private sources that may provide general housing statistics needed by the Local Authority in studying housing vacancies. The organizations listed should not be construed as a complete listing of all sources of local housing statistics. Each locality will have additional groups or individuals interested in the field of housing. Statistical data available from their files will frequently be found to be of great value to the Local Authority, and every effort should be made to ascertain that no source of information has been overlooked.

Sources Of Descriptive Information

So far the discussion has centered on statistical VALUABLE OPINIONS reporting and interpretation of housing vacancies. For an appraisal of specific aspects of the local vacancy situation, the men and women who make housing their day-to-day profession must be relied upon to fill in the void in the required information. The local realtor, the banker, the builder, to mention only a few, are in the best position to provide this information based on their personal experience. The information that may be derived from these sources differs from the statistical data discussed in the

preceding sections in that it is descriptive in nature and reflects personal opinions.

The cooperation of the different professional groups may generally be counted upon since their business is just as much dependent on factual information as is the operation of a Local Authority. They are, therefore, equally interested in the results of any study of local housing conditions. The different local professional groups are identified in the following discussion by the major types of information each can provide.

Another source of information which differs from purely statistical data are newspaper ads. Their use, interpretation, and analysis are discussed at the end of this section.

Personal Contacts

BANKERS Bankers in general, and mortgage bankers in
CAN HELP particular, are concerned with housing and
home financing activities as they relate to the investment
field. Bankers make it their business to understand local
housing trends in terms of supply and demand, prices, and
general economic conditions. For these reasons bankers

are an excellent source to turn to for general information regarding the price of housing and the availability of mortgage money. Mortgage bankers whose special function it is to channel funds by means of mortgages into the financing of homes are in the best position to discuss mortgage terms, interest rates, amortization, and other related housing costs. Bank officials can also be helpful in providing the information needed to convert sales prices into equivalent gross rents.

REALTORS A
GOOD SOURCE

Among the best informed persons on matters relating to the local housing market are real estate brokers. Most real estate brokers maintain up-to-date lists of new and used properties offered for sale or rent. Many also have close connections with builders and rental agents or may themselves engage in construction and rental management. On the basis of their experience they can provide reliable estimates of the lowest prices and rents at which a substantial number of houses become available, as well as information on the physical condition of the units, their size, and other characteristics.

In large communities realtors may specialize in properties within a certain price range and their knowledge of the local housing supply may be limited to this extent. On the other hand, realtors who are members of a local multiple listing system, which provides information on all houses listed for sale with participating realtors, will frequently be able to provide broader and more representative housing information. This latter group of realtors can provide information not only on properties they have for sale but will also be able to discuss general price levels of houses listed for sale with other realtors throughout the locality.

Most realtors are familiar with rental housing in their community and to this extent can provide information as to the availability of rental units and the lowest rents for vacant units in substantial supply. To the extent that realtors also manage rental properties, they are in a position to discuss in detail the vacancies in rental housing under their management in terms of number of available units, rents, size, condition, and other characteristics.

In addition to providing information on the prices and rents at which housing becomes available, realtors can also supply detailed estimates, financing terms, utility charges, real estate taxes, insurance rates, and other factors affecting overall housing costs.

RENTAL AGENTS Rental agents are generally found in the larger cities where there are concentrations of multi-family properties. They are thoroughly familiar with the local rental market and can provide information relating to the overall rental vacancy in the locality. They are also well informed on the rental units under construction or rental housing in advanced planning. Furthermore, rental agents can discuss in great detail vacancies in properties they have under management in terms of size of vacant units, rent asked, condition of housing, utilities provided, and restrictions as to occupancy.

Many rental agents maintain waiting lists of families seeking rental accommodations. The number of families on the waiting list and the rate at which families are moved into vacated apartments are significant information in evaluating the supply of available rental housing.

RESIDENTIAL BUILDERS Residential builders as a matter of personal interest generally keep abreast of construction activities in their communities. To this extent they are valuable sources of information. Builders are cognizant of sales prices for new homes, the location of new construction, and the general building characteristics of all local construction.

In addition, builders will generally be pleased to discuss their current building activities as well as future plans. They may be counted upon to provide detailed information on the sales price, lot size, living area, and other characteristics of the dwellings under construction in the locality.

MINISTERS CAN HELP Ministers are likely to meet and have close contacts with persons of all walks of life, and to this extent are able to discuss local housing problems from a community-wide point of view.

BUILDING INSPECTORS Local officials at county, city, town, and other governmental levels acquire a vast amount of information relating to housing conditions and vacancies. The specific contribution each official can make toward a housing study, however, will depend on his

official function and on the administrative organization of his particular governmental body. The local building inspector, for instance, can tell from his records the number of building permits issued. On the basis of his personal experience he can generally also provide information on the price and building characteristics of the new sales housing and the rents asked in new rental construction.

TAX
ASSESSOR The Tax Assessor is one of the best-informed persons in relation to local housing. In the course of his work he continuously appraises housing values.

SOCIAL
WORKERS Through their daily contacts with welfare recipients social workers acquire a great amount of information on local housing conditions. Since their work brings them into daily contact with welfare recipients they can be especially valuable in providing information on the housing conditions that lowest-income families confront.

THERE ARE
OTHERS The above-listed public officials are but a few out of many who are in a position to contribute valuable information to any study of housing. Since

each locality varies in its organization, no attempt has been made to enumerate all possible local governmental sources that may be approached for vacancy data, but rather a few local executives as typical sources of information have been mentioned. Local Authorities should, on the basis of their experience, seek out those officials in their locality who they believe can be most helpful. The questionnaire shown on the following page has been found useful by many Local Authorities in interviewing private and public officials. The questionnaire is designed to obtain basic information on new and used rental and sales housing.

NEWSPAPER ADS

Among the best sources of information on rental housing are newspaper ads. A Local Authority availing itself of this source of information may find the following suggestions on how to conduct a study of newspaper ads of value.

The local newspaper carrying the largest number of classified ads should be selected for the study. The number of rental ads will vary for different week days depending on local custom. The Local Authority should therefore try to determine the week day on which customarily the largest number of rental ads appear. Newspaper issues for this day should be obtained for two to four weeks depending on the size of the locality and the number of units listed for rent. Every effort should be made to obtain a representative listing of units advertised for rent.

The suggested tabulation on the following page has been found helpful by many housing authorities in analyzing rental ads.

UNFURNISHED RENTALS In column 1 of the tabulation all ads for unfurnished, nonseasonal units for rent should be identified. Such other information as appears in the ad should be entered in the appropriate columns. (Exclude single rooms and dwelling units offered in exchange for

Suggested Tabulation

UNFURNISHED HOUSING UNITS FOR RENT

Advertised in

Newspaper: _____ Date: _____

Locality: _____

(1) Identify each unit listed for rent (Prepare separate work tables for Efficiency, 1, 2, 3, and 4 or more bedroom units.)	(2) Rented		(3) Does unit provide safe and sanitary housing?		(4) Are children welcome? (Applies only to 2 or more bedroom units.)		(5) How many weeks has unit been available? No. of Wks.	(6) No. of Bedrooms				(7) Owner Furnishes							(8) Monthly Rent Asked	(9) Est. Monthly Gross Rent				
	Yes	No	Yes	No	Yes	No	Efficiency	1	2	3	4	Stove	Refrigerator	Cupboard	Sink	Bath	Shower	Floor	W.C.	Other (Specify)				

services). One to two weeks after the ad appears in the newspaper a representative of the Local Authority should phone or visit the places offered for rent and obtain the desired information on each unit.

HOW TO
TABULATE

If the housing unit has been rented, no further information is needed (Column 2). Units that are still available for rent should be investigated for physical condition. Housing units are substandard if they lack hot running water, private flush toilet inside the unit, bath or shower, or are dilapidated. Units that violate local safety regulations or that would not provide safe and sanitary housing should also be considered substandard. A "No" should be entered in Column 3 of the tabulation if any of the above-listed conditions prevail. If the unit is substandard no further information is required.

Many Local Authorities will be able to tell from the address of the apartment offered for rent that the unit is substandard. In these instances no further quality check needs to be made.

Column 4 needs only to be completed for two or more bedroom units. The Local Authority should indicate whether children are welcome. If children are not permitted, the unit should be considered unavailable for most families, and no further information need be obtained.

For units that are of standard quality and meeting the other requirements, information should be obtained on how long the unit has been vacant. If it is found that a housing unit is still occupied but will become available shortly, an "X" may be entered in Column 5 to indicate that the unit is not yet vacant but will become available.

Column 6 calls for information on the size of the housing unit in terms of number of bedrooms.

In Column 7 information is sought on what (if any) appliances are provided and utilities included in the monthly rent (Column 8). This information is needed in order to estimate the total monthly cost for utilities and appliances the prospective tenant would have to provide himself.

The monthly cost for appliances and utilities paid by the tenant must be added to the contract rent (Column 8) in order to arrive at an estimated monthly gross rent (Column 9) for the unit.

After all the necessary information has been
EXERCISE
JUDGMENT obtained on the units advertised for rent,
the Local Authority may determine the level at which a
substantial supply of units of varying size becomes avail-
able. In making this determination the Local Authority
must exercise its judgment. It should be borne in mind
that this is a qualitative rather than a quantitative
evaluation of the local housing market. Consideration
must be given the size of the community in relation to
the number of units advertised for rent and the demand for
housing in the locality. Substantial listings of units
of any given size or rent may indicate a weakness in a
particular segment of the housing market calling for fur-
ther exploration and discussion.

Converting Sales Price To Rent

Experience over the years has established two dis-
tinct approaches by which to estimate the total monthly
out-of-pocket housing expenses families who purchase a
home have to meet.

SHORT
METHOD

The simplest approach is to apply a "rule of the thumb" conversion factor to the sales price of the house. For instance, if it is determined that 1 percent is the proper factor for a given locality to convert a sales price into the equivalent monthly rent, then the monthly shelter rent for a \$12,000 house would be estimated to amount to \$120 a month. The conversion factors may vary and should be ascertained locally. The shelter rent includes the cost of amortization, interest, insurance, taxes, and repair, maintenance, and replacement. This "rule of the thumb" conversion factor provides a reasonable amount of accuracy for most purposes. To obtain the estimated gross rent, the cost of utilities, heat, water, sewer charges, and cost of garbage collection must be added to the estimated shelter rent.

LONG
METHOD

In areas with unusual tax structures, during periods of tight money and high interest rates or in localities faced with a gap problem, where it is important to have exact housing cost data, the "rule of the thumb" conversion factor fails to provide sufficient accuracy. In these instances the local banker can provide the detailed cost factors needed to permit a thorough analysis of monthly housing expenses.

The basic housing costs needed in this type of analysis may be summarized as follows: The sales price, the down payment, and the maximum mortgage for the property must be determined. Then the most favorable financing terms available need to be ascertained in terms of length of mortgage and interest rate. The equivalent shelter rent is estimated by adding to the monthly amortization and interest payments the monthly cost of insurance, real estate taxes, special assessments and repair, maintenance, and replacement.

In order to determine the equivalent gross rent, the cost of utilities and cost of garbage collection, sewer, and water charges and related services must be added to the estimated equivalent shelter rent. The following questionnaire provides an outline of the computation required for this type of housing cost analysis. This method of estimating the equivalent rent is more time consuming than applying a "rule of the thumb" conversion factor to the price of a house, but it provides a more accurate appraisal of the housing costs a family will be faced with upon purchasing a home.

It will be noted that the following questionnaire provides for separate computations for units of 2, 3, and 4 or more bedrooms.

Suggested Questionnaire

ESTIMATED MONTHLY HOUSING EXPENSES FOR UNITS OFFERED FOR SALE

Locality: _____ Date: _____

	<u>Size of Unit</u>		
	<u>2-BR</u>	<u>3-BR</u>	<u>4 Plus BR</u>
Price of House	\$	\$	\$
Down Payment	\$	\$	\$
Maximum Mortgage	\$	\$	\$
Interest Rate	%	%	%
Term of Mortgage	years	years	years
Monthly Cost of Amortization and Interest	\$	\$	\$
Estimated Monthly Cost of Taxes	\$	\$	\$
Estimated Monthly Cost of Insurance	\$	\$	\$
Estimated Monthly Cost of Special Assessments	\$	\$	\$
Estimated Monthly Cost of Repair and Maintenance and Replacement	\$	\$	\$
Total Estimated Shelter Rent:	\$ _____	\$ _____	\$ _____
Estimated Monthly Cost of Utilities:			
Heat	\$	\$	\$
Hot Water	\$	\$	\$
Gas	\$	\$	\$
Electricity	\$	\$	\$
Other	\$	\$	\$
Estimated Monthly Cost of Garbage Collection	\$	\$	\$
Estimated Monthly Cost of Water	\$	\$	\$
Estimated Monthly Sewer Charge.	\$	\$	\$
Other Charges and Costs	\$	\$	\$
Total Equivalent Gross Rent:	\$ _____	\$ _____	\$ _____

Source of Information: _____

How To Evaluate Housing Data

With a bit of leg work and ingenuity, most Local Authorities can gather information which will provide a picture of the local housing situation. Somewhat more difficult are the analysis and interpretation of the housing information obtained by interviews and surveys. However, the presentation and analysis of the data are identical regardless of whether the Local Authority will use the housing information for the purpose of showing the minimum annual income needed by families to obtain standard private housing or to demonstrate that income limits and rents in public housing will not be in competition with private enterprise.

One of the first questions to be answered by a Local Authority making a gap determination is whether there is a substantial supply of standard housing being made available by private enterprise at any rental level. Here the main question at issue revolves about "What is a substantial supply?"

NORMAL
TURNOVER In nearly any community at any given time there is some vacancy at almost all rent levels, occasioned by families who are in the process of moving at that particular moment. The so-called "normal vacancy,"

standard housing at given rent levels can obtain many units without undue waiting. The period during which there is an excess of vacancies should be of sufficient length to show that the situation is not unusual or caused by seasonal renting patterns. In some communities there may be occupied units which are actively being offered for rent. Such units should be treated in the same manner as vacant units since they would be available to new occupants.

STOP OR
LOOK FURTHER

Where a Local Authority finds net rental vacancies amount to less than 3 percent or 5 percent, depending on the locality, and persons familiar with the local housing market confirm that there are few vacancies in safe and sanitary housing, it may be concluded, without further investigation, that there is no substantial supply of available standard housing. Under these circumstances, the admission rents established by the Local Authority will automatically meet the 20 percent statutory gap requirement. In localities where private housing appears to be available in excess of normal vacancy requirements, the Local Authority will need to demonstrate through further investigation and documentation that its admission rents will not be in violation of the gap provision.

In reaching a conclusion as to the lowest rents at which a substantial supply of private housing becomes available, the Local Authority should take into consideration all the pertinent housing data assembled during the course of the local study. Generally, there will be fairly close agreement on the lowest rents and sales prices reported by realtors, rental agents, and others whom the Local Authority will have consulted. Their statements will also be supported by the analysis of newspaper ads.

EXAMPLE For instance, realtors A, B, and C and the analysis of newspaper ads may indicate that 2-bedroom units become available in substantial supply at gross rents of \$75, \$78, \$82, and \$77 respectively. In this case the Local Authority may properly conclude that the lowest rent above which 2-bedroom rentals reach the market in substantial supply is \$75.

Occasionally, one or more of the persons interviewed may provide information which appears to be inconsistent with the information obtained from the other sources. The Local Authority should make every effort to verify what appear to be erroneous statements. But unless the data are proven correct, the Local Authority may properly overlook the information.

CONCLUSION
VARIES WITH
SIZE OF UNIT

Depending on the bedroom size of the units in the low-rent program, the Local Authority will have to reach separate conclusions with respect to efficiency, one-bedroom, two-bedroom, three-bedroom, and four- or more-bedroom units. The lowest private rents for units of different sizes may be based on different types of housing. For example, the lowest rents for one- and two-bedroom units may be found in existing rental housing. The lowest rents for three- and four-bedroom units, in the absence of available rental units, may be based on used sales housing. It will be found that rental housing, where available, will generally entail lower housing costs than sales housing.

The principal difficulty faced by a Local Authority is to pinpoint the exact dollar level at which housing becomes available in substantial supply. In fact, it is generally impossible to determine the precise rents above which housing becomes available in substantial supply. Rents fluctuate continuously and cannot be arbitrarily pinpointed by economic analysis. Any determination of private rents which attempts to freeze a fluid rental market

into firm figures is outdated before the ink has dried. The Local Authority presenting detailed figures based on arbitrary rent levels may find itself open to criticism by persons familiar with the local housing market.

Demonstration Of 20 Percent Gap

The determination of lowest private rent forms the basis for the Local Authority's demonstration that the rents charged families admitted to public housing will be at least 20 percent (or 5 percent in the case of families displaced by public action) below the lowest rents for standard housing in substantial supply.

For the sake of simplicity, it is suggested that the gap be based on an assumed average occupancy of two persons per bedroom or one person occupancy in an efficiency unit, and on an assumed family composition as follows:

<u>Bedroom Size</u>	<u>Number of Persons</u>		
	<u>Total</u>	<u>Adult</u>	<u>Minor</u>
Efficiency	1	1	0
1	2	2	0
2	4	2	2
3	6	2	4
4	8	2	6

Where income limits provide for families with more than eight persons, it is generally not necessary to make a gap determination for housing units with five or more bedrooms because units of this size are rarely available in substantial supply.

In view of the difficulty in determining the precise rent level at which private housing becomes available, Local Authorities may submit a broad statement, provided the facts support such a conclusion, that private rents for standard housing available in substantial supply are at least 25 percent higher than the maximum admission rents to be charged at admission to public housing.^{1/}

A gap demonstration of this type presupposes existence of a fixed rent-income ratio, a rent schedule, or maximum admission rents.

^{1/} The Housing Act of 1937 as amended requires a gap of 20 percent between the lowest private rents for a substantial supply of standard housing and maximum rents for admission to public housing. However, the law also may be stated in the reverse, to the effect that there must be a gap of at least 25 percent between the maximum rents for admission and the lowest rents achieved by private enterprise. An illustration may clarify this point. If the lowest private rents in a community amount to \$80 then the maximum rents at admission to public housing could not exceed \$64. \$80 less 20 percent (\$16) equals \$64. Stating it in the reverse, it may be said that if the maximum rents to be charged at admission amount to \$64, then the lowest rents in private housing available in substantial supply may not be found to be less than \$80. \$64 plus 25 percent (\$16) equals \$80.

Where this approach to the gap determination is deemed unsatisfactory, a Local Authority must demonstrate the rent level at which a substantial supply of standard private housing becomes available and the extent of the gap between private and public rentals. Where there is a substantial supply of standard private housing available in the housing market area, the Local Authority should show for each unit size in its low-rent program that the statutory gap requirements are being met. The objective is to reach a conclusion which is fair and reasonable in the light of all evidence.

BUREAU OF THE CENSUS INCOME STATISTICS

The decennial Census provides, among other statistics, detailed tabulations of family incomes. Local Authorities may evaluate and compare their schedule of maximum income limits with the incomes of families in their community.

HOW TO USE
CENSUS DATA

Since the Census data reflect the average earnings of all families regardless of size, comparison and evaluation has to be held to the income limits for the average size family of 3 to 4 persons. By examining Census data a Local Authority can determine the proportion of families covered by the proposed income limits. Where income data are available by race, examination of such data will show the extent to which any income limit will serve families of all racial groups.

In determining the level which constitutes low income, a Local Authority should be guided by the other criteria discussed in this Bulletin, such as the lowest rents achieved by private enterprise, wage and budget data, and special Census surveys.

Table 1 provides a typical distribution of incomes based on Census data.

Table 1

DISTRIBUTION OF FAMILIES BY TOTAL MONEY INCOME

<u>Income</u>	<u>Number of Families by Income as Shown in Census</u>	<u>Percent of Families by Income Computed from Census Data ^{1/}</u>	
<u>Total Families</u> (A)	<u>45,062</u> (B)	<u>100.0</u> (C)	<u>Cumulative Percentage</u> (D)
Under \$999	2,343	5.2	5.2
\$1,000 to \$1,999	3,740	8.3	13.5
\$2,000 to \$2,999	4,191	9.3	22.8
\$3,000 to \$3,999	4,101	9.1	31.9
\$4,000 to \$4,999	5,722	12.7	44.6
\$5,000 to \$5,999	5,948	13.2	57.8
\$6,000 to \$6,999	4,957	11.0	68.8
\$7,000 to \$7,999	3,786	8.4	77.2
\$8,000 to \$9,999	4,777	10.6	87.8
\$10,000 to \$14,999	4,101	9.1	96.9
\$15,000 to \$24,999	1,081	2.4	99.3
\$25,000 and over	315	0.7	100.0

Median income \$5,417

^{1/} Percentages added to facilitate analysis.

INCOME DATA

**NEED PERIODICAL
ADJUSTMENT**

Since income statistics for any specific

period become obsolete as earnings and

the cost of living rise or fall, it is

necessary to adjust the data to reflect any changes in the

local economy. Three principal indexes that may serve as

a guide in adjusting income data are the Consumer Price

Index, the Hours and Earnings series of Production Workers in Manufacturing, and the County Business Patterns data. The Consumer Price Index and the Hours and Earnings series are published monthly by the Bureau of Labor Statistics. The County Business Patterns data are published tri-annually by the Department of Commerce and the Department of Health, Education, and Welfare.

CONSUMER
PRICE
INDEX

The Consumer Price Index reflects changes in the cost of living and generally provides a conservative measure by which to adjust income statistics. Since differences in the Index between cities are relatively small, either the U. S. Index or the Index for a city near the area under study may be used to make the required adjustments.

HOURS
AND
EARNINGS

The Hours and Earnings series provide a measure of change in the average weekly earnings of production workers in manufacturing. In localities with little or no manufacturing employment, this index tends to exaggerate income fluctuations. While these statistics are published for the United States as a whole, local fluctuations in wage rates make it advisable to use the wage data applicable to the area under study.

COUNTY
BUSINESS
PATTERNS

The County Business Patterns report taxable payrolls for nonfarm industrial and commercial wage and salary employment covered by

the Old-Age Survivors and Disability Insurance Program. The comprehensive statistics are useful in measuring changes in average wages for different counties in the United States. In using these data to adjust income statistics over a period of years, it will generally be necessary to combine the County Business Patterns information with some other index since the county data are only published at 3-year intervals.

INCOMES OF FAMILIES LIVING IN SUBSTANDARD HOUSING

As a general rule substandard rental housing is occupied by families unable to obtain safe and sanitary accommodations at rents they can afford. Exceptions to this rule are families who prefer to take advantage of the frequently lower rents and the lack of social restraints imposed by living in the slums. Only families who live in renter-occupied substandard housing out of economic necessity may be considered to be of low income.

The income level below which families are forced to live in substandard rental housing out of economic necessity provides one of the best available measures of a low-income family. The actual proportion of families living in substandard rental housing out of economic necessity will vary from locality to locality depending on the income levels in the community and the availability of standard housing. Low incomes and a low level of vacancies in safe and sanitary housing will generally increase the proportion of families living in substandard housing out of economic necessity. On the other hand good wages and substantial vacancies make standard housing available to families who would otherwise have to live in the slums.

The actual proportion of families living in substandard housing out of economic necessity is difficult to determine. The statistical data upon which this type of analysis may be based can only be obtained through special tabulations of the 1960 Census of Housing or from local surveys of families in renter-occupied substandard housing.

SPECIAL CENSUS
TABULATIONS

The special Census tabulations contain detailed data on the structural and occupancy characteristics of occupied substandard housing units by tenure, age, and color of occupancy. In addition, the special Census tabulations show the incomes of families in substandard housing units and the gross rent as a percentage of family income. (See Exhibit A for table outline of Bureau of the Census special tabulations for Local Authorities.)

HOUSING
AUTHORITY
SURVEYS

Community Housing Surveys conducted by Local Authorities provide similar data, although generally not in as great detail. Local Authorities that want to include in their concept of low-income, families in unsafe and unsanitary rental housing, should contact the Public Housing Administration for information on how to obtain the statistics.

The following table presents a typical example of income data provided by a Community Housing Survey.

Table 2

INCOME IN 1959 OF FAMILIES IN SUBSTANDARD HOUSING
ANYTOWN, U. S. A.

<u>Income</u>	<u>Size of Family</u>		
	<u>2 Persons</u>	<u>3 - 4 Persons</u>	<u>5 or More Persons</u>
<u>All Families</u>	<u>100.0%</u>	<u>100.0%</u>	<u>100.0%</u>
Less Than \$1,000	-	-	-
\$1,000 to \$1,499	-	-	-
\$1,500 to \$1,999	-	-	-
\$2,000 to \$2,499	5.3	2.2	-
\$2,500 to \$2,999	10.7	6.4	5.3
\$3,000 to \$3,499	18.9	20.6	9.7
\$3,500 to \$3,999	26.1	22.4	14.8
\$4,000 to \$4,499	14.5	18.7	20.9
\$4,500 to \$4,999	11.5	12.8	19.9
\$5,000 to \$5,499	7.9	10.5	15.4
\$5,500 to \$5,999	4.2	5.1	8.2
\$6,000 or More	.9	1.3	5.8

Both the special Census tabulations and the Community Housing Surveys provide percentage distributions of the incomes of families in renter-occupied substandard housing by size of family. The level of income below which families are forced to live in substandard housing out of economic necessity will vary among families depending on size and other circumstances. Nonetheless, broad income ranges

are discernable in every community below which families in substandard housing are unable to afford decent accommodations.

URBAN
RENEWAL
SURVEYS

Local Redevelopment Agencies conduct surveys in areas slated for demolition. Among the data obtained are detailed statistics on family income.

Only where the redevelopment area includes a representative cross section of local families in substandard housing will the survey data be useful to the Local Authority. Frequently, however, the site selected for clearance will comprise a section inhabited by a minority group or a special economic class. To this extent the income data derived from a redevelopment site survey will not be representative of the community as a whole.

The Local Authority should carefully evaluate and analyze the income statistics. On the basis of its knowledge of the community the Local Authority must determine the level of income below which families in slums cannot obtain standard housing. A schedule of maximum income limits, to be effective and sound, should be responsive to the needs of the families who are compelled to live under substandard housing conditions. Where income data are available by race

examination of such data will show the extent to which
any income limit will serve families of all racial groups.

BUREAU OF LABOR STATISTICS BUDGETS

The Bureau of Labor Statistics has estimated the income needed by a four-person city family (see table 3) and a retired elderly couple (see table 5) to maintain a "modest but adequate" level of living in 20 large metropolitan areas.

City Workers' Family Budget

An "estimate of the total cost of a representative list of goods and services considered necessary by a four-person city family to maintain a level of adequate living according to standards prevailing in large cities in the United States in recent years" is provided by the City Workers' Family Budget. The Budget reflects a 1959 level of income described as "modest but adequate." This is not a low-income family budget, neither does it reflect the average income of families of this type. Actually, the Budget represents a level of income about 15 - 20 percent below the estimated average 1959 income of budget-type families.

The Bureau of Labor Statistics estimates that "the total cost of goods, rents, and services for a 2-person, husband-wife family, aged 35 to 55 years, would be about

66 percent of that for the 4-person budget type family; for a 3-person family in this age range with a child between 6 and 16 years, about 87 percent; and for a 5-person family, with the oldest child between 0 and 16 years, about 120 percent. It should be noted that these costs are for 1-earner families." (See Table 4).

Retired Couples' Budget

The budget for the retired elderly couple "was designed to represent a level of living which provided the goods and services necessary for a healthful, self-respecting mode of living, and allowed normal participation in community life according to standards prevailing in large cities or their suburbs in the U. S." The retired family, for the purpose of these budget estimates, consisted of "a husband and wife, aged 65 or over, who maintained their own 2- or 3-room rented dwelling in an urban area. The couple was assumed to be self-supporting, in reasonably good health, and able to care for themselves." As in the case of the City Workers' Family, the budget provided a "modest but adequate level of living--not a luxurious level but one adequate to provide for more than the basic essentials of consumption."

Table 3

Annual Costs of the City Worker's Family Budget,^{1/}
 20 Large Cities and Suburbs, Autumn 1959

City	Total budget	Goods, rents, and services			Other costs	Personal taxes	
		Total	Food and beverages	Rent, heat, and utilities			Other goods and services
Atlanta	\$5,642	\$4,840	\$1,514	\$1,151	\$2,175	\$258	\$514
Baltimore	5,718	4,850	1,525	1,004	2,321	258	610
Boston	6,317	5,334	1,857	1,240	2,237	258	725
Chicago	6,567	5,607	1,751	1,386	2,470	258	702
Cincinnati	6,100	5,163	1,734	1,203	2,226	258	679
Cleveland	6,199	5,305	1,695	1,191	2,419	258	636
Detroit	6,072	5,201	1,761	1,040	2,400	258	613
Houston	5,370	4,622	1,486	941	2,195	258	490
Kansas City	5,964	5,090	1,631	1,117	2,342	258	616
Los Angeles	6,285	5,325	1,747	1,178	2,400	294	666
Minneapolis	6,181	5,165	1,647	1,150	2,368	258	758
New York	5,970	5,048	1,853	1,013	2,182	273	649
Philadelphia	5,898	4,970	1,825	954	2,191	258	670
Pittsburgh	6,199	5,264	1,889	1,012	2,363	258	677
Portland, Oregon	6,222	5,182	1,746	1,046	2,390	258	782
St. Louis	6,266	5,271	1,694	1,298	2,279	258	737
San Francisco	6,304	5,341	1,795	1,079	2,467	294	669
Scranton	5,693	4,834	1,758	871	2,205	258	601
Seattle	6,562	5,602	1,844	1,293	2,465	258	702
Washington, D. C.	6,147	5,199	1,684	1,226	2,289	258	690

^{1/} The family consists of an employed husband, aged 38, a wife not employed outside the home, an 8-year-old girl, and a 13-year-old boy.

Source: Monthly Labor Review - August 1960 - U. S. Department of Labor, Bureau of Labor Statistics.

LIMITATIONS
OF BUDGET
DATA

Since the Bureau of Labor Statistics estimated budgets have been priced in only 20 population centers, use of the data is limited to Local Authorities located within the Standard Metropolitan Statistical Areas covered. Local Authorities located within these areas would do well to compare the income limits they propose to establish with the level of income BLS estimates is needed by a family to maintain a "modest but adequate" level of living.

The Local Authority should carefully study the different items and expenditures that comprise the budget in terms of the standards of living of low-income families. By reducing the cost of certain items, a budget reflecting more nearly the expenditures of low-income families may be developed. The revised budget could for example be designed to include smaller expenditures for recreation, entertainment, savings, insurance, etc.

Table 4

Estimated Annual Cost of Goods and Services
Providing the Same Level of Well-Being Among Families
of Different Sizes, in 20 Large Cities and Suburbs, Autumn 1959

<u>City</u>	<u>Estimated 2-person</u>	<u>Estimated 3-person</u>	<u>Estimated 4-person</u>	<u>Estimated 5-person</u>
Atlanta	33,194	44,211	34,840	\$5,208
Baltimore	3,201	4,220	4,850	5,920
Boston	3,520	4,641	5,334	6,401
Chicago	3,701	4,878	5,607	6,723
Cincinnati	3,408	4,492	5,163	6,196
Cleveland	3,501	4,615	5,305	6,356
Detroit	3,433	4,525	5,201	6,244
Houston	3,051	4,021	4,622	5,546
Kansas City	3,359	4,428	5,090	6,108
Los Angeles	3,544	4,633	5,325	6,390
Minneapolis	3,409	4,494	5,165	6,198
New York	3,332	4,392	5,043	6,052
Philadelphia	3,280	4,324	4,970	5,964
Pittsburgh	3,474	4,580	5,264	6,317
Portland, Oregon	3,420	4,508	5,182	6,218
St. Louis	3,479	4,586	5,271	6,325
San Francisco	3,525	4,547	5,341	6,409
Scranton	3,190	4,206	4,834	5,801
Seattle	3,697	4,874	5,602	6,722
Washington, D. C.	3,431	4,523	5,199	6,239

*- The costs for 4-person families are those shown in table 3. For other families, estimates are based on the equivalent income scales shown in text below.

The head of all these families is age 35 - 55, and the family composition is as follows:

- 2-person: Husband and wife.
- 3-person: Husband and wife, 1 child between 6 -16 years.
- 4-person: Husband and wife, 2 children, oldest between 6 - 16 years.
- 5-person: Husband and wife, 3 children, oldest between 6 - 16 years.

Source: Monthly Labor Review - August 1960 - U. S. Department of Labor, Bureau of Labor Statistics.

Table 5

Annual Costs of the Retired Couple's Budget, **
20 Large Cities and Suburbs, Autumn 1959

<u>City</u>	<u>Total budget</u>	<u>Food and beverages</u>	<u>Rent heat, and utilities</u>	<u>Other goods and services</u>
Atlanta	\$2,720	\$768	\$ 778	\$1,174
Baltimore	2,840	781	802	1,257
Boston	3,304	953	1,029	1,322
Chicago	3,366	889	1,067	1,410
Cincinnati	2,925	879	821	1,225
Cleveland	3,244	860	1,015	1,369
Detroit	3,096	899	858	1,339
Houston	2,641	758	694	1,189
Kansas City	3,034	841	942	1,251
Los Angeles	3,111	894	862	1,355
Minneapolis	3,135	846	962	1,327
New York	3,044	945	849	1,250
Philadelphia	2,909	940	754	1,215
Pittsburgh	3,102	956	863	1,283
Portland, Oregon	3,049	887	817	1,345
St. Louis	3,099	870	970	1,259
San Francisco	3,223	920	919	1,384
Scranton	2,681	900	595	1,186
Seattle	3,252	938	921	1,393
Washington, D. C.	3,047	864	921	1,262

** The family consists of a retired husband and wife, aged 65 or over.

Source: Monthly Labor Review - November 1960 - U. S. Department of Labor,
 Bureau of Labor Statistics.

HOW TO DETERMINE THE WAGES OF TYPICAL LOW-PAID WORKERS

One of the definitions of a low-income family takes into account the occupation of the principal wage earner. Families who live solely on the earnings of an unskilled laborer, janitor, elevator operator, or other typical low-paid occupation, are considered to be of low income. Where wage data are available by race, examination of such data will show the extent to which any income limit will serve families of all racial groups.

BLS Wage Surveys

The Bureau of Labor Statistics regularly conducts wage surveys in a number of important industrial centers. The studies show occupational earnings and related supplementary benefits. A preliminary report is made available on completion of the study in each area followed by a consolidated analytical bulletin which provides complete and detailed information on the earnings for selected occupations.

According to the Bureau of Labor Statistics, the "data are obtained from representative establishments within six broad industry divisions: manufacturing; transportation, communication and other public utilities; wholesale trade;

retail trade; finance, insurance and real estate; and services. Major industry groups excluded from these studies are government operations and construction and extractive industries. Establishments having fewer than a prescribed number of workers are omitted because they furnish insufficient employment in the occupations studied to warrant inclusion. Wherever possible, separate tabulations are provided for each of the broad industry divisions.

"The occupations selected for study are common to a variety of manufacturing and nonmanufacturing industries. Occupational classification is based on a uniform set of job descriptions designed to take account of inter establishment variation in duties within the same job.

"Occupational employment and earnings data are shown for full-time workers, i.e., those hired to work a regular weekly schedule in the given occupational classification. Earnings data exclude premium pay for overtime and for work on weekends, holidays, and late shifts. Nonproduction bonuses are excluded also, but cost-of-living bonuses and incentive earnings are included."

The table on the following page illustrates
EXAMPLE the type of statistics contained in the Bureau
of Labor Statistics Occupational Wage Surveys.

In this particular example, it will be noted that
janitors in manufacturing and nonmanufacturing industries
earned on the average \$4120 and \$3060 respectively. La-
borers in manufacturing industries averaged \$4340 as com-
pared to laborers in nonmanufacturing industries who averaged
\$3820. Watchmen had somewhat lower annual earnings. ^{1/}

The wage data, in this instance, may be interpreted
to the effect that a substantial proportion of typical
low-paid workers had earnings as high as \$4600 per year.
A substantial proportion of the workers earned up to \$2.30
per hour. Income limits of this magnitude could be estab-
lished by the Local Authority if the other economic criteria
supported this conclusion.

Other Wage Surveys

Local Authorities located outside of the labor market
areas surveyed by the Bureau of Labor Statistics will gener-
ally have to obtain their own wage data if the earnings of

^{1/} These estimates were based on a 40 hour--50 week work
year.

Table 6

CUSTODIAL AND MATERIAL MOVEMENT OCCUPATIONS

(Average straight-time hourly earnings for selected occupations studied on an area basis by industry division)

Occupation and Industry Division	Number of Workers	** Average Hourly Earnings	NUMBER OF WORKERS RECEIVING STRAIGHT-TIME HOURLY EARNINGS OF -										
			Less than \$1.50	\$1.50	\$1.60	\$1.70	\$1.80	\$1.90	\$2.00	\$2.10	\$2.20	\$2.30	\$2.40 or More
Janitors, porters, and cleaners (men)	1,413	1.94	200	49	87	60	109	109	96	211	476	16	-
Manufacturing	1,099	2.06	26	23	64	55	90	106	94	150	475	16	-
Nonmanufacturing	314	1.53	174	26	23	5	19	3	2	61	1	-	-
Laborers, material handling	1,087	2.11	86	39	16	17	67	101	89	94	100	306	172
Manufacturing	841	2.17	20	31	14	5	60	87	85	60	44	304	131
Nonmanufacturing	246	1.91	66	8	2	12	7	14	4	34	56	2	41
Watchmen	58	1.70	17	6	4	4	9	10	-	1	3	4	-

** Average computed on the basis of specified hourly earnings of workers receiving less than \$1.50 per hour not shown in this table.

typically low-paid occupations are to be included in the definition of a low-income family. There are, however, some other government and private agencies that collect similar wage information. Local Authorities, therefore, would do well to make a thorough search of their communities for current wage data. The local Chamber of Commerce, industrial and manufacturers associations, utility companies, unions, and business administration departments of local universities as well as city and State agencies frequently collect wage data of the type needed by the Local Authority.

LHA WAGE
SURVEYS

In the event that no current wage studies are available, the Local Authority can conduct a simplified wage survey of its own. Such a study is inexpensive and can be carried out quickly by any Local Authority. The survey will produce the required data.

One of the first steps in undertaking this type of study is to establish a roster of a cross section of local firms. The yellow pages of the telephone directory may be consulted for this purpose. Every effort should be made to include on this roster representative employers from each

of the major segments of the local economy. In most localities this will include manufacturing, wholesalers, retail establishments, business services, personal services, and public administration.

The representative employers are then approached by the Local Authority and requested to cooperate in providing the necessary wage data. It is generally helpful to have all the employers report their wage information on the same form. This will facilitate tabulating the data upon receipt. Below is a suggested questionnaire which may be modified to meet the needs of Local Authorities in collecting the required wage data. The data may be obtained by personal interviews, phone calls, or by mail. In the latter event, an explanatory letter should accompany the questionnaire.

The results of the survey should be tabulated to provide a summary of the earnings of workers in typical low-paid occupations. Wage data based on the Local Authority's own survey may be analyzed in similar fashion as the Bureau of Labor Statistics wage data shown above.

Suggested Questionnaire

Locality: _____ State: _____ Date: _____

MANUFACTURING AND NONMANUFACTURING OCCUPATIONS

(Regularly Employed Males Only)

<u>INDUSTRY AND OCCUPATION</u>	<u>Average Wage or Salary Rate per Hour, Day, Week or Month</u>	<u>Est. Mths. or Wks. Worked Per Year</u>	<u>Est. Annual Earnings</u>
	<i>(Enter which applies)</i>		

City, County and State Governments

- Policemen.
- Firemen
- Garbage collection, helpers
- Public works labor
- Park attendants
- School janitors
- Truck drivers.
- Other (specify)

Retail and Wholesale

- Sales Clerk
 - Grocery store
 - Drug store.
 - Department store
 - Chain variety store
- Shipping and receiving clerks
 - Grocery store
 - Department store
 - Variety store
 - Other (specify)
- Stock handlers, truckers and helpers
 - Grocery
 - Department.
 - Chain variety
 - Other (specify)
- Clerical and other office occupations
 - Grocery
 - Department.
 - Other (specify)
- Gasoline station attendants
- Car washers
- Car greasers
- Other (specify)

1/ The wage data should include a representative cross section of all typically low-paid occupations.

Suggested Questionnaire (Cont'd)

<u>INDUSTRY AND OCCUPATION</u>	Average Wage or Salary Rate per Hour, Day, Week or Month	Est. Hrs. or Wks. Worked Per Year	Est. Annual Earn- ings
(Enter which applies)			
<u>Service Industries</u>			
<u>Building Service</u>			
Elevator operators.			
Janitors			
Watchmen			
<u>Laundries</u>			
Extractor operators			
Machine washers			
Other (specify)			
<u>Public Utilities</u>			
Meter readers.			
Laborers			
Clerks (specify type).			
Cashiers			
Other (specify)			
<u>Banks, Insurance Agencies, Real Estate, etc.</u>			
Tellers			
Office clerks.			
Office machine operators			
Bookkeepers			
Guards			
Other (specify)			
<u>Manufacturing</u>			
Laborers			
Stock handlers and hand truckers			
Clerks (general)			
Shipping and Receiving clerks.			
Parkers			
Watchmen			
Janitors			
Yardmen			
Other (specify)			

Exhibit A shows the format of the special Census tabulations for which some Local Authorities have contracted to assist them in planning, developing, and managing their low-rent housing programs.

EXHIBIT A

TABLE OUTLINE—SPECIAL CENSUS TABULATIONS FOR LOCAL HOUSING AUTHORITIES

U. S. DEPARTMENT OF COMMERCE
BUREAU OF THE CENSUS
WASHINGTON 25, D.C.

The table below is a summary of occupancy and tenure by color of occupants, for all housing units within the area covered and for housing units classified as substandard according to the criteria established by the Public Housing Administration. This table is based on data collected for all housing units enumerated in the 1960 Census of Housing.

Table A.—OCCUPANCY, AND TENURE BY COLOR OF OCCUPANTS: 1960

Subject	Total	White	Nonwhite
Total housing units.....			
Owner occupied.....			
Renter occupied.....			
Vacant.....		XXX	XX
Reported as substandard.....			
Owner occupied.....			
Renter occupied.....			
Vacant.....		XXX	XX

Selected characteristics of the units classified as substandard, and of the households and primary families living in them, are given in table I. Substandard units comprised percent of the occupied housing units, and percent of the vacant units. Among renter-occupied units, percent of those with white occupants and percent of those with nonwhite occupants were classed as substandard.

U. S. DEPARTMENT OF COMMERCE
Bureau of the Census
Washington 25, D. C.

Table 1.--STRUCTURAL AND OCCUPANCY CHARACTERISTICS, CONDITION AND PLUMBING FACILITIES OF OCCUPIED SUBSTANDARD HOUSING UNITS AND SUBSTANDARD UNITS WITH HEAD 65 YEARS AND OVER, BY TENURE AND COLOR OF OCCUPANTS, FOR _____: 1960

Characteristic	All Units						Units with Head 65 Years and Over					
	Owner Occupied			Renter Occupied			Owner Occupied			Renter Occupied		
	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white
All occupied substandard housing units.....												
NUMBER OF ROOMS												
1.....												
2.....												
3.....												
4.....												
5.....												
6.....												
7.....												
8 or more.....												
CONDITION												
Sound.....												
Deteriorating.....												
Dilapidated.....												
WATER SUPPLY												
Hot and cold running water inside structure.....												
Only cold running water inside structure.....												
Running water outside structure.....												
No running water.....												

Table 1--Continued

Characteristic	All Units						Units with Head 65 Years and Over					
	Owner Occupied			Renter Occupied			Owner Occupied			Renter Occupied		
	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white

NUMBER OF PERSONS IN HOUSEHOLD

1.....
 2.....
 3.....
 4.....
 5.....
 6.....
 7.....
 8.....
 9 or more.....

PERSONS PER ROOM

0.75 or less.....
 0.76 to 1.00.....
 1.01 to 1.50.....
 1.51 or more.....

PRESENCE OF ELDERLY PERSONS
 IN HOUSEHOLD

None.....
 1.....
 2 or more.....

PRESENCE OF NONRELATIVES

None.....
 1 or more.....

Table 1--Continued

Characteristic	All Units						Units with Head 65 Years and Over					
	Owner Occupied			Renter Occupied			Owner Occupied			Renter Occupied		
	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white	Total	White	Non-white
Substandard units occupied by primary families.....												
NUMBER OF PERSONS IN PRIMARY FAMILY												
2.....												
3.....												
4.....												
5.....												
6.....												
7.....												
8 or more.....												
NUMBER OF MINORS IN PRIMARY FAMILY												
None.....												
1.....												
2.....												
3.....												
4.....												
5.....												
6 or more.....												
HEAD OF PRIMARY FAMILY												
Male--wife present.....												
Male--other.....												
Female.....												
AGE OF HEAD OF PRIMARY FAMILY												
Under 21.....							X	X	X	X	X	X
21-44.....							X	X	X	X	X	X
45-64.....							X	X	X	X	X	X
65 or over.....							X	X	X	X	X	X

80

FINAL AUGUST 1960

U. S. DEPARTMENT OF COMMERCE
 Bureau of the Census
 Washington 25, D. C.

Table 2.—GROSS MONTHLY RENT AND CONTRACT MONTHLY RENT OF SUBSTANDARD HOUSING UNITS OCCUPIED BY PRIMARY RENTER FAMILIES, BY COLOR OF OCCUPANCY FOR _____ : 1960

	<u>Total</u>	<u>White</u>	<u>Nonwhite</u>
NUMBER OF HOUSING UNITS			
Total.....			
No cash rent.....			
Rented for cash.....			
GROSS MONTHLY RENT (Percent distribution)			
Total.....	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Less than \$20.....			
\$20-\$24.....			
\$25-\$29.....			
\$30-\$34.....			
\$35-\$39.....			
\$40-\$44.....			
\$45-\$49.....			
\$50-\$59.....			
\$60 or more.....			
Not reported.....			
Median.....	\$	\$	\$
CONTRACT MONTHLY RENT (Percent distribution)			
Total.....	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Less than \$15.....			
\$15-\$19.....			
\$20-\$24.....			
\$25-\$29.....			
\$30-\$34.....			
\$35-\$39.....			
\$40-\$44.....			
\$45-\$49.....			
\$50-\$59.....			
\$60 or more.....			
Not reported.....			
Median.....	\$	\$	\$

FINAL AUGUST 1960

U. S. DEPARTMENT OF COMMERCE
 Bureau of the Census
 Washington 25, D. C.

Table 3.—INCOME IN 1959 OF PRIMARY RENTER FAMILIES IN SUBSTANDARD HOUSING UNITS,
 BY FAMILY SIZE AND COLOR, FOR

	<u>Total</u>	<u>White</u>	<u>Nonwhite</u>
Number of families.....			
FAMILY SIZE AND INCOME (Percent distribution)			
All families.....	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Less than \$1,000.....			
\$1,000-\$1,499.....			
\$1,500-\$1,749.....			
\$1,750-\$1,999.....			
\$2,000-\$2,499.....			
\$2,500-\$2,999.....			
\$3,000-\$3,499.....			
\$4,000 or more.....			
Not reported.....			
2 persons.....	—	—	—
Less than \$1,000.....			
\$1,000-\$1,499.....			
\$1,500-\$1,749.....			
\$1,750-\$1,999.....			
\$2,000-\$2,499.....			
\$2,500-\$2,999.....			
\$3,000-\$3,499.....			
\$3,500-\$3,999.....			
\$4,000 or more.....			
Not reported.....			
3 or 4 persons.....	—	—	—
Less than \$1,000.....			
\$1,000-\$1,499.....			
\$1,500-\$1,749.....			
\$1,750-\$1,999.....			
\$2,000-\$2,499.....			
\$2,500-\$2,999.....			
\$3,000-\$3,499.....			
\$3,500-\$3,999.....			
\$4,000 or more.....			
Not reported.....			

Table 3--Continued

	<u>Total</u>	<u>White</u>	<u>Nonwhite</u>
5 persons or more.....	—	—	—
Less than \$1,000.....			
\$1,000-\$1,499.....			
\$1,500-\$1,749.....			
\$1,750-\$1,999.....			
\$2,000-\$2,499.....			
\$2,500-\$2,999.....			
\$3,000-\$3,499.....			
\$3,500-\$3,999.....			
\$4,000 or more.....			
Not reported.....			
Median income			
All families.....	\$	\$	\$
3 or 4 persons.....	\$	\$	\$

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U. S. DEPARTMENT OF COMMERCE
Bureau of the Census
Washington 25, D. C.

Table 4.—GROSS RENT AS PERCENT OF FAMILY INCOME IN 1959 FOR PRIMARY FAMILIES
IN SUBSTANDARD HOUSING UNITS BY FAMILY INCOME AND COLOR OF OCCUPANTS, FOR

	<u>Total</u>	<u>White</u>	<u>Nonwhite</u>
Number of families.....			
GROSS RENT AS PERCENT OF FAMILY INCOME BY FAMILY INCOME IN 1959 (Percent distribution)			
All income ranges.....	<u>100.0</u>	<u>100.0</u>	<u>100.0</u>
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			
Family income less than \$, 00.....	—	—	—
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			
Family income \$, 00 to \$, 99.....	—	—	—
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			
Family income \$, 00 to \$, 99.....	—	—	—
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			

Table 4--Continued

	<u>Total</u>	<u>White</u>	<u>Nonwhite</u>
Family income \$, 00 to \$, 99.....	_____	_____	_____
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			
Family income \$, 00 or more.....	_____	_____	_____
Less than 12.5 percent.....			
12.5 percent to 17.4 percent.....			
17.5 percent to 22.4 percent.....			
22.5 percent to 27.4 percent.....			
27.5 percent or more.....			
Not reported.....			

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