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## REPORT ON

# LARGE FAMILY-RENT SUBSIDY DEMONSTRATION PROJECT

DEPARTMENT OF HOUSING  
AND URBAN DEVELOPMENT  
WASHINGTON, D.C. 20410  
JUN 14 1967



NATIONAL CAPITAL HOUSING AUTHORITY/  
WASHINGTON, D.C.

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# REPORT ON LARGE FAMILY-RENT SUBSIDY DEMONSTRATION PROGRAM

A program involving the leasing of privately owned houses by a Local Housing Authority as a means of extending the supply of houses for large families of low income.

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## ACKNOWLEDGMENT

AT THE BEGINNING of the demonstration program the National Capital Housing Authority contracted with the Washington Center for Metropolitan Studies for an independent evaluation of the program. That report is included in full and without editorial changes as a part of the Authority's final report.

There are, however, points of disagreement with the Consultant's findings and with the interpretation or emphasis placed on those findings. There are also Consultant's recommendations which the Authority believes are not feasible or realistic. Some of the major points of difference appear as footnotes to appropriate pages of the text.

The National Capital Housing Authority wishes to express its particular gratitude to the Junior League of Washington, the Inter-Church Committee on Urban Renewal and the Washington Board of Realtors. Each of these groups contributed funds to provide social and educational services to tenants as well as providing guidance in planning the project and assistance in carrying it out. The Housing Division of the D.C. Department of Licenses and Inspections also deserves particular thanks for its work in developing standards for units to be leased and its cooperation in providing prompt and detailed inspections.

All these groups served on the Advisory Committee for the Demonstration Program. The Authority particularly appreciated its good fortune in having a committee of such experience and

broad interest. The committee sustained an intense concern throughout the program from its inception and provided valuable and detailed advice on the entire operation. In addition to the above groups, the committee included the following:

The Washington Real Estate Association  
The Redevelopment Land Agency  
The Landlord and Tenant Consultant Service  
Family and Child Services of Washington  
The Office of Urban Renewal  
The Washington Urban League  
The Washington Planning and Housing Association  
Rehabilitation Consultant, John Haas  
The Health and Welfare Council  
The Homemaker Service of Washington

Social and educational services were provided through a contract with Family and Child Services of Washington and the Authority is grateful for the fine spirit of cooperation displayed by that agency's director and personnel.

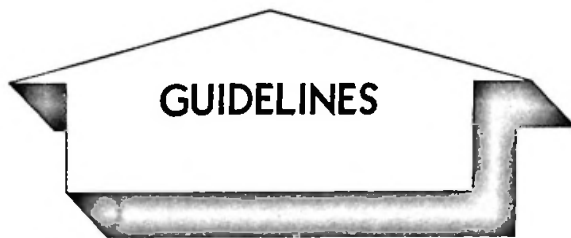
A fine working relationship also existed throughout the program with George Nesbitt and Mrs. Elfriede Hoeber of the Department of Housing and Urban Development and they provided many worthwhile suggestions.

Finally, the Authority appreciates the contributions of individuals and other organizations, public and private, to the success of this project.

Sincerely,

WALTER E. WASHINGTON, *Executive Director*

EDWARD ARONOV, *Deputy Executive Director*



THE NATIONAL Capital Housing Authority believes that a brief description of important aspects of the Demonstration will be helpful. Guidelines which we feel can be useful to other communities interested in a subsidized leasing program include the following:

1. A prerequisite to a successful leasing program is the ability of the Authority to obtain suitable units within its geographic jurisdiction without inflating rents or creating a relocation problem of any appreciable magnitude.
2. Before or early during the leasing process a relationship should be developed between the local Housing Authority and a broadly based advisory committee consisting of interested public and private groups and individuals. Private real estate interests should be included. This committee can help marshal any necessary welfare and educational services, discuss program procedures, and advise on problems of tenant adjustment.
3. A major inducement to private owners and realtors for providing units is the assumption of management responsibility by the Authority. This relieves private management of the problems of tenant selection, rent collection, vacancy loss, collection loss, maintenance inspections, and damages due to tenant negligence. These problems are particularly acute when large families are housed.
4. Inspection by the local government to insure compliance with the housing code will simplify lease negotiation.
5. Cohesive families should be considered for assignment to avoid the possibility that Authority tenants will be blamed for neighborhood problems. Moreover, such a selection process may reduce the need for frequent management visits.
6. An effort should be made to match families with dwellings, taking into account differing ages of family members, access to schools and other facilities, and the preferences of the families.
7. The identities of low-income families and the location of leased units should be protected.
8. An attempt should be made to maintain or improve the quality of exterior maintenance and landscaping so that the units are acceptable by neighborhood standards.
9. The geographic distribution and the variety of structural types require:
  - a. Controls over utilities consumption.
  - b. Tenant education in exterior maintenance of building and grounds.
  - c. Tenant education in use of available extra space such as basements and enclosed porches.
  - d. Arrangements for obtaining necessary kitchen cabinet and closet space.
  - e. Arrangements by management for periodic visits to the dwellings to treat incipient maintenance problems.
  - f. An effective system to notify landlords of maintenance needs and to obtain prompt repairs.
  - g. More management personnel, particularly at the management aide level, than an equivalent number of units in a conventional program would require.
  - h. The services of a social worker to assist and assure services to families requiring extensive professional help.



## SUMMARY AND CONCLUSIONS

THE NATIONAL Capital Housing Authority is keenly aware that this Summary of its Large Family Low-Income Housing Demonstration Project together with the evaluation and related conclusions will be examined carefully by many interested parties.

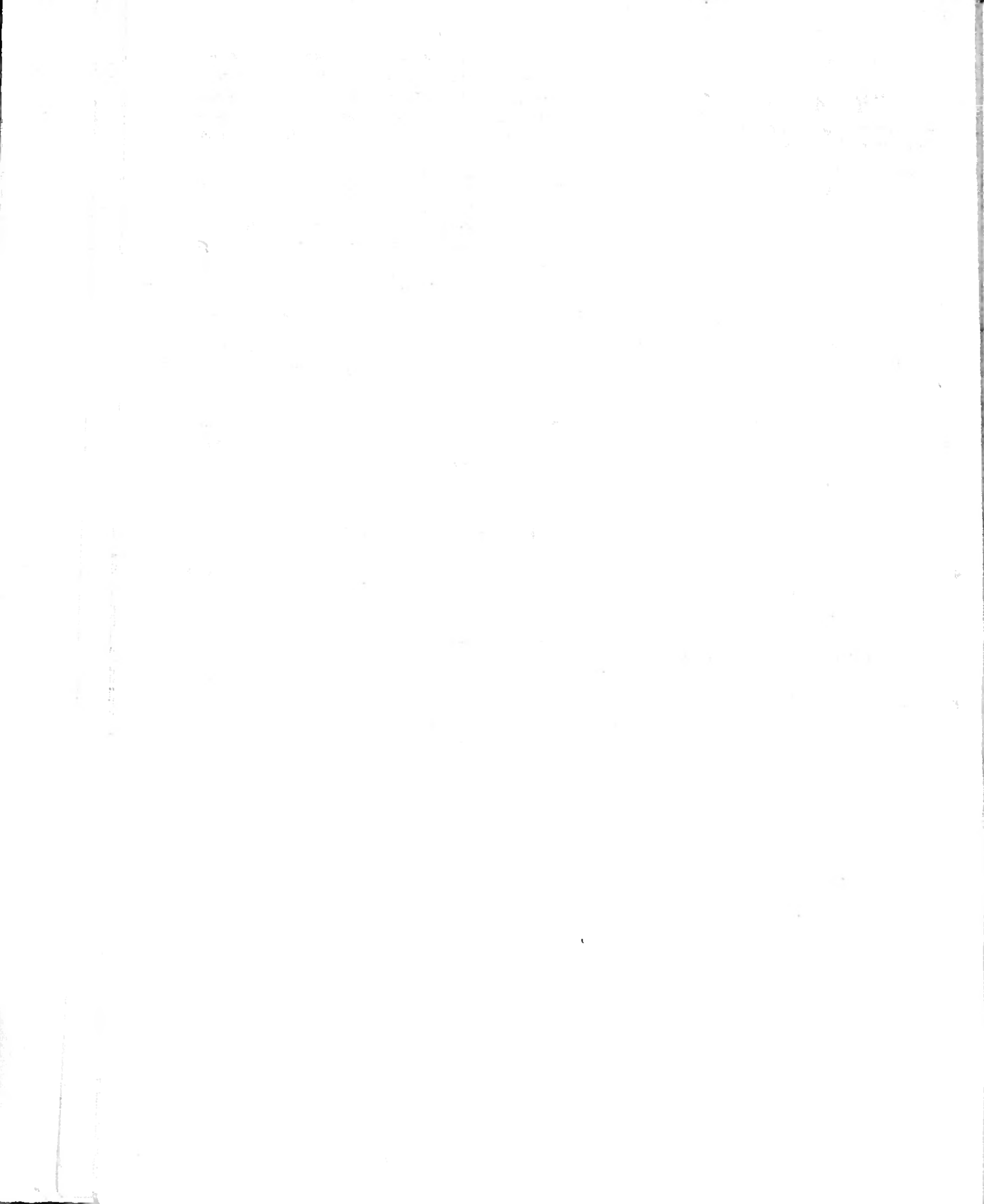
Therefore, at the outset, we wish to list the more important findings of the evaluation and to indicate whether or not the objectives of the demonstration have been achieved.

The demonstration confirmed expectations of its feasibility and its larger results are clearly of significance to other communities across the country:

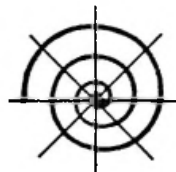
- The 50 large families were housed in dwellings widely dispersed in existing neighborhoods without untoward incident. For the most part the demonstration operations proved satisfying to the tenants, the participating owners and the Authority.
- The dwellings provided were of a quality satisfying local standards, and with good access to transportation and community facilities.

- The dwellings were in older structures, which contained greater amounts of overall living space than conventional public housing units. Thus, adequate housing for large families was provided despite occasionally limited bedroom counts.
- The dispersion of the dwellings enabled the 300 children (averaging 6 per tenant family) to attend schools and use other existing facilities without unduly burdening such facilities. The case might have been otherwise if these families were housed in a single site.
- Requiring the houses to meet the local code standards before leasing helped check their deterioration, encouraged repair and rehabilitation, and, to some extent, stimulated upgrading of nearby properties.
- Family incomes increased more rapidly than those of tenants in the conventional public housing program. The degree to which the increase is attributable to selection standards rather than stronger incentives was not determined.
- The fruitful cooperation between private owners and realtors who provided the properties and the local housing authority promises broadened community acceptance of the role of the authority in housing low-income families.

The demonstration program and its evaluation permitted identification both of new problems and tentative suggestions for their solution. It is hoped that this demonstration will provide guidelines to other localities interested in a similar leasing program.



# THE WASHINGTON CENTER FOR METROPOLITAN STUDIES



1726 Pennsylvania Avenue NW Washington 6 DC | District 7 - 0205



## LARGE FAMILY-RENT SUBSIDY DEMONSTRATION PROGRAM

by  
Eunice S. Grier

Submitted to the  
NATIONAL CAPITAL HOUSING AUTHORITY  
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## FOREWORD

THIS REPORT has been prepared by the Washington Center for Metropolitan Studies in accord with its contract with the National Capital Housing Authority to prepare a research design for the Authority's Large Family-Rent Subsidy Demonstration Program and to evaluate the program during its course. Earlier interim reports were submitted to the Authority in February 1964 and March 1965. This, the third in the series, constitutes the final report of the evaluation.

Design of the overall research program, conduct of the evaluation, and preparation of the three reports have been carried out under the direction of Mrs. Eunice S. Grier, former staff associate and now consultant to the Washington Center for Metropolitan Studies. Also participating in the study at various stages under Mrs. Grier's supervision were Joan Heifetz and Verrick French, former and present members of the Washington Center staff respectively. During their periods of participation, both Miss Heifetz and Mr. French played a major role in the assembling of data, data analysis, and drafting of narrative material for the reports. Statistical assistance for the final report was provided by Kristin Glaser, Christopher Kenneson, and Susan Bloch. Clerical work on the study has at various times been in the hands of Merle Spurgeon, Catherine Brown, and Mrs. Evelyn Wright.

During the entire period in which this evaluation study was being conducted, considerable assistance and advice was received from a great many persons outside the staff of the Washington Center. While it is impossible to cite all of them by name, special mention should be made of the following: Hamilton Smith, Charles Park, Mrs. Betty Caesar, and Edward Aronov of the National Capital Housing Authority; Mrs. Delores DeJongh, Mrs. Patricia Chaffey, Mary Ellen Gruenheck, John Theban, and Mrs. Dorothy Thomas of Family and Child Services, Inc.; George Nesbitt and Mrs. Elfriede Hoeber of the Department of Housing and Urban Development; and Robert Gold of the National Capital Planning Commission.

As with all studies, the author assumes responsibility for the analysis and interpretation presented in this report.

EDWARD L. ULLMAN, *President*  
Washington Center for Metropolitan Studies  
Washington, D.C.

December 1965





## SUMMARY OF FINDINGS AND RECOMMENDATIONS

### The Program in Brief

The Large Family-Rent Subsidy Demonstration Program is an experiment in more flexible techniques for provision of housing to large needy families with the aid of public subsidy. In brief, 50 individual dwellings dispersed throughout a considerable part of the District of Columbia were leased by the National Capital Housing Authority from private landlords. Two-year leases were executed at the going rate for such properties in the private market. The properties were then subleased to low-income families at rentals based upon their ability to pay, under the Authority's normal payment formula. The difference was made up by subsidy provided by special grant funds from the Housing and Home Finance Agency.

The tenants were selected chiefly on the basis of severe need. All were larger-than-average families who suffer particularly in Washington's tight housing market. In addition to need, the estimated capability of the families to adjust satisfactorily under the conditions of the program played a role in selection. The program was managed from the Housing Authority's central offices, which handled tenant selection, rent collections, general supervision, and maintenance. Through privately contributed funds, social work services were provided to aid the families in adjusting to their new homes.

In general, the program may be judged highly successful in demonstrating the feasibility of the approach. For the most part it has met with approval from the tenants, the landlords, and the Authority's own management. As a result, the NCHA now contemplates incorporation of the program into its regular operations on an expanded basis. While results have been generally satisfactory, the experience during the 2-year demonstration period also indicates some areas in

which revised and strengthened procedures would improve the program from the standpoint of all parties involved.

*Recommendation:* The Authority should pursue its efforts to obtain funding for a substantially expanded program. However, if such an expansion is undertaken the enlarged scale is likely to exacerbate problems which have become apparent in the demonstration phase. Therefore, special efforts should be made to overcome these problems before the expansion begins.

### The Demonstration Houses

The program has demonstrated that older dwellings can often be used successfully to house families considerably larger than the space standards for conventional public housing would suggest. Mainly as a result of the severe shortage of larger dwellings and the high prices they command, the Authority found it necessary to accept units averaging 3.5 bedrooms in size, while the families to be accommodated required 4.5 bedrooms by usual public housing standards.

The deficit in number of bedrooms was made up by taking advantage of the relatively spacious construction of many older houses. Bedrooms could often accommodate more persons than comparable rooms in project housing. Some families converted living or dining rooms to extra sleeping space, while others used enclosed porches. For the most part, these accommodations were achieved without undue difficulty.

*Recommendation:* In light of the present severe housing shortage for low income families, especially those of large size, we recommend temporary adoption of more flexible standards for use of space in older dwellings than are called for in conventional public housing. These should be coupled with strenuous efforts to extend the availability of subsidies and other forms of relief from high housing costs to far greater numbers. Detailed guidelines for evaluating adequacy of dwelling space, based on the experience obtained in the Demonstration Program, should be developed by the Authority in conjunction with the District Department of Licenses and Inspections.

Storage space for clothes and kitchen items has proved grossly inadequate in at least half of the units and has proved a major handicap to their occupants. Many of the houses lack closets in at least some of the bedrooms, and a number have no more than one kitchen cabinet. For families of

such large size, insufficient storage facilities are a particularly severe obstacle to efforts to maintain high housekeeping standards.

*Recommendation:* Where sufficient closets and cabinets do not exist (at least one closet or wardrobe per bedroom, and at least three cabinets per kitchen), these items should be purchased by the Authority or required for purchase by owners prior to occupancy. Since satisfactory storage units can be obtained at retail for \$50 or less for wardrobe and \$40 or less for kitchen cabinets, the cost will not be excessive.

Maintenance of the dwellings has proved a major source of difficulty—perhaps the largest single problem the program has faced. Records reveal a frequent pattern of slow performance in making repairs. In fact, some housing code violations which existed when the properties were acquired evidently remained at the program's conclusion. Maintenance problems have proved costly, distressing, and potentially hazardous to many tenants; they have sometimes endangered the landlords' investment; and they have placed burdens not only upon Authority staff but also upon the social worker whose responsibilities are ostensibly of quite a different nature.

*Recommendation:* The Authority should take realistic cognizance of the heavy management burden imposed by the need to maintain surveillance over a large number of dispersed properties of varying but often fairly advanced age. "Management aides" should be assigned on a ratio of at least 1 to every 50 houses.<sup>1</sup> Routine inspections should be made at least once yearly. Steps should be taken to clarify to all landlords their responsibility for maintenance. The Authority should be less hesitant about exercising its prerogative under the leasing agreements to undertake necessary repairs at the landlords' expense when owners are dilatory.

While most families adjusted satisfactorily to their new neighborhoods, some encountered severe difficulty due to specific characteristics or needs which the new location did not satisfy.

*Recommendation:* In future, more effort should be made at the assignment stage to assure placement of tenants in satisfactory locations—particularly where special problems are determined to exist.

<sup>1</sup> *National Capital Housing Authority Footnote No. 1*

NCHA believes that the recommendation to assign one "Management Aide" for every 50 homes is unrealistic. Staffing at this ratio is not required and would result in costs unfeasible by existing formulas.

## The Demonstration Families

Under the terms of the grant application for the demonstration program, tenants were to be selected from large families requiring four bedrooms or more under conventional project standards; they were to constitute a reasonably representative cross-section of this group, including some welfare cases and some cohesive one-parent families. The actual criteria employed in selection were considerably more restrictive, with families dependent on welfare and one-parent households being eliminated and strong preference given to tenants whose prior behavior suggested that they would present few management problems and would not arouse adverse public reactions to the program.

While these strict standards probably helped prevent difficulty during the demonstration phase, they do not allow us to predict what problems might arise should a greatly extended program include a substantial number of less "worthy" families; nor do they permit insight into the contribution which better housing might make to human reclamation.

During the 2 years of the program, a number of the households changed in number or composition of their members. Thirteen families increased in size through the birth of another child. Seven were reduced through the death, separation, or chronic illness of one of the parents. In matching families with houses, Authority staff had tried to keep occupancy somewhat below the maximum permissible under the housing code; this allowed some leeway for expansion as well as a moderate amount of flexibility in living arrangements. This was wise; where serious difficulties in space utilization have become evident, it has usually been where family size was close to the maximum allowable.

*Recommendation:* In future expansion, continuing efforts should be made to place large families in houses where addition of one or two members will not result in violation of code requirements.

About three-fourths of the families experienced an increase in net incomes during the demonstration period; and in almost half, the rise amounted to more than \$1,000. Such impressive increases are not typical of District of Columbia public housing residents in general. Several factors may have been responsible. One possibility is the generally high quality of the families selected. A second is the stimulus which decent housing made to the breadwinners' earning capacity. The third is the

mere knowledge that they were participating in an experimental program, which has been shown in a wide variety of experimental situations to have strong positive effects upon the performance of human subjects.

Most of the increase occurred in the early months of the program, a fact which lends strong support for the influence of housing, or participation in an experiment, or both. It also appears, however, that the lack of skills and education among the great majority of breadwinners in these families places a limit upon earning potential; while this ceiling may not have been achieved for all families, at least some may have reached a plateau before the program's conclusion.

*Recommendation:* Unfortunately, as already noted, the conditions of the demonstration do not permit us to predict with any accuracy whether comparable increases of income will occur in an extension of the program. We recommend that in the first months of an expanded operation, analysis be undertaken to ascertain whether the same phenomenon is occurring. If so, it may indicate that subsidy requirements in such a program will ultimately be somewhat less than in the initial stages, and that additional families can therefore be housed with the same funds.

Initial records on the families indicated a low incidence of social and psychological malfunctioning. Subsequent study, however, revealed a somewhat larger number of difficulties. About midway through the program, the social worker estimated that about 15 families should be receiving intensive casework because of multiple problems. About the same number were estimated to have no serious problems and to require only occasional routine visits, while the rest were in an intermediate category. On the whole, it would appear from the available evidence that neither the multiproblem families nor those having a lesser number of difficulties underwent dramatic change in their living patterns, either positive or negative, as a result of their participation. Those who functioned well at first continued to do so; those who started out with problems generally have the same problems.

It is possible, of course, that longer residence in the housing, or more consistent social services (see below), or both combined, might have resulted in greater improvement. Many of the families are undeniably much better housed than they were before. Possibly their children will

show the ultimate effects of the more favorable environment in which they are growing up.

## Social and Educational Services

To aid the tenant families in adjusting to their new housing, the Authority sought private contributions for social and educational services. Funds were obtained from the Junior League of Washington, the Inter-Church Committee on Urban Renewal, and the Washington Board of Realtors. Services were provided under contract by Family and Child Services, Inc. Unfortunately, recurrent staffing problems impaired the consistency of social services; but it is impossible to assess the significance of this inconsistency for the results of the program.

At first, the social worker participated jointly with Housing Authority staff in assessing families' suitability for inclusion in the program, but this function was dropped about halfway through the selection phase at the behest of the Authority. In general, the Authority's criteria for acceptability of tenants seem to have placed heavy weight on potential for successful performance in the program. As already noted, this does not provide the best possible basis for predicting future experience in an expanded program.

Apart from staffing difficulties, one of the most serious problems confronting the social worker has been the need to perform many tasks beyond her responsibilities or her training. We refer particularly to the need to serve as intermediary between the Authority and its tenants with regard to such matters as rent delinquencies and inadequate maintenance, functions which have required a great deal of her time. In turn, these burdens were placed upon her largely as a result of the lack of a systematic visitation program by Authority staff, and the failure to provide sufficient manpower to handle the large management workload inherent in a program of this nature.

*Recommendation:* The "Management Aides" recommended previously for other reasons appear essential to free the social worker to perform her principal functions in the program. The social and educational services should also be continued in an expanded program on a more consistent level than has been possible in the demonstration. While it is probably reasonable to conclude that the value of social services has not had a fair test to date, the evidence available suggests that they have been of sufficient worth to individual families

and to the Authority to warrant their continuation.

### **Costs and Benefits of the Demonstration Program**

To assess the costs and benefits of the demonstration program, not merely to the Authority but to the tenants and the larger community, is extremely difficult. It is relatively simple to calculate the direct subsidy in terms of public moneys; cost comparisons with other methods of providing adequate housing are more difficult. Still more elusive by far are the social and psychological costs and benefits.

It now appears that the Housing Authority has been able to keep its direct subsidy below initial estimates throughout the course of the program. The average direct subsidy budgeted at the outset was \$100 per dwelling per month; this represented the rental to be paid to the landlord, plus certain utility charges absorbed by the Authority, minus the rent expected to be paid by the tenant on the basis of current net income according to the standard NCHA formula. At the beginning of the Demonstration Program, when tenant families represented a broad cross-section of incomes, the average monthly direct subsidy amounted to \$91.11. At the end of the program, after many tenants had experienced a substantial increase in income, the direct subsidy had dropped to an average of \$81.68 per dwelling as a result of increased rentals received by the Authority.

These costs do not include management. While accurate records of administrative costs for the demonstration program were not available, it is unlikely that they would have provided an adequate guide to the future in any event. The trial-and-error nature of the program, plus the extensive contributions required of various Authority staff members to its formulation, no doubt added substantially to the total cost in the demonstration phase: but most of the costs will not continue in its future expansion. On the other hand, some of the tasks undertaken by the social worker through contributed funds seem more properly to be the responsibility of management. In its application for funds to expand the program, the Authority has allocated \$15.30 monthly per dwelling for management and administrative costs. While we see no reason to quarrel with this estimate, neither are we certain that initial experience assures its adequacy.

*Recommendation:* The Authority should initiate procedures for thorough review of present administrative cost allowances during the early stages of the expanded program.

The cost of housing to the tenants in this program is impossible to estimate because complete records are unavailable. However, there is some evidence that these costs were often higher than in equivalent project housing. While the Authority reduced shelter rent by an amount estimated to represent the cost of electricity, it is possible that electric bills for the demonstration properties were often higher than for the more compact, adequately wired and equipped, project dwellings upon which the estimates were based. In addition, unlike recent project housing, refrigerators were not required to be provided by landlords in most of the demonstration dwellings; whether tenants bought their own refrigerators or shopped more frequently for food, the extra cost accrued to them.

Some tenant families also absorbed certain maintenance costs in cases where landlords were recalcitrant or slow, and a number found it necessary to purchase storage units or to build shelves to supplement inadequate storage space. The maintenance of yard space also called for expenditures for tools and supplies.

For these costs, the families received certain compensating benefits. Without the Demonstration Program, doubtless few would have found adequate housing either in public projects or in the private market. Prior to moving into the demonstration dwellings, a few had been forced to place their children in Junior Village, the District of Columbia's public home for dependent children. While we cannot be sure, it is entirely possible that had they remained in their previous overcrowded dwellings many would not have experienced the substantial rises in family incomes which are one of the most notable phenomena associated with the Demonstration Program. Nonetheless, these benefits to individual families do not completely satisfy the question as to whether public policy should allow a differential in the total amounts paid by such low-income families for dispersed and for project housing, when both are under public subsidy.

*Recommendation:* In the initial phase of an expanded program, careful records should be kept of the total costs paid by tenants, including excess utilities, maintenance, and equipment purchased to supplement inadequacies in the dwellings which

are not found in equivalent project housing. These cost figures should be the basis for a thorough reassessment of the adequacy of present subsidy levels.

The area of costs and benefits to the total community is another in which no very satisfying quantitative statement is possible. Nonetheless, it seems quite clear that the program has brought net benefits to the community. Many of the demonstration dwellings, had they not been acquired by the Authority, would probably have been permitted to deteriorate further at eventual heavy cost to the public. In some instances, at least, their reclamation has probably benefited surrounding properties as well.

By dispersing the approximately 300 children among the program's families widely through the community, instead of concentrating them in a single project, a heavy load upon schools and other public facilities was avoided. It is true that many of the families have been placed in areas where schools and recreational facilities are sorely inadequate; but these conditions existed before the program was undertaken, and at least it did not substantially worsen them. The fact that the cost of maintaining one child in Junior Village is sufficient to subsidize several families in the demonstration dwellings provides a dollars-and-cents measure of one of the project's savings.

Finally, the cooperative relationship between the public authority and the private real estate industry in this program has redounded to the benefit of both, and in the long run will be to the favor of the entire public.

### **Housing Need and Housing Supply: Potential for Expanding the Program<sup>2</sup>**

The National Capital Housing Authority, satisfied by initial experience that the approach is feasible, now plans to expand its large-family rent-subsidy program by 300 additional units over a 2-year period. This goal is based mainly upon the estimated capacity of the local market to supply dwellings and the capability of management to absorb them.

*National Capital Housing Authority Footnote No. 2*

However, the Authority feels that the discussion (pages 0-7) of meeting the housing needs of large low-income families by an expansion of this program is largely irrelevant to an evaluation of the Demonstration. The Housing Authority can agree that leasing, reverse conversion, and acquisition and rehabilitation are useful tools to supplement the conventional low-rent housing program.

Will an expansion of this magnitude have significant impact upon the need? Available statistics, while less precise and less current than desirable, suggest that the shortage of adequate housing for large, low-income families is far greater than the projected size of the program. In 1960, Census figures indicated that there were 8,000 renter households in the District with 6 persons or more and total incomes under \$5,000; but only about 6,000 dwellings contained 6 rooms or more and were either rented or available for rent at less than \$100 per month. The 2,000-unit differential indicates a severe problem, but is not a sufficient measure of its magnitude, since among other things we do not know how many of the 6,000 dwellings in the supply were substandard.

There is no up-to-date inventory of housing need and supply in the District, but one study now in progress at the National Capital Planning Commission suggests that the shortage is great for low-income families regardless of size. According to this study, there are about 40,000 households in the District who cannot afford decent private housing at today's "going" prices and are eligible for public subsidy. The NCPC statistics shed no light on the relationship of need to family size, but other knowledge indicates that the problem is especially severe for large families. Further, the shortage continues to grow as public action displaces thousands of additional low-income households. It may well be that the need will increase at least as rapidly as the dwellings made available through the program.

While offers recently made to the Authority indicate no immediate shortage in the supply of housing likely to be made available to it by private real estate interests, at least under present goals, many of the offered dwellings may not meet program needs. Furthermore, it may be conjectured that many are already in use by families who would be displaced if the units were acquired by NCHA. How can the available supply be expanded at minimum damage or inconvenience to existing residents?

One important possibility lies in conversion of owner-occupied housing to rental use. The supply of large owner-occupied dwellings is relatively generous compared to rental units of equal size. Further, there is considerable turnover among such houses, especially when occupied by older persons.

*Recommendation:* The Authority is already experimenting in a small way with the purchase of homes for lease to low-income families. This experience deserves careful evaluation; if it proves successful, the approach might well be expanded substantially. An alternative is to develop cooperative agreements with private investors to acquire properties through purchase and lease them to the Authority.

A second possibility lies in the "reverse conversion" of structures originally built for single family occupancy, but since converted either legally or illegally to house two or more families. From Census statistics, it appears possible that as many as 5,000 units might be produced in this fashion, although there are so many unknowns that probably only a fraction of this number can be counted upon. While present tenants would have to be relocated, if they are smaller families it would be relatively easy to find alternative housing for them because of the greater supply of small units.

*Recommendation:* The Authority should conduct an exploratory investigation of the feasibility and relative costs of the "reverse conversion" approach, either through its own machinery or through agreements with private agents. Satisfactory relocation of existing tenants should, of course, be the responsibility of the Authority.

A third possibility deserving careful exploration is the broadening of the program to include a greater range of family and dwelling sizes. While the most severe shortage exists among large families, paradoxically their need may be served indirectly by extending the rent-subsidy approach to smaller households as well. This is true because the greater supply of small dwellings not only makes them easier to acquire, but is reflected in substantially lower prices, in turn often requiring less subsidy per family. Thus, expanding its program to include considerable numbers of dispersed dwellings of small size, the Authority might ultimately be able to free sizable amounts of project

housing for use by large families through the expedient of combining adjacent smaller units—an approach it has already tried experimentally on a small scale.

*Recommendation:* In its plans for an expanded program, the Authority has included a small proportion of one- and two-bedroom units. If experience should confirm that these units are in fact easier to acquire and need relatively lower subsidies, funds might well be sought for additional small units. These units should not be substituted for units that would otherwise be sought for larger families, but rather should represent additions to the total scope of the program.

Finally, and most importantly, the current narrow geographic limits of the program place restrictions upon the supply. About three-fourths of the demonstration houses are within a radius of 2 miles east and north of the Capitol. This excludes considerable proportions of the District where suitably priced dwellings, though perhaps somewhat harder to locate, might nonetheless be found. Even more significant, it excludes the suburbs. Not only do the more ample housing supply and lower land costs of the suburbs make for considerably lower prices, but the Authority's acquisition of dwellings in these areas will not usually put their displaced residents in competition for an abnormally tight supply, as in the District.

*Recommendation:* The Authority should give the most thorough consideration to extending its rent-subsidy operations in the suburbs.<sup>3</sup> While some opposition may be expected from existing residents, the Authority should consider also the potentially explosive consequences of the continuing buildup of low-income population within the District, combined with further exacerbation of the housing crisis through public action.

*National Capital Housing Authority Footnote No. 3*

The recommendation on this page, page 37 and elsewhere in the text to expand Housing Authority operations to the suburbs of the District of Columbia is not feasible at this time, because these areas lie outside NCCHA's statutory jurisdiction. Where State and local law allow it, such expansion may be earnestly considered.



## THE DEMONSTRATION PROGRAM

### Housing Needs Among Large Low-Income Families

As in many other large metropolitan areas throughout the United States, large numbers of low-income families in the District of Columbia have been displaced from their homes in recent years. Displacement has often resulted from public improvement programs, including urban renewal, school and highway construction, and enforcement of housing codes against overcrowding or occupancy of unsound structures. Such programs are essential if America's cities are not merely to accommodate the continuing demands of rapid growth but also to improve the quality of the environment in which all their citizens live. Despite their long-term rewards, however, they have also created a growing shortage of housing for families with low incomes, who traditionally have found homes most readily in the very parts of the city most subject to public action.

Many of Washington's displaced low-income families have been relocated in housing constructed and managed by the National Capital Housing Authority; others have been able to find suitable dwellings on the private market. These resources, however, have been able to meet only part of the need. Not only is the existing number of public housing units inadequate to meet the demand by low-income displacees, but cost limitations and difficulty in locating suitable sites for large-scale construction have also hampered the Authority's ability to add sufficient new units. On the other hand, private rental units must achieve a reasonable return if their owners are to remain solvent; for this reason, and because of the large demand, rents for adequate private dwellings have often been well beyond the financial capacity of many low-income families.

The problem is a particularly severe one in the case of large families of low income. One measure of the need is the number of families requiring

four or more bedrooms who are on NCHA's lengthy waiting list—almost 2,200 at the end of June 1965; many of these families have been on the list 5, 6, or more years, receiving periodic certification that they are still "eligible" for public housing. Unquestionably these families reflect only a portion of the large-family need in the District of Columbia. There are probably many more large households who could qualify for public housing, but are less optimistic about their chances of ever obtaining it; this question is explored further in Chapter VII.

As for the scarcity of large dwellings on the private market, one illustrative measure is the wide difference between minimum rentals charged for a substantial supply of one- and two-bedroom units and those charged for larger units. According to estimates prepared by the D.C. Redevelopment Land Agency, a substantial supply of sound one-bedroom dwellings is now available on the private market at \$95 a month; two-bedroom units may be found at \$105. Three-bedroom units, however, do not become readily available for less than \$150 a month. Dwellings with four or more bedrooms are even higher priced and even more scarce as rental possibilities.

### Nature of the Demonstration Program

The demonstration program discussed in these pages was designed by the National Capital Housing Authority as a new and innovative technique for accommodating immediately some of the families on its waiting list. Because of the obvious severity of their need, the demonstration was restricted to families handicapped by large size who had been displaced at least once by some form of public action. Since the experience gained might well be applicable to other communities, the program received special funds from the Housing and Home Finance Agency under section 207 of the Housing Act of 1961.

In the summer and fall of 1963 50 families, each of which required at least 4 bedrooms in conventional public housing, were selected from NCHA's waiting list and offered adequately sized dwellings which the Authority had leased in the private market. These houses were required to meet the minimum standards of the local housing code. The rental charged each family was based—as under conventional public housing arrangements—on its annual income, with deductions made for dependents; reexaminations of income and adjustments

in rent, if justified, were made at 6-month intervals. The landlords, on the other hand, were paid an amount mutually agreed upon as equivalent to the "going rate" for comparable rental dwellings. The difference between the price charged the Authority by the landlords and the rent tenants could afford was made up through a direct subsidy provided by the HHFA funds. While the Housing Authority's demonstration program office was responsible for managing the properties and supervising the tenants, social and educational services to the families were furnished by Family and Child Services, a local private social agency.

### Community Participation in the Program

Several other local public and private agencies also provided support and assistance to the demonstration program. The Junior League of Washington, the Inter-Church Committee on Urban Renewal, and the Washington Board of Realtors each made monetary contributions to support the social services. The latter organization and the Washington Real Estate Brokers Association publicized the program among their members, thus helping to obtain the supply of dwellings. Under a special agreement with the Housing Authority, the D.C. Department of Licenses and Inspections visited all leased properties to assure their compliance with the local housing code.

Each of the above-named organizations was also represented on a special advisory committee to the demonstration program, along with representatives of the following groups: the D.C. Redevelopment Land Agency, the Landlord and Tenant



NCHA Board Chairman receives check from Junior League of Washington.

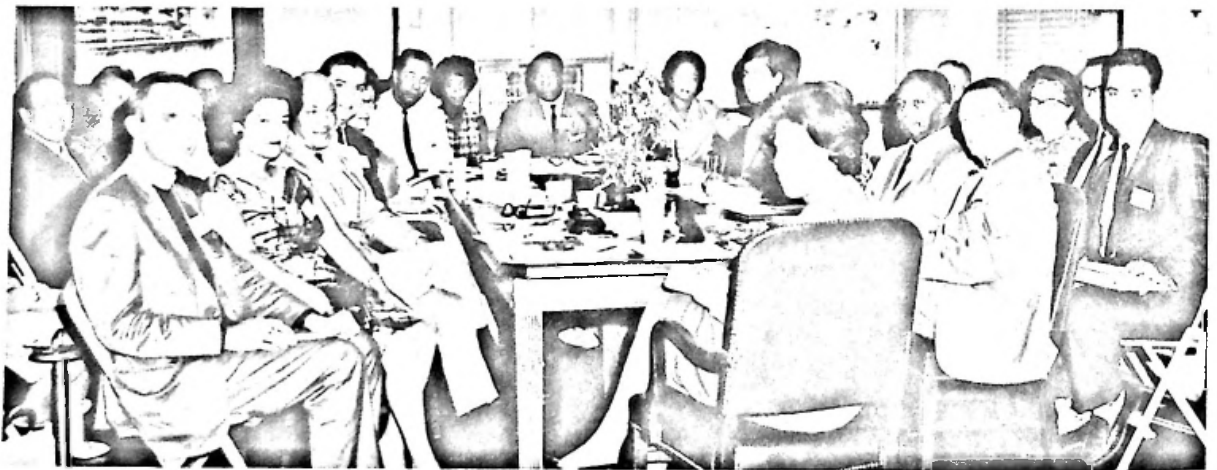
Consultant Service of the D.C. Department of Welfare, the Health and Welfare Council of the National Capital Area, the Washington Urban League, and the Washington Planning and Housing Association.

Under contract with the National Capital Housing Authority, the Washington Center for Metropolitan Studies was engaged to prepare a research design for the demonstration program and to conduct an evaluation of the program during the course of its operation.

### Method of Evaluation

The procedures for evaluation\* prepared by the Washington Center for Metropolitan Studies were

\*A detailed description of the evaluation procedures developed by the Washington Center of Metropolitan Studies will be found in appendix B of this report.



Meeting of Special Advisory Committee to Demonstration Program.

based upon the testing of the following hypotheses:

1. That it is feasible to employ dispersed units in the existing private stock to house large low-income families;
2. That such units can be utilized under publicly administered rent-subsidy program procedures which are consistent with the general requirements of a local housing authority;
3. That with the provision of social services in conjunction with the shelter program, the families housed can in most instances achieve a satisfactory adjustment in a nonproject environment.

The funds available for the direct costs of evaluation, including the design of data-gathering procedures and instruments and preparation of interim and final reports, were sufficient to enable only a limited amount of data gathering by the Washington Center itself. In the interest of covering as many aspects of the demonstration as possible, therefore, it was agreed to rely chiefly upon records maintained by the Housing Authority and Family and Child Services for their day-to-day operating purposes, supplemented by a very limited amount of original data collection directly by the evaluation staff. Wherever feasible, the records used for this program consisted of those already in existence in the two agencies. Where new instruments were required, these were developed by the evaluator but were made to conform as closely as possible to recording forms with which the agencies were already familiar. The reliance upon operating staff and records for data, of course, produced many slips between the day-to-day pressures on the program and the need for prompt and full recording of research information for use at the conclusion of the experiment. To fill some of these gaps, interviews were conducted by Washington Center staff with 29 of the 50 families and with 13 of the real estate brokers and owners who supplied houses to the program. Periodic interviews were also conducted with selected staff members of the Housing Authority and Family and Child Services.

### **Special Considerations in Evaluating the Demonstration Project**

In evaluating the achievements and problems of the Demonstration Program, certain special con-

siderations must be taken into account. Some of them are specific to an innovative program of an experimental nature, which requires development of new procedures and adoption of some attitudes and practices more akin to research than to traditional administration. Some of them, however, will remain relevant even in the continuation and future expansion of the program, since they are basic to this particular approach to housing large, low-income families.

One key problem is that of evaluating the adequacy of properties offered. Conventional public housing projects are built to standard design criteria, controlled by the Authority under the general supervision of the U.S. Public Housing Administration and based on extensive experience. In the approach tested here, the Authority has no control over design which tends also to be highly variable. Successful administration requires development of suitable criteria for acceptance or rejection, in light of the particular requirements of the population to be served. Space adequacy and potential durability are especially important factors, as are characteristics of the dwelling and the neighborhood which can affect the safety and well-being of small children. The Authority's experience during the demonstration phase provides some guidance toward appropriate criteria which will be discussed elsewhere in this report.

A second important problem area results from the dispersed nature of the properties. Public housing authorities have gained the great bulk of their experience with "projects" which concentrate a large number of dwellings in the same location within easy surveillance by a central management office. Staffing patterns and patterns of administrative procedures have been based upon this fact. The approach tested here, however, involved separate units widely dispersed throughout a considerable section of the entire city. Even experienced commercial real estate firms have long considered the management of dispersed rental properties to be exceptionally difficult and hazardous and to require extraordinary levels of management effort. Thus, some firms refuse to handle individual properties for rent. The management problem may account in part for the favorable acceptance granted the Demonstration Program by the private real estate industry, since it relieves private investors of many responsibilities. But such tasks as tenant surveillance, maintenance inspections,

and rent collection become no less difficult or onerous merely because they are assumed by a public agency. For the continued success of the program it will be essential that the Housing Authority take realistic account of the staff needs presented.

A third special aspect of the Demonstration Program which will continue in force is the close cooperative relationship between private and public parties for which it calls. This relationship has required working out of new legal instruments and, perhaps more important, of practical working methods for dividing responsibilities among the three major parties involved—the owner, the tenant, and the Housing Authority. Considerable progress has been made along these lines, as evidenced by the mutual satisfaction expressed by the Authority and by the bulk of landlords. But persistent reports of disagreements over responsibility and of slow maintenance, detailed in a later chapter, suggest that the problem has not yet been completely solved.

### **The Evaluation Reports**

The first of two interim evaluation reports, submitted to the Authority in February 1964, was primarily a descriptive document. In it we attempted to detail the conditions and facts which attended the establishment of the new program. Problems peculiar to the experimental venture were set forth; the supply of and demand for housing in Washington were discussed in light of the most reliable and recent information then available. The process of selecting and acquiring the demonstration properties was recounted, and salient problems outlined. Characteristics of the houses and their neighborhoods were discussed. The selection of tenants and the process by which they were matched with houses were examined as were some detailed characteristics of the families.

Where available, housing conditions of the families prior to entry in the program were also discussed. Preliminary remarks were made on the reactions of the families to their improved housing, as were those of other interested parties, including realtors and neighbors.

The second interim report, submitted to the Authority in March of 1965, concentrated principally on a detailed examination of the adjustment of the 50 families to their new housing situation. Interviews were conducted with about 30 families. The adequacy of the houses was evaluated, and family characteristics and patterns of family behavior explored in detail. The extent and adequacy of social and educational services was assessed. A preliminary examination of the potential for expanding the demonstration was presented; this included a look at the reactions of real estate brokers, owners, and tenants and some examination of housing and costs and supply. Some preliminary conclusions and recommendations for change or improvements concluded the report.

This report, the final document to be presented under the agreement with the Authority, brings up to date and where necessary corrects much information which had to be treated as preliminary in the first two reports. Thus, for example, complete statistics on income changes among the families were not available until August 1965; their availability now permits us to refine earlier tentative conclusions. Further, some data which were included as background material in the first or second interim report are either excluded or summarized in this final report. An overall summary of the major findings and recommendations for the future has been presented in the preceding section and discussed elsewhere in greater detail where appropriate.



## THE DEMONSTRATION HOUSES

### The Acquisition Process

Since the success of the Demonstration Program depended heavily upon the availability of adequate properties in the private market, the Authority took special pains to involve the local real estate industry in the program at the earliest possible date. The response was encouraging; the Washington Board of Realtors and the Washington Real Estate Brokers Association both agreed to publicize the program among their members, and the former organization also made a financial contribution to the social services provided under contract to a private social agency.

Nonetheless, probably because it takes time to establish public knowledge and confidence in any new program, suitable properties were slow in coming in. There was an initial spurt, with 23 houses being offered during the first month of operation, March of 1963. Thereafter, offerings slacked off, and it was 11 months before the final property was placed under lease. In part this was because not every property could be accepted. There were 122 dwellings offered compared to 50 actually acquired, with the reasons for rejection of the remaining 72 covering a wide range of factors (among which, interestingly, extreme dilapidation was not prominent). However, even had every property offered been accepted (a practice which clearly would not have been in the public interest) the acquisition period would still have stretched over 6 months.

Under a special agreement with the Housing Authority, the D.C. Department of Licenses and Inspections visited all leased properties to assure their compliance with the local housing code. A leasing agreement between the Authority and the private landlord called for the landlord to make all repairs at his own expense unless the repairs were necessitated by acts of negligence of the Authority or its assigned tenants.

### The Houses: A Brief Description

The typical dwelling leased for the Demonstration Program was a two-story brick row house built for single-family occupancy and located in one of Washington's older neighborhoods.

A majority of the houses contained three bedrooms, but these rooms were often large enough to sleep three or four persons rather than the maximum of two persons possible in most standard public housing projects. In some instances dining rooms or heated porches could also be utilized for sleeping areas. A majority of the houses contained basements which were suitable for some family activity—children's play, laundry use, or workshop projects—and storage space. Most of the houses had some yard space, usually in the back of the house. Most contained only one bathroom.

The demonstration properties were scattered over a fairly large area in the District of Columbia, but about three-fourths were within 2 miles east and north of the Capitol. There were houses in about one-fifth of the census tracts into which Washington is divided. By and large, the houses were located in neighborhoods which ranked among the District's worst in such indexes as bad housing, overcrowded conditions, unemployment, and low income and educational level of the residents. Offsetting this was the fact that half of the houses were located in neighborhoods which had been designated as "conservation areas" and thus were receiving greater than average attention from District authorities. Most were also located in sections which, since the program's initiation, have become the focus of neighborhood development efforts under Washington's antipoverty program.<sup>4</sup> While a few white households were usually present in the vicinity of each demonstration property, most of the neighborhoods were heavily Negro at the 1960 Census.

A majority of the houses were in relatively good condition at the time they were leased to the Housing Authority for the Demonstration Program, requiring only a few minor repairs to bring them up to the requirements of the D.C. Housing Code (e.g., broken window panes, ill-fitting doors, defective gutters). Although there were 19 houses

*National Capital Housing Authority Footnote No. 4*

The description of neighborhoods here and on pages 18 and 19 gives a misleading impression that the selected neighborhoods were bad. In the Authority's opinion, with possibly one or two exceptions, the blocks on which the houses were located met good residential standards, and most had a sizable percentage of owner-occupied housing in fair to good repair. These blocks would be generally considered acceptable for family living by almost any reasonable standards.

in which the housing inspectors found 10 or more code violations, many of these were minor in nature and cost of repair; often several violations represented the same condition found in a number of rooms in the house. Only two houses were totally uninhabitable at the time they were offered. Several of the owners had already begun to make repairs before offering their houses to the Demonstration Program and prior to the visit of the housing inspector; in these cases the extent of repair and rehabilitation required to bring the properties up to standard may be considerably greater than the records show.

Since most of the houses were vacant at the time they came to the attention of the Housing Authority, it was often difficult to tell exactly how they had been used previously. Most appear to have been single or two-family dwellings; some of these

"single" families, however, were probably large and complex households. Two of the largest houses were formerly used by institutions.

Almost all of the dwellings were heated either by gas or oil. Other equipment varied considerably. All 50 houses came with a stove as required by the Housing Authority; only about half of the landlords, however, provided refrigerators. Most of the houses had either a pantry or some cabinet space in the kitchen, although such storage space was frequently in short supply. Window shades (or blinds) were required by the Housing Authority, but only about half of the houses had shades at initial occupancy. Less than a third were fully equipped with window screens, required by D.C. Housing Code during the fly-breeding season. Most of the houses had some closet space for clothes storage reasonably conven-

Typical demonstration house ready for occupancy.





Before rehabilitation.



After rehabilitation.

ient to sleeping areas, but at least 10 houses appear to have been designed with the expectation that future occupants would have few if any clothes to hang up. Two houses, for example, contained only one closet each.

For the 50 demonstration properties, the Housing Authority paid an average shelter rent to landlords of \$136.65 per month, ranging from a low of \$115 to a high of \$172. In addition, the Authority paid an average of about \$23 a month for heating fuel.

### Evaluation of Space Adequacy

*Sleeping Space.*—The shortage of rental housing adequate in space for large families is reflected in the characteristics of the housing acquired for the Demonstration Program. By Public Housing Administration standards, the sleeping space requirements of the demonstration families ranged

from 4 to 7 bedrooms, with an average of 4.5. The number of bedrooms actually present in the demonstration properties ranged from 2 to 6, with an average of 3.5. Over three-fifths of the properties contained three bedrooms.

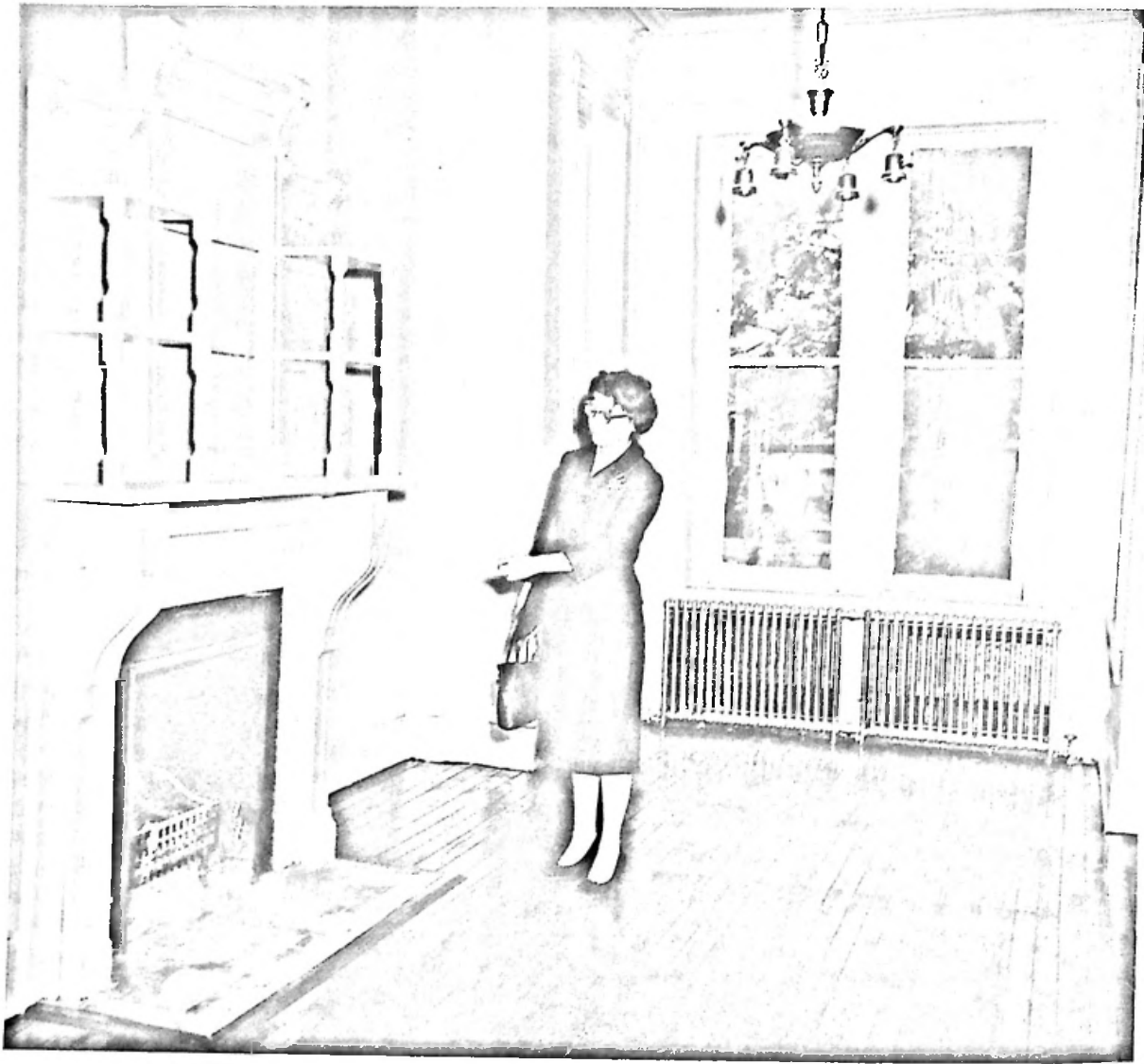
How, then, were families accommodated without unacceptable crowding? The answer lies chiefly in the fact that most of the houses were built to considerably more liberal room-space standards than PHA requires for project dwellings. In all but a very few houses, at least some of the bedrooms were larger than PHA minimum; in about half the cases all were larger. For those units having bedroom space exceeding PHA minima, the excess for all bedrooms combined averaged about 130 square feet—equivalent to more than one additional room.

On the other hand, about one-third of the dwellings had bedrooms which, in combined square

footage, were below PHA minimum standards. In many instances these units also housed families requiring more than the number of bedrooms they provided. In such instances (and even in some houses with a nominal excess of sleeping space) the families took advantage of extra space located somewhere else in the dwelling. Often this space could be found on the first floor in generously sized living and dining areas. For 35 homes containing fewer bedrooms than required by their occupants, the average excess of combined living-dining space over PHA minima was 170 square feet. In nine cases, records indicated one or more family members using the living or dining room as sleeping

space. Notations sometimes indicated that District housing inspectors viewed such use unfavorably, but this view was not always shared by the social worker who observed the families.

This represents one of the more important findings of the Demonstration Program: that unlike newly constructed "project" apartments, older houses frequently contain excess space which can be exploited to house substantially more persons than the bedroom count alone would suggest. If the Demonstration Program's experience offers an adequate guide, many older houses in the District can be used to accommodate families of large size without excessive crowding—though not neces-



Consultant inspecting rehabilitated house.



Yard space for drying area and family activity.

sarily with complete convenience.

The matter of convenience is worthy of some comment. While the demonstration houses unquestionably are far better than the accommodations these families occupied previously, the social work records show some difficulties created by the need to press into service space not normally used for bedrooms. In one family, a child required to sleep on the first floor of the house where street noises were disturbing became a bedwetter. In other instances, the distance from the bathroom and the lack of conveniently located closet space were problems. Although noise and privacy factors were not mentioned, we can assume that these must have presented problems in some cases. Nonetheless, the results of the Demonstration Program appear to warrant formal adoption of a more flexible policy on space standards which would permit realistic use of dwelling space in light of the severe shortage.

*Storage Space.*—If the units generally offered sufficient space for living and sleeping, storage space for clothing and kitchen items was a somewhat different matter. A substantial proportion of the houses were deficient in these respects. The social work records reveal that these shortages were a matter of considerable annoyance to a number of the families.

Of 26 properties for which full records were available, 9, or about one-third, contained fewer than 1 closet per bedroom. Seventeen more had at least as many closets as bedrooms. Usually there was no indication as to the size of these closets, but in one instance the records carried the notation "tiny." In addition, even where data on number and size of closets were not available, social work records sometimes indicated inadequate storage space. In all, probably about half the houses were deficient in this regard for the needs of their occupants. Since the houses were being

utilized to substantially more than their nominal capacity in most instances, a lack of closet space for clothes storage could become a major handicap to efficient living and housekeeping patterns.

The same was true for kitchen cabinets and other storage space for food and kitchen utensils. Records indicated that over one-third of the properties contained either one kitchen cabinet or none at all. Together with social worker comments, they suggest that about half the houses were seriously deficient in kitchen storage space, and that this presented a severe problem to many of the large families which occupied them.

*Yard Space.*—The most frequent comment about the yards of the demonstration houses does not relate to their size, but to the fact that there was no grass. Though the yards may still be usable, this limits the family's enjoyment, and results in dirt being tracked into the house. A number of families report that they were promised grass seed by the NCHA, but it was never delivered. Some tenants say that they bought their own seed and tried to grow grass, but it died because of the poor soil. In most of these cases thorough soil preparation and possibly importation of topsoil would probably be required to sustain growth.

Some indication of yard use was available for over half the properties. Twenty were reportedly used for hanging laundry, though in some cases the dust problem was very severe. In 20 families the children played in the yards. Again, dirt and dust were mentioned as problems. In five cases it was specifically stated that the yard could be used for drying clothes but was too small for children's play. Five yards were specifically called unusable and three houses had no yard.

### **Maintenance and Repairs**

As already noted, most of the demonstration properties were in fairly good repair at the time they were leased to the Housing Authority. Although several still had some outstanding code violations at the time they were occupied, many of these were minor in nature.

Experience with the extent and cost of initial repairs was diverse. For the most part, costs are reported to have ranged from less than \$100 for painting one room, repairing a small portion of plaster, and connecting the stove, to over \$4,000 for a house which had been boarded up for several months and subjected to extensive vandalism. A few owners complained that they had to invest

more time and money than would have been the case if they had prepared the property for rental on the open market.

Most real estate brokers and owners, however, evidently feel that the cost and extent of repairs was not extraordinary. Several state that they might never had improved or rented the house had NCHA not presented an opportunity to include it in the Demonstration Program. And a few owners were so pleased at the prospect of getting reliable tenants that they undertook more improvements than were required.

Since initial occupancy nearly all of the dwellings have required additional maintenance and repair work. In most cases, these problems are reported to the Demonstration Program office by the tenant himself or by the social worker following a home visit. Unless the problem appears to be one in which the tenant has been negligent, the established procedure is to call the owner by telephone. The call is followed by a letter, usually sent out the same day, with a duplicate copy which the owner is asked to sign and return to the Housing Authority as soon as the repair is completed. In cases where the tenant is judged deficient in his care of the property (e.g., broken window panes or clogged drains), the Authority's Central Maintenance Division is asked to make the repair; the cost is added to the tenant's rent. In a few cases where Authority staff felt emergency action was required and the owner was slow to follow through, Central Maintenance has also been asked to handle the repair; the cost has then been deducted from the rent paid to the owner for the following month.

As simple and logical as these procedures may appear on paper, maintenance and repair problems after occupancy have probably been the source of more paperwork headaches for Housing Authority staff and dissatisfaction on the part of tenants than any other single area of the Demonstration Program's operation. Some repairs have been made promptly and efficiently; at other times the procedure has broken down completely. Often the delays were merely annoying and time consuming; at other times, they affect more seriously the interests of the owner, the tenant, and the Housing Authority.

An indication of the extent and nature of repair needs in the demonstration properties 2 years after the program's initiation is found in a summary prepared in September of 1965 by the worker then

assigned by Family and Child Services. In all, this summary reveals that 25 dwellings had cracked plaster, holes in walls or ceilings, falling wallpaper, walls which badly needed painting, and similar defects. Occasionally these were hazardous; always they were unsightly. Eighteen properties had missing or defective window screens or screen doors. In the majority of cases, these screens evidently had been missing since the properties were acquired for the program.

Thirteen properties had leaky roofs, walls, or doors. Water entering through these openings made occasional rooms totally unsuable, and in other cases caused serious damage to walls and plaster. In some instances, cold air entered causing drafts and raising heating bills. Eleven of the dwellings had defective floors or steps, usually presenting hazards to safety.

Heating plants were defective in seven houses; in some instances they had gone unrepaired since spring. Plumbing defects were reported in seven properties, in about half of such cases causing damage through water leakage. Kitchen stoves were reported inadequate or defective in six houses; electric wiring in two.<sup>5</sup>

A few excerpts from the social worker's account may be indicative:

There are no screens in the living room. Many requests have been made. Front door screens need to be replaced. Roof leaks. There are cockroaches which emerge from the cracks around the sink and bath tub which have not been properly installed according to Mrs. ———. Plaster in the living room, dining room, and bedroom walls is cracked. The faucet in the kitchen sink leaks and water comes out onto the floor. \* \* \*

There is still a hole in the kitchen ceiling where the plumbers repaired pipes. Screen doors are needed for the front and back. Plaster is chipping in the corner of the boys' bedroom \* \* \* they especially need a thermostat because at the present time they have to pull a wire, manually, and have no way of adjusting the heat in the wintertime.

There is a leak under the kitchen sink which was reported to the owner three times beginning in November of 1964 and there has been no answer until the present time, September 1965. Mrs. ——— has to put a pail underneath \* \* \* Roof leaks in bedroom upstairs. Wallpaper on kitchen and dining room ceiling has dropped \* \* \* Smoke and soot from oil furnace in the basement

*National Capital Housing Authority Footnote No. 5*

The comments concerning maintenance on this page leave the impression that maintenance problems were much more serious and widespread than the Authority's records would indicate. Most repairs requested by the tenants were performed promptly, and in a case where there was substantial delay it was due to special circumstances. The wording adds to the emphasis. There was, for example, *one instance* rather than *some instances* where a heating plant defective in September had not been repaired since spring.

has made the kitchen walls very dirty and in need of repainting. The furnace is still out of order. NCHA was notified in April. \* \* \*

A review of the social work records since the beginning of the program reveals that in many instances the same defects had been reported consistently from initial occupancy, and were still unrepaired at the close of the demonstration.

In some cases the repairs may have been necessitated by tenant negligence but this does not seem to be true in most instances. For example, holes in walls or cracked plaster may be due to the carelessness of the tenant; in most instances, however, they appear to result from roof or plumbing leaks or from half-completed repairs.

Of great concern to owners should be the potential of delayed maintenance work to permit even more extensive damage to the property. This is especially true of leaky roofs and defective plumbing fixtures which cause water damage. Delayed repair work may also be hazardous to the health and safety of the tenant family. Shaky handrails, defective electrical outlets or fixtures, holes in floors, rotten steps, and loose and falling bricks in the dwelling's exterior present a clear risk of physical injury and should be repaired promptly. In other cases, delay in repairs has been costly to the family budget. One tenant was required to pay a bill for excessive water usage because repairs were not made on a leaking faucet she had reported several months earlier.

Nor has the Demonstration Program staff been immune from the consequences of slow maintenance performance on some of the dwellings. Without question, the overall workload has increased as a result of the need to give repeated attention to certain problems. And the social worker has sometimes found it difficult to carry a home visit past recitation of tenant complaints about defects in the house in order to explore other and more serious family problems.

Part of the problem may lie in the inability of certain landlords to understand the nature of their continuing responsibilities during the program: despite a clear statement in the leasing agreement, some appear to believe that their responsibility for maintenance ended with the Authority's acquisition. Part of the difficulty may also lie in the failure of the Authority's staff to make regular inspection visits and to follow through rigorously with recalcitrant landlords—even though the lease gives NCHA the right to make repairs and deduct

the cost from the rent where the owner is not reasonably prompt. In turn, it is possible that this failure results partly from a desire to maintain favorable relationships with the local real estate industry in order to facilitate the anticipated expansion of the program. In part, however, it may stem simply from insufficient manpower to handle the heavy management responsibilities inherent in this type of program.

The management problem was discussed initially in Chapter II, and one method of dealing with it is presented in detail in Chapter V. In brief, this method involves the assignment of one "management aide" to every 50 houses, the function of the aide being chiefly as intermediary between the Authority and its tenants in regard to such matters as rent collections, other tenant responsibilities, and maintenance needs.

### The Neighborhoods

The most outstanding fact about the neighborhoods in which the demonstration properties are located is that they are generally among the worst in the District of Columbia. Not only are they beset by a disproportionate incidence of social problems, but for the most part they are sorely lacking in recreation facilities and other neighborhood amenities. Rats, roaches and other vermin, which usually are more a result of general neighborhood conditions than of those in the individual dwelling, figure prominently in tenants' complaints about their houses. On the other hand, in most cases the neighborhoods are little if any worse than the areas in which the same families had resided previously; and since the majority of their neighbors are also poor, the demonstration families are not likely to be singled out for special attention as being "different" from those around them.

On the more positive side, their central location makes most of the neighborhoods convenient to shopping and public transportation, especially important facilities for large families of limited means. Furthermore, about half the houses are located in specially designated "conservation areas" which receive greater than average attention from local government agencies charged with surveillance over housing conditions. Most are also within the range of a neighborhood center established under Washington's new antipoverty program. For the long run, therefore, the prognosis for many of these neighborhoods appears to be good.

The families' reactions to the areas where they now reside must be viewed in light of these facts. For the major part, adjustment appears to be good. After an initial period of strangeness, most have settled down to the routine of the new community, have established friendly relationships with a few neighbors, and generally appear satisfied with the change.

The following excerpts from social workers' notes appear indicative of the general level of satisfaction:

Mrs. ——— likes her neighbors; "they are quiet and kind and will help when I go to the hospital." She takes turns with one of her neighbors walking the children to school and babysitting.

Neither Mr. nor Mrs. ——— knew the neighborhood at all before they moved. They did not think they would like it very much, but Mrs. ——— says that she likes it now because it is "so quiet."

Mrs. ——— says that she likes the neighborhood very much. There are lots of children, but they are very nice \* \* \* During Christmas holidays last year the next door neighbors invited them over to see their new parquet floors.

Mrs. ——— likes her neighbors, and is on the whole pleased with the neighborhood. The woman next door has 11 children, and many of them play with her children after school and on weekends.

The younger children have located new playmates nearby, and have usually adjusted readily to their new schools. The teenagers generally found the transfer more difficult and missed old friends and teachers. Some of these solved the problem by remaining in their former schools either through special permission from school authorities or by moving to the home of relatives; others gradually accepted the change and formed new friendships.

Most of the houses have an adequate shopping district (grocery, laundromat, drug store, etc.) within easy walking distance; prices and quality are said to be about the same as in old neighborhoods. Bus service to work, clinics, friends and relatives, and downtown is generally considered satisfactory.

A few families appear to be unusually well-matched with neighborhoods while some were placed in neighborhoods markedly unsuited to their own special needs and characteristics. Perhaps the most successful match occurred for a family whose pattern of life has long been dominated by the activities of one church. From their former home, the family's frequent trips to Bible class, religious service, and choir rehearsal were major expeditions; today, they can walk to

church. Two other families were placed on blocks with lively civic associations which they joined promptly and in which they are now active participants.

But in another case, a woman who had organized numerous special activities for the children of her old neighborhood has been unhappy to find little or no interest in such programs among her new neighbors. "Neither the children nor their parents are friendly," she reports. "They barely speak." Though she is generally pleased with the physical adequacy of her new house, she longs to return to the area where she lived before.

One family, anxious to place its three young children in a parochial school, has found it necessary to send them on an extended bus trip every day. A few other households whose social life had formerly centered around close extended family ties now find themselves living long distances from their relatives.

For one family, the mismatch with neighborhood was sufficiently severe to necessitate moving the family out of the house. In this case, the family's penchant for long and noisy weekend

parties and their relaxed attitude toward child care and housekeeping practices were completely out of tune with the life of the older childless couples on their street.

In the rush to place families in dwellings at the outset of the demonstration, little attention was paid to the special needs of individual families for particular locations or neighborhood facilities. Most families were shown only one unit, and evidently felt under pressure to accept it. Obviously, in a program which houses hard-to-place families in hard-to-locate dwellings, it is not possible to make ideal matches in every case. And for many families no special attention need be given to neighborhood characteristics; they will be able and willing to adjust to the location as long as the house itself is adequate.

Nonetheless, in future extension of the program, it would seem advisable during the initial selection process to determine if the family has any special characteristics or needs which would make some locations preferable to others; to the extent that available properties allow, these needs should be met.

# IV

## THE DEMONSTRATION FAMILIES

### Selection Criteria

Under the terms of the grant application submitted to the Housing and Home Finance Agency, tenants for the demonstration program were to consist of families requiring four or more bedrooms under conventional project standards. They were also expected to come largely from families registered as displacees by some form of public action and certified as eligible for public housing.

Although the families chosen represented a wide range of incomes, Authority staff were reluctant to include households whose behavior in the past was of dubious merit and whose composition and structure was "nonstandard." Hence, staff investigators looked carefully for advanced evidence that each family was a stable, cohesive unit in which both parents were present and whose behavior could not reasonably be subjected to extensive criticism. In part, this reflected the demands of the scattered-site nature of the program in which close management surveillance would be difficult if not impossible to achieve on a day-to-day basis. In addition, it was feared that adverse neighborhood or landlord reaction to even a few undesirable tenants might unduly prejudice public opinion against the demonstration program as a whole before the idea itself could be adequately tested and judged on its own merits.

### Characteristics at Initial Occupancy

The typical family selected for the demonstration program consisted of eight persons, usually



Former home of displaced family.

two parents and six children. With few exceptions, grandparents or other adults were not present in the household. All of the families were headed by a male. The families ranged in size from 6 persons, to two with 12 persons each, and one family with 14 members. All but one of the families were Negro. The age of the fathers ranged from 23 to 51 years; the median age was about 35. Most of the children were of elementary school age or younger. There were few teenagers.

In almost all cases, the family's total income was derived from the husband's employment in an unskilled or semiskilled job, such as driver-helper, laborer, roofer, taxi driver, or incinerator fireman. Despite these low-paying jobs, employment was usually steady; several men had worked for the same employer for a number of years. Few of the mothers were employed, and most of these held part-time domestic or other service jobs. Only two families were receiving any form of public welfare assistance; and in both cases this was in the form of old age assistance to elderly relatives which supplemented the family's regular income from gainful employment.

The most serious difficulties for most of the families prior to their acceptance in the program appeared to be their inability to locate or remain in adequate housing and their limited financial resources. Previous housing conditions were characterized by considerable overcrowding often accompanied by high rents; by an adequate amount of space at excessive rentals; by having to share facilities with friends or relatives; or occasionally, by



New home of displaced family.

having to place some of their children in different households or in institutions. All had been displaced from housing as a result of public action at least once, and thus had acquired priority status for relocation to public housing.

The initial records on the families indicated an unusually low rate of social and psychological malfunctioning. Housekeeping standards and practices were generally judged as either good or excellent. Most of the families appeared to manage their limited financial resources adequately and with a reasonable degree of forethought and ingenuity. In some cases, the size of income tended to be uneven as a result of vagaries in the weather or other unpredictable external conditions which unduly affect some types of jobs. While these produced temporary crises in income management, there were relatively few cases in which the debt load seemed excessive. Medical problems, reported by about half of the families for at least one member, were usually chronic, mostly minor, and sometimes clearly related to bad housing conditions; some of these may have been psychosomatic in origin (ulcers, high blood pressure, frequent headaches, etc.) and related to the stresses

of having to cope with inadequate housing and/or finances. Children seemed usually well cared for and closely supervised; although several appeared to be "slow learners," most were doing reasonably well in school.

Subsequent study of the families during the first year in the program revealed a somewhat larger number of problems than was apparent on the first visits. About midway through the demonstration program, the social worker estimated that there were about 15 families whose social pathology was sufficiently severe that they should be receiving intensive casework service. Usually, these families were having difficulties in three or more problem areas. There were also another 15 families whom she had judged to require only an occasional routine visit to assure that no special problems had arisen to which she might lend her assistance. At that time, analysis of the casework records showed the following incidence of difficulties among the 50 families:

Health problems.....	23 families
Income management.....	14 families
Job and income instability.....	10 families
School adjustment (slow learners in most cases).....	7 families
Marital discord.....	6 families
Child care and management.....	6 families
Housekeeping practices.....	5 families

### Changes in Family Characteristics

A number of changes took place in the characteristics of the families during their 2-year tenure in the demonstration program. A number of the families grew in size with the addition of one or two children, while some declined as a result either of death, separation of the parents, or the departure of a teenage child from the home. Overall, incomes rose by a fairly substantial amount; only a few families had less to spend at the end of the program than they had at its start. Most of the men were still employed in unskilled or semi-skilled occupations, but several had been able to change to higher paying jobs or to engage in overtime or other part-time work. While there were few if any dramatic changes in the level of social and psychological problems, some family members seemed to be functioning more adequately at the program's conclusion than they had during its early days.

*Size and Household Composition.*—During the almost 2 years in which they participated in the

demonstration program, the household composition changed for several of the families. In some cases, these changes brought no permanent increase or decrease in size; while one member such as a teenage child might leave the household, a new baby or a grandparent would come along quickly to take his place. In other cases, the family grew or declined in size. Altogether, 13 families added members through the birth of another child. Seven more households, initially headed by both parents, became single-parent families during the course of the demonstration program. In two of these cases the wife died, in four more the parents separated, and in one the father was hospitalized with a long-term illness.

In matching families with houses initially, Housing Authority staff tried to keep occupancy somewhat below the maximum allowed under Washington's housing code. In retrospect, this was a wise decision since it allowed for some expansion of the families as well as for a moderate amount of flexibility in living arrangements in accord with individual needs as well as changes in the membership of the household. Where there have been serious difficulties in space utilization, it has often been in those houses where family size has been at or close to the maximum permissible. In other cases families have usually been able to adjust to the changes with reasonable ease.

*Income.*—Total family incomes were reported at the time of initial occupancy of a demonstration house (usually fall 1963), then reexamined thereafter in June and December 1964 and in June 1965. On initial occupancy, the average net family income<sup>1</sup> was only \$4,090; by June 1965 the average had risen by about \$1,000 to \$5,060 or almost 24 percent. At the time of initial occupancy, there were five families whose incomes fell below \$3,000, while only one family earned a net of more than \$6,000. By the time of final income reexamination, there were still three families with net incomes under \$3,000; but nine families now earned over \$6,000. Overall, 38 of the families who were with the demonstration program from beginning to conclusion experienced an increase in their net family incomes; for only seven families did incomes decline over the 2-year period.<sup>2</sup> For some of the families, the increase was quite dramatic—in 21 cases more than \$1,000, and in 7 over \$2,000.

Such increases in income are not only impressive in themselves; they are also quite atypical among residents of conventional public housing projects

in the District of Columbia. During any similar span of time the number of families in conventional projects whose incomes improve usually exceed the number whose incomes decline or remain the same; but the proportion receiving such increases and the extent of their gain are not as great as those reported in the demonstration program.

Several hypotheses may be advanced as possible explanations of the unusual experience among the demonstration families, although very little can be said with certainty because of the extreme care with which the families were chosen for participation.<sup>3</sup> It is, of course, possible that the provision of a decent house of the type offered in the demonstration program at a reasonable rental for at least a 2-year period had positive effects on the families' overall living patterns, and particularly on the husbands' capacity for working harder or longer hours, or finding more remunerative employment. And, indeed, several of the husbands did move on to better paying jobs—although these were not necessarily jobs requiring a higher skill level than those held previously. Others increased their overtime work or took on secondary part-time employment.

In addition, the knowledge that they were participating in an experimental program may have motivated and thus benefited these families more than would have been the case had they been assigned to conventional public housing arrangements. This is a well-known phenomenon in experimental programs with human subjects, and its nonmeasurable effect makes accurate evaluation of the impact of such programs difficult; the phenomenon disappears, of course, once the program is out of the experimental phase.

The pattern of income changes between the various reexamination dates tends to support both of these possibilities. Rather than a fairly regular pattern of overall income rise over the entire 2-year period, most of it occurred during the early

<sup>1</sup> Total income minus deductions for each dependent member other than the head or his spouse.

<sup>2</sup> Three of the demonstration families were removed from the program before its conclusion. For two additional families, complete income reports were not furnished to the evaluator.

<sup>3</sup> It was not possible, within the limitations imposed on this evaluation, to establish a comparable control population within the project setting which could be subjected to the same kinds of measurements used for the demonstration families. The research design for a similar experimental program in New Haven, also funded under the HHFA Low Income Demonstration Program, does provide for such control groups; and the findings of this research should be helpful in clarifying some of the data which can only be suggestive here.

days of the Demonstration Program. About two-thirds of the total increase appeared between initial occupancy and the first income reexamination; during this period, the average annual net income rose from \$4,090 to \$4,722. All but a few dollars of the remaining increase occurred between the second and third reporting periods when the average went up to \$5,032. There was virtually no increase between the third and last reports; the average rose only to \$5,060.

In short, it seems quite likely that the large increases during the first months of the program resulted at least partly from the effect of the improved housing offered by the program upon family stability and motivation, and from the families' response to their roles in an experimental situation. The fact that overall income did not continue to increase at anywhere near the same level (indeed, remained virtually stable during the last 6 months) suggests that the novelty of the new housing and of being participants in an experiment had begun to wear off.

It is probably also true that lack of skills and education among the great majority of workers in these families imposes a nearly impenetrable ceiling upon earnings, regardless of any special motivating factors. While this ceiling may not have been reached for the demonstration families as a whole by June 1965, it does seem probable that the overall potential for adding to income has declined as income itself rose and for some families, at least, a plateau may have been reached.

*Family Functioning and Social Pathology.*—Perhaps the most nebulous area for evaluation of this demonstration program lies in the detection of significant change in the sociopsychological level at which the participant families have been able to function since the provision of decent shelter accompanied by a program of social services. In part, the problem reflects the criteria used in selecting the families for participation in the program. For all practical purposes, there was little room for significant improvement in a large number of cases. The comparatively short-term nature of the demonstration also operated against observable change. A number of problems were diagnosed until two or more home visits had been made and the families had been in their new dwellings for several months. Only after diagnosis could treatment start, and measurement of progress begin to be made. The frequent personnel changes also necessitated that each new social

worker review the previous case records and introduce herself to the families with consequent gaps not only in the provision of services but in record-keeping for the evaluator as well. Other problems occurred because the social worker was frequently called upon to perform a broad range of tasks in connection with the demonstration program, some of which might more efficiently have been undertaken elsewhere. (See Chapter V for further discussion of this topic.)

As noted earlier, about 15 families were identified by the social worker midway through the program as having no serious problems and requiring only an occasional routine visit. These families continued to function at a high level throughout their participation. Another 15 families were diagnosed as requiring intensive casework services to alleviate several problem conditions. Of these, two were eventually evicted by the Housing Authority for nonpayment of rent. The third was transferred to a conventional project at its own request and after complaints from neighbors about long and noisy weekend parties, bad housekeeping, and inadequate child care practices. The social worker continued to visit this family occasionally after the transfer and her final report indicated some slight evidence of improvement in the new environment. According to the casework records, five more of the multiproblem households were beginning to make some progress toward getting their affairs under control although the changes could hardly be termed "dramatic"; if social services are removed completely from these families, moreover, it is doubtful that even this modest level of improvement will be sustained in most instances.

The record for families needing help in one or two problem areas is much the same as for the multiproblem households. Of the 14 families identified as having difficulty with management of their incomes, the final reports indicated that there had been some improvement in 6 cases, little or no change in 8. And of the 10 families where the chief breadwinners' jobs and earnings were subject to seasonal or other difficult-to-predict conditions, few had been able to locate more stable employment.

It is, of course, impossible to say whether a longer term and more consistently and intensively applied program of social services would have produced more evidence of change in the condition of these families and in their ability to cope with life.

If some of the difficulties both in the consistency of services and in the expected role of the social caseworker can be alleviated in any expansion of the housing program and services provided over a longer period of time, it is possible that further change will take place and the level of functioning improved significantly.

To date, however, it is probably fair to state that the program of social services has not yet been able to test its full potential. It is undeniable, more-

over, that many of the families are much better housed than they were previously and much more satisfied with their situation. While changes in the families' ability to cope with current problems may not be dramatic, in the long run it is entirely possible that their children will benefit from the more favorable environment in which they are growing to adulthood. The full effects of the demonstration program, therefore, may be felt in the next generation.



## SOCIAL AND EDUCATIONAL SERVICES

In addition to adequate housing, the NCHA sought also to provide professional advice and assistance to tenant families in adjusting to their new environment. Since the Federal grant funds could not be used for social and educational services, the Authority sought and obtained private contributions from the Junior League of Washington, the Inter-Church Committee on Urban Renewal, and the Washington Board of Realtors. A contract was then written with Family and Child Services, Inc., a local private social agency.

Between March and December 1963, Family and Child Services assigned one social worker to assist the Demonstration Program on a 3-day-a-week basis. At the end of December 1963 she left the program. A replacement was found in mid-February 1964 and assigned on a full-time basis; in May 1965 this second worker resigned to take another position. During the summer of 1965 a student who had completed the first year of graduate study in social work became available for full-time assignment, but returned to school shortly before the formal termination of the program.

During the course of the Demonstration Program, social work activities were directed to four main areas:

1. Assessment of prospective tenants' potential for adjustment to the new housing situation.
2. Identification of social pathology; treatment and/or referral as needed.
3. Consultation to Authority staff both on problems of individual families and on broader scale management problems.
4. Counseling with families on their problems, usually on a short-term basis.

### Choosing the Families

Initially, all families considered for the program were visited by the social worker to help assess their suitability for inclusion. An independent assessment was made by Housing Author-

ity staff. About midway through the selection process the social worker's home visits were discontinued, in large part because Housing Authority staff saw no need for duplication of effort.

There appears to be little difference in overall adjustment of families recommended for inclusion by the social worker and those selected by the NCHA alone. If any overall difference does exist, it may lie in the direction of somewhat less satisfactory adjustment by a few of the families recommended by the social worker. However, the difficulty created by personnel changes in maintaining consistent social services has made the case records too incomplete to allow definitive conclusions.

If a difference truly exists in the direction suggested, its cause may lie in differing relative weights placed by the Housing Authority and the social worker on two of the project's major goals—goals which in retrospect seem to raise contradictions in practice. These were:

1. To demonstrate the successful use of existing privately owned dwellings to house large low-income families under public management with a rent subsidy.
2. To demonstrate that subsidized shelter combined with social services would have positive effects upon the life adjustment of large low-income families.

The first goal would cause families to be chosen primarily on the basis of demonstrated *potential for successful occupancy of the dwellings*, as evidenced by their satisfactory adjustment to less adequate housing. The second would result in selection of families whose adjustment to unsatisfactory housing had been less than satisfactory, thus showing a *potential for measurable improvement under better housing conditions*.

It would appear that Housing Authority staff laid primary emphasis on the first goal, the social worker on the second. Housing Authority selections consisted chiefly of families judged likely to present little difficulty from the standpoint of management; and since most of the choices were principally determined by the Authority, this standard predominated heavily.

### Identifying and Treating Pathology

A second function of the social worker has been to identify areas of severe social pathology and to treat or refer for treatment families who require help. Unfortunately, the task of diagnosis and

treatment has been hampered in this program by the irregularity with which personnel have been available. The heavy caseload which the worker has been expected to carry—50 large families comprising about 400 persons—has also been a hindrance. The second social worker estimated that there were about 15 families with severe and multifaceted problems requiring intensive casework. She was able to give adequate attention to only a fraction of these, and at the same time to grant all families a certain minimum of regular attention as well as to be available for such family emergencies as the death of a mother in childbirth, separation of husband and wife, accidents and illnesses, etc.

A far greater source of difficulty has been the unclarity of definition of the social worker's role, with respect both to the families and the Authority. As the person most often in contact with the families, and in the absence of a systematic visitation program by Authority staff, she was increasingly placed in the position of intermediary with respect to such matters as rent delinquencies or inadequate maintenance by the Authority or the landlord. Without doubt, someone must serve the intermediary function. Regular visits to all families housed appear also to be a virtual necessity in this type of program—in view of the characteristics of both families and dwellings and the decentralized locations of the properties. But whether this function requires someone with social casework training, and whether it should be mingled with social services, may reasonably be questioned.

### **Consultation With Authority Staff**

The social worker has also provided consultation and guidance to Demonstration Program staff with regard to individual family situations requiring special consideration and to general management problems involving several families. Unquestionably, many of these problems have benefited from the advice of a trained social worker.

In one situation where neighbors complained to the Authority about the poor housekeeping and loud parties of a tenant family, the social worker recommended transfer to a standard public housing project where close supervision would be available as an alternative to eviction; after the transfer she continued to work with the family. In several cases where otherwise responsible fami-

lies have paid rent irregularly as a result of unstable incomes, she has proposed new procedure for rent collections.

On many occasions the social worker has advised the tenants on matters which should have been handled elsewhere, and often were beyond the scope of her training and experience. The intermediary role on maintenance and repair problems is one such situation although she was, in fact, instructed to tactfully but firmly insist that the Authority's office be contacted directly by the tenant on all maintenance matters. Not only does this create difficulties in her relationships with both parties concerned, but it requires her to possess expertise on problems for which social work training does not fit her—matters such as home repairs and the proper maintenance of household equipment, such as heaters.

### **Short-Term Counseling With Families**

The social worker has also provided short-term counseling to tenant families on a variety of topics such as the adjustment of a child to a new school, the need for prenatal care, summer camp placement, availability and use of surplus foods, and ways of obtaining adequate furnishings for their greatly enlarged living space. She has also served as a source of advice and strength in serious personal emergencies.

### **Social and Educational Services in an Expanded Program**

Experience to date indicates the value and need of social and educational services in connection with the subsidized provision of privately owned homes to large, low-income families. Such assistance is important to all parties: to the owners, who want their properties kept in good condition; to the families, whose chances of escaping their present reliance on public subsidy are minimal unless the program is offered with an eye toward their overall problems and their ability to improve living patterns; and to the Housing Authority, whose management problems are likely to remain within feasible bounds only if families are given sufficient aid in adjusting to the housing made available.

*The Management's Responsibility.*—Some of the tasks which the social worker has handled in this demonstration are, as indicated previously, more properly a function of management. Perhaps the greatest gap in services has been the failure of the Authority to provide regular home

visits, both to interpret the rules and regulations of the program clearly and authoritatively to the tenants, and to detect maintenance problems requiring management action. As the program moves from demonstration to regular status and the number of dwellings is greatly expanded, this need will become more rather than less critical.

If the pressure of other duties prevents regular attention to these needs within the Authority's present management structure, then consideration should be given to adding "management aides" on a ratio of approximately one to every 50 properties. The management aide function proposed here would be basically similar to that recently adopted by the Authority for standard public housing projects, with the exception that it would probably require more knowledge and skills in the area of home maintenance. The aide would serve as liaison between management and tenants on such matters as rent collections and maintenance and repair responsibilities. He would also assist the families with some of the problems in adjusting to their new housing which do not require the aid of a trained social worker except in an advisory capacity.

For example, housekeeping and simple maintenance procedures, care of the yard or garden, acquisition of furniture and appliances, proper handling of utilities are topics on which many such tenants could benefit from guidance. Some families, for example, still lack sufficient furniture; others attempting to fill this gap have found themselves in difficulty due to large installment purchases; still others have been unaware of the consequences of stuffing foreign matter down a drain and of the appropriate remedies. One mother wanted to acquire a dining table large enough to seat the entire family at one time; she was aware that such a table could be made cheaply from a piece of plywood or an old door, but lacked knowledge on how to procure the necessary items and assemble them.

Attempts to redirect or change the housekeeping, budgeting, and consumer practices of the families must rest on some acceptance of the families' own preferences, and on an awareness of those needs the families may not yet be able to express, much less to act upon. The aide should also be prepared to deal flexibly with various families' capacities to manage their own affairs.

Preventive as well as continuous educational efforts are more likely to reduce rent defaults,

property damage or inadequate furnishings than monitoring or eviction warnings. One approach which the aide might take would rely on some combination of observing the families, urging them to express their needs as they see them, group learning and demonstration sessions, and when called for, direct advice.

Attempts to bring together groups of mothers and fathers in the program have been opposed in the past, and with compelling reasons. It has been argued that one aim of the demonstration program has been to draw families out of a narrow housing plexus and into the life of the neighborhood in which they are living; the scattered locations of the houses also impose practical limitations on group gatherings. Yet many of the educational programs required to meet such problems as housekeeping and consumer buying and budgeting may catch on more readily with a group setting than on an individual aide-to-family basis; in the latter case the aide could easily devote full time to one or two families and neglect the others. In addition, recognition of problems, hidden talents and mutual support for attempting new techniques are more likely to appear within a group of similar people.

The management aide might first direct his attention to identifying neighborhood resources which could be utilized to help meet the families' special needs. Where a local civic, church, neighborhood center or nearby school can be helpful, the families should be urged to participate. Where families can learn from a helpful neighbor, this association should also be encouraged. And in some cases, where the service is not now offered but would be generally helpful to the neighborhood, the aide should explore with the local agencies and institutions the possibility of providing it. But when the only possibility for assisting a family is to have it convene with five or six others in the program, this approach should be used rather than let the problem go untended altogether.

One immediate need for several families, for example, is basic home furnishings. The aide might take groups of parents (including both mothers and fathers) to visit a "model apartment" of which there are several in the Washington area (e.g., Greenleaf Gardens, some area high schools, etc.) furnished with a variety of easy do-it-yourself furniture and inexpensive new or remodeled home furnishings. During these visits, the apartment might be used for some "how-to" dem-

onstration and instruction sessions. A group of mothers might be given advice on different ways of preparing food or handling complex household tasks. Fathers might be brought together for evening or weekend instruction on how to replace faucet washers, repair loose plaster, or how to paint, varnish or build simple pieces of furniture.

The management aide could also take on responsibility for some of the fairly simple tasks which the social worker has previously had to carry—placement of demonstration family children in summer camp programs, referrals of families for surplus foods, public assistance or routine medical and dental care. In addition, the aide should also be prepared to interpret to the Housing Authority and to owners the nature of tenant dissatisfaction when it exists, especially about needed repairs to the house.

*The Social Worker.*—In addition to the problems intrinsic to the immediate success of the program, and which might be mitigated with the assignment of a management aide, many related difficulties affect the families' ability not only to adjust to their new living arrangements, but also their capacity to free themselves eventually from the need for public subsidy. Among these related problems are the treatment of deep-seated emotional and psychiatric difficulties, the father's opportunities for steady employment at a decent wage level, the assurance of adequate schooling and career guidance for the children, intrafamily conflicts and tensions, reasonable family planning, as well as other special individual and family needs of a more complex nature than those under the aegis of the management aide.

Many of these problems will unquestionably require the services of a trained social worker. Although it may not be within the Housing Authority's legal province to employ a social worker for its own staff, it seems clearly within the interests of the Authority, as well as of the families and the owners, to continue to seek outside support

for professional assistance through such an arrangement as it has had with Family and Child Services in the Demonstration Program.

The management aide would, of course, be an employee of the Housing Authority, directly responsible to the director of the program. The social worker, however, should be available as a consultant to the management aide, advising him on overall planning of a general approach and the conduct of special programs, suggesting new approaches to recurrent problems (e.g., rental collections), and reviewing especially complex or difficult situations where the aide is unsure of his own judgment (e.g., selection of tenants or possible evictions). In addition, the social worker would take on as her regular caseload within her agency those families whose problems require intensive and long-range treatment.

The primary task of the management aide, as proposed here, would be to maintain regular contact by home visits and telephone with all of the families in the program, in order to serve as a liaison between them and the Housing Authority on matters relating to maintenance and rent payments. He would also experiment with relatively simple educational efforts on such matters as housekeeping, budgeting and consumer practices, either through exploitation of neighborhood resources or through special programs set up through his own efforts. The social worker would serve as an overall consultant to the program, but would focus his major attention on those families requiring long-range and intensive casework services.

The exact division of responsibility between the management aide and the social worker could not be a rigid one, especially since both should be concerned with the families' adjustment and potential for change. Cooperation should occur at many points, as in group educational and problem-airing sessions and in detection of family members requiring specialized attention.



## **COSTS AND BENEFITS OF THE DEMONSTRATION PROGRAM**

It should be recognized that it may be impossible to measure precisely and quantitatively every variable which should be fed into the equation to give a complete picture of the costs and benefits of an experimental program such as this. It is a relatively simple matter to calculate the amount of public moneys which must be provided in the form of direct subsidy to assure that families such as these are adequately housed. It is somewhat more difficult, but still possible, to obtain some estimation of the comparative cost between this means and others of providing adequate housing for low-income families.

Far more elusive are some of the social and psychological costs and benefits of the program. We have already noted in an earlier chapter that most of these 50 families are far more adequately housed than they were in their previous dwellings; and they express considerable satisfaction with the present physical arrangement. Yet there is little evidence to date that the level of family functioning has changed significantly during their tenure in the Demonstration Program. Families which were performing at a high level in all respects at the beginning of the program have continued to do so throughout its course. But where social and psychological problems existed at the start of the program, there has been little evidence that these have been permanently alleviated. It is quite possible that improvement will show up at a later date, perhaps in the next generation as the children now growing up in a healthier physical environment reach adulthood. In the meantime, however, this question defies precise quantitative measurement or even rough prediction.

Or take the question of the psychological impact of the demonstration program on the neighborhood in which the dwellings are located. Where the dwelling was the only rundown property in

an otherwise good setting, its improvement has undoubtedly helped to stem the spread of blight to neighboring structures. But where the demonstration dwelling is only one of several homes on the street or neighborhood undergoing improvement, to what extent can the change be attributed to the impetus of the demonstration program as opposed to other factors—economic as well as social—which may be operating?

However knotty these problems and however inadequate some of our tools, it is still important to attempt some assessment of the overall costs and benefits of the program—economic as well as social, concrete as well as more elusive.

### **Direct Costs of the Program to the Housing Authority**

In calculating the budget initially for the Demonstration Program, the National Capital Housing Authority provided for an average direct subsidy to the tenants' housing cost of \$100 monthly for each house. This direct subsidy represented the total amount of money for which the Housing Authority was responsible each month (the rental paid the landlord plus certain utility charges) minus the contract rent paid by the tenant on the basis of his current net income. For all 50 houses, the Authority covered the cost of gas, oil, or coal used for heating the properties. For about the first one-third of properties acquired, the Housing Authority also paid \$3 per month toward the cost of water. This expense was later absorbed by the landlords, in exchange for dropping the requirement that a refrigerator be provided. In both cases, the tenant was expected to pay for any water charges in excess of \$3, plus the cost of electricity.

In actual fact, it now appears that the Housing Authority has been able to keep its direct subsidy below the estimated average throughout the course of the Demonstration Program. For the 50 demonstration properties, the total direct housing cost for which the Authority has been responsible is now estimated to average \$159.64. Of this amount, the average shelter cost paid to landlords has been \$136.65, and the average cost of heating fuel \$22.99 (based on recorded charges for one full 12-month period). At the time of initial occupancy when the families represented a broad cross-section of incomes, the direct subsidy paid by the Housing Authority was \$93.11, with tenants making up the difference of \$66.33 in average con-

tract rental. With the subsequent income rise recorded for many of the families between initial occupancy and the final income reexamination in June 1965, the average tenant contribution rose substantially while the subsidy declined. At the time the Demonstration Program ended, the tenants were paying an average contract rental of \$77.96 while the Housing Authority's direct subsidy was now only \$81.68.

It should be noted that the Authority possesses some control over the total amount of subsidy cost incurred. The subsidy can be reduced, for example, by accepting only those families whose current incomes are close to the maximum permissible and/or whose past records indicate stable employment without sharp income variations due to seasonal or other factors. This will, however, tend to exclude many families whose housing need is severe and whose chances of meeting it with their own resources are even more limited. Some control is also possible through the selection of properties, although here a different supply-demand situation makes the problem more difficult.

The figures for direct subsidy do not, of course, include the additional cost to the Housing Authority of acquiring and managing the demonstration properties. While the bases of this cost were not made available in sufficiently precise and disaggregated form to permit accurate proration among the 50 houses, it is unlikely that such a calculation would be particularly useful in predicting costs of a future program of either the same or larger size. This was, after all, an experiment in which many steps required a "trial-and-error" approach until the most adequate procedure could be established. Several Authority staff members whose principal responsibilities lie elsewhere spent large amounts of time advising the Demonstration Program during one or more of its phases, thus adding to the staff costs of the program. The role of many of these is likely to be relatively minor in an established program. On the other hand, some of the tasks undertaken by the social worker employed by Family and Child Services, Inc., now seem more properly to be the function of management. Since these were paid for by outside funds during the demonstration phase, they will add to the future expense of management if taken over by the Housing Authority.

In its application to the Public Housing Administration for funds to expand the program to 350 dwellings, Authority staff have allowed \$15.30

monthly per house for management and administrative costs. We see no reason to quarrel with this budget estimate, but urge that procedures be set up early to test its adequacy in the larger established effort.

### Costs of the Program to the Tenants

The actual cost of the housing to the tenants in this program is impossible to estimate because complete records are unavailable. There is some scattered evidence, however, that some costs were higher than they would have been in conventional project housing. Tenants, for example, paid their own electric bills. While the Authority reduced the shelter rent by an amount estimated to represent the cost of electricity (\$5 to \$6 depending on family size), it is entirely possible that many families paid more than this amount. For one thing, unlike the compact project dwellings on which the estimates were based, the design of the demonstration houses may have made it quite difficult for many parents to monitor their children's forgetfulness about light switches. The old and sometimes inadequate wiring systems in the houses may have wasted some electricity also as may antiquated appliances.

Unlike most project dwellings, moreover, houses in the Demonstration Program did not come equipped with refrigerators as a matter of course. Initially, refrigerators were required; this requirement was dropped after about one-third of the houses were acquired on condition that landlords absorb the \$3 per month basic water bill previously paid by the Authority instead—a benefit which accrued to the Authority and possibly to some landlords as well, but not to the tenant.

Where maintenance was not provided promptly, some tenant families undertook to furnish it themselves, even though they were not technically responsible. At least one paid an excess water bill because a landlord was slow in repairing a plumbing leak. Screens for windows, although required by the housing code, were purchased by some of the tenants when landlords were recalcitrant. Some families found it necessary to purchase wardrobes or build shelves to supplement inadequate closet space. All these items, of course, added to the total cost to the tenant—in some cases more than in others.

Tenants were also expected to maintain outdoor living space, such as yards. At the least, this

usually required the acquisition (by purchase, loan, or gift) of a garden hose and mower. Some of the yards, moreover, required much more than routine care. Long neglect had reduced them to hard-packed subsoil imbedded with debris. Tenants confronted this problem with varying degrees of success, but often at substantial expense. Unquestionably many of the families preferred paying the added amounts to returning to quarters similar to those where the Authority found them. It is nonetheless probable that many paid more for their demonstration homes than they would have paid for a project apartment, had one been available.

For these costs, of course, the families received certain compensating benefits. Given their situations, few if any would probably have found adequate housing in the private market; neither would space in public housing projects have become available to most during the period of the demonstration, despite their long tenure on the NCHA waiting list. Almost certainly, most would have continued to live in grossly overcrowded dwellings, unless the community took it upon itself to evict them—in which case the locale of their problem would merely have shifted in most instances. Prior to moving into the demonstration housing, a few of the families had been forced to place their children in Junior Village; presumably most would still be there today. While we cannot be sure, it is entirely possible that many of the families would not have experienced the substantial rises in income discussed in a previous chapter.

In all, therefore, the families in the program have probably benefited out of all proportion to any extra cost of the demonstration program housing over conventional project dwellings. Whether there should be a cost differential between project and dispersed housing is, however, a question of public policy not necessarily related to the question of benefits to the individual family—especially in light of the national commitment to provide decent, safe, and sanitary housing for all citizens.

### **Costs and Benefits to the Total Community**

The costs and benefits of the program to the community as a whole represent another subject area in which no very satisfying quantitative statement can be made. The technology of cost-

benefit estimation in relation to social problems, while improving, is still inadequate to the need in this instance.

Nonetheless, it seems quite clear that the program has brought net benefits to the community. Had the demonstration houses not been acquired by the Authority, many of them would doubtless have remained as they were when it began—deteriorating eyesores, slated to be torn down much sooner than will probably be necessary now. While the matter is too complex to permit estimation within the resources of this evaluation, it probably costs less to subsidize such a dwelling as the Authority is now doing over a considerable term of years than to demolish it and replace it completely—not to mention the indirect costs which would then be occasioned by the need to find alternative housing for its residents during the period when the unit was out of service.

Where the demonstration house was the sole deteriorating unit in an otherwise stable block, its reclamation unquestionably has eliminated a destructive influence. Where it was only one of a number of units in an area which was either going downhill or being upgraded at the time of acquisition, the net effect is much more difficult to assess. In either case, dollars-and-cents measurements are difficult.

In all, the program's families possess some 300 children—enough to overcrowd the existing schools of any area in which they were placed as a group. Had all been housed in a conventional housing project, overcrowding almost unquestionably would have been the result, unless the schools were previously underutilized or new facilities were built. The housing of these same families in dispersed units has spread the load of schooling, recreation, and other needs over a wide area. It is quite true that many have been placed in areas where schools are overcrowded and recreation facilities sorely inadequate; but these conditions existed before the program was undertaken. It did not measurably worsen them, nor did it require in itself the immediate construction of expensive ancillary facilities.

One benefit at least can be expressed in dollar terms. The cost of maintaining one child in Junior Village exceeds \$3,000 per year, or approximately as much as the combined subsidy for four large families in the Demonstration Program. In all likelihood, the heavy expense of his care is only the beginning cost of placing a child in Junior Vil-

lage for any substantial length of time. The psychological damage is incalculable, and it ultimately may result in very large expense to the community.

Still another "intangible" area lies in the relationship of the public agency to the private real estate industry. Under this system, the private landlord retains his profit instead of seeing his property torn down for a public project; however, the dwellings, the tenants, and the neighborhoods are relieved of danger from the destructive pressures of "slumlordism" and other exploitative

practices—provided, of course, that the Authority maintains careful controls. The benefits to the community also reside in the changed attitudes which the real estate industry may experience toward low-income minority tenants as a result of the success of this program; and also from the cooperative relationship between the public agency and the private real estate industry, which ultimately may redound to the benefit not only of the NCHA but of public involvement in housing as a whole.



# HOUSING NEED AND HOUSING SUPPLY: POTENTIAL FOR EXPANDING THE DEMONSTRATION PROGRAM

When the National Capital Housing Authority undertook the Large Family Low-Income Housing Demonstration program, it was with the hope that if the approach proved successful it could be substantially expanded. Even before conclusion of the demonstration, and based on the favorable experience in the first months, the Authority had already applied for funds to expand the program at the rate of 150 units per year for a 2-year period. This would bring the program to a total of 350 dwellings including the 50 already acquired in the demonstration phase.

NCHA staff members have indicated that two main criteria entered into the decision to add 300 more houses: the estimated capacity of NCHA management to handle the acquisitions; and the estimated ability of the market to provide units of requisite sizes and quality, based upon the rate of satisfactory offerings at the outset of the Demonstration Program and offerings made in recent months.

Two important questions, however, remain to be answered. First, will such an expansion of the program have significant impact upon the need? Second, is the supply of housing presently available to the Authority adequate, or if not, can it be increased to provide a wider range of choice and expand the program still further?

## The Need vs. the Supply

In 1960, the latest year for which precise statistics are available, there were about 23,000 families with 6 or more members in the District. Of these, 13,000 comprised 7 or more persons. Eighty percent of these large families were non-white. The larger the size of the family, or the average, the lower its *total* (and not merely its *per capita*) income. Nearly 10,000 of the 6-person-or-larger families had incomes under \$5,000 in 1959; 6,700 received less than \$4,000.

Well over half of all large District of Columbia families were renters in 1960; and the lower the income of the family, the more likely they were to rent than to own. This was probably true, in large part, because most families of such low in-

come could not qualify for ownership under customary income and credit requirements. As a consequence of these related facts, there were about 8,000 renter households in the District of Columbia in 1960 which contained six persons or more and also received total family income under \$5,000.<sup>1</sup> Of all such households, more than 90 percent were nonwhite.

While larger families in the District tend to receive lower incomes than families of smaller size, the same relationship does not hold for the rents they pay. Median gross rent, including utilities, increases with size of household—from \$76 for one-person households in 1960 to \$90 for those of six persons or more. Statistics on crowding and dwelling condition, broken down by family size, give further illumination. They show that these increasing median rentals conceal a further difference—the large renter families do not, on the whole, have nearly as much room *per person* as families of smaller size, and many of them achieve rents they can afford only by living in severely overcrowded and badly equipped dwellings.

Thus, in attempting to provide for the needs of large, low-income families through the Demonstration Program, the Authority attacked the housing need in the District at its most critical point. The larger the family, the lower its total income, on the average; yet the more difficult and costly it is to find decent housing which is adequate for all its members.

What do we know about the housing supply which can be pressed into service to meet this need? Data from the 1960 Census of Housing, though quite outdated, remain the only reliable statistics on housing supply in the District.<sup>2</sup> A summary of these data, as presented in our first interim report, indicates that large rental units are scarce. Only about 18,000 renter-occupied housing units with 6 rooms or more existed in the District in

<sup>1</sup> Of more than 10,000 such families, only about 2,500, or less than one-fourth, owned their homes.

<sup>2</sup> The data for this section are drawn chiefly from the following reports of the 1960 U.S. Census: HC(2), No. 188, *Metropolitan Housing* (Wash., D.C.-Md.-Va. Area); PC(1) 10D, *Detailed Characteristics* (District of Columbia); and PHC(1)-168, *Census Tracts* (Wash., D.C.-Md.-Va. S.M.S.A.).

1960. Of these by far the largest number, 11,000, contained 6 rooms. About 3,300 renter-occupied dwellings contained 7 rooms, and renter-occupied dwellings with 8 or more rooms totaled slightly more than 3,600.

What little large-size rental housing exists is generally in use. Limited Census data on vacant housing show that only 1,147 houses of 5 rooms or more were vacant and available for rent in 1960. Available data suggest that only a small proportion of these contained six or more rooms.

Rents for large dwellings are high—higher even than their relative size would suggest. The 1960 Census reported that about 60 percent of occupied units of seven or more rooms rented for \$120 or higher. For 1965, the Redevelopment Land Agency (in its submission to the Urban Renewal Administration for relocation adjustment payments) estimates that \$155 is the minimum rental at which “a substantial supply of sound, privately owned rental housing” with four or more bedrooms is available. The same source reports that three-bedroom units may readily be found at \$150—a mere \$5 less than the larger units—but that two-bedroom units are in substantial supply at only \$105.

This gap unquestionably reflects in economic terms the difference between the comparatively plentiful supply of two-bedroom units and the scarce stock of units with three or more bedrooms. Most of the families which the Demonstration Program attempts to serve require a minimum of three sleeping rooms (assuming only that parents sleep apart from children and that boys are separated from girls). Thus, they fall into a category in which the supply of rental housing is both scarce and expensive.

One indication of the relationship of need to supply may be gained from the following comparison: While about 8,000 rental households in the District of Columbia in 1960 contained 6 persons or more and also had total family incomes under \$5,000, only about 6,000 dwellings in the District at that time contained 6 rooms or more and *were either rented or available for rent* at prices lower than \$100 per month. The 2,000-unit differential, though indicative of the existence of a severe problem, is not an adequate measure of the size of the “deficit”—since doubtless many of the larger low-priced units were occupied by smaller families and thus unavailable to those who needed the space more. In addition, although we know

nothing about the condition of these units, we can safely assume that a sizable number were substandard.

These statistics, of course, are 5 years old. While we were fully cognizant of the limitations of 1960 data in providing measures of housing need and supply for use in 1965 decisions, later data of a sufficient degree of reliability proved unavailable. An extensive but unsuccessful search was made for readily available data which could throw light on these topics. To attempt to gather such data especially for the purposes of this evaluation would have been prohibitively expensive—just as it evidently has exceeded the larger resources of local housing and planning agencies, both public and private, to which the same data would be equally valuable. While a complete and current inventory is required, all that can be obtained from such sources are estimates which, however ingeniously and carefully devised, are subject to the uncertainties of all estimates.

Nonetheless, one study now in progress suggests that the need for subsidized housing among families of all sizes is far greater than such measures as the NCHA waiting list would suggest. This study, being conducted by the research staff of the National Capital Planning Commission, compares 1959 data on income and 1960 data on population and households (both obtained from the 1960 Census) with the 1965 minimum rentals for a substantial supply of sound, privately owned housing as estimated by the Redevelopment Land Agency.

In brief, this method results in an estimate that about 82,600 households in the District of Columbia “cannot afford sound, uncrowded rental housing on the private market.” If we arbitrarily exclude from the estimate all households which earn more than the maximum allowable under public housing, plus all unrelated individuals who do not presently qualify for any public program, at least 40,000 households remain which cannot afford decent private rental housing and are eligible for public subsidy. Forty thousand households is several times the number now on the NCHA waiting list.

These statistics are subject to some question for the reason that post-1960 increases in overall incomes, which are not subject to reliable estimate, would tend to reduce the numbers. Nonetheless, what little we know about population changes in the District since 1960 suggests that the NCPC statistics do not greatly exaggerate the problem,

and may even understate it. Incomes probably have not increased as greatly as rents. The District's Negro proportion is estimated to have increased considerably in the interim, which would tend to exert a downward effect on incomes; at the same time, the total population and the resulting pressure on available housing have increased, substantially raising rents. Furthermore, the study assumes that families can afford to pay 25 percent of their incomes in rent; this proportion is substantially higher than the 20 percent generally accepted by housing officials, and thus tends to produce relatively conservative estimates of need.

Finally, it must be noted that these estimates do not reveal anything about the way in which families actually are living. Some families who cannot afford sound private rental housing at today's prevailing prices may be adequately housed in either owned or rented accommodations which they have occupied for some years and which continue to be available to them at prices they can afford. These same families, however, would be in trouble if forced to move through public action or for other reasons.

All in all, therefore, the statistics produced by the NCPC study may not be sufficiently accurate for exact planning purposes. But in the larger sense of providing guidance for public policy, they probably are correct in revealing a large backlog of low-income housing need which is not presently met by any public program. The statistics shed no light on the relationship of need to family size. However, given the facts cited earlier from the 1960 Census, this lack doubtless presses with particular severity upon large families.

Unquestionably, also, the shortage is growing with time. Not only does the low-income population continue to increase, but the supply of dwellings available to this population is being reduced by public and private actions. An estimate by the National Capital Planning Commission indicates that between 1964 and 1967 public programs in the District will displace a total of nearly 13,000 families, of whom over 8,000 will be of low income. This figure does not cover any displacement by Federal agencies; neither does it include displacement by private action, although one estimate indicates more than 3,000 units demolished by private interests in the District within the period 1960-64.<sup>3</sup>

<sup>3</sup> Remarks by Walter B. Lewis before Workshop on Low and Moderate Income Housing sponsored by the Washington Urban League, Oct. 15, 1964. In this speech Mr. Lewis drew heavily upon informal estimates supplied by public agencies.

## Potential for Expanding the Supply

While the statistics available to us are not as good as we could wish, either in precision or in currency, they leave little room for doubt that the need is far too great for the anticipated expansion of the program by 300 units to have more than a minimal impact. We may hazard a guess, in fact, that the number of large families in the District who require public subsidy to meet their housing needs will increase at least as rapidly as the homes made available through the program. What, then, can be done to increase the supply of private dwellings available to the Authority?

In point of fact, the market can probably furnish a considerably greater number of houses than currently proposed for acquisition. When this report was being written in November 1965, the NCHA had been offered some 2,000 houses both for sale and lease by private real estate interests. These offers were not solicited by NCHA, and were apparently made on the basis of newspaper reports of NCHA plans to expand the Demonstration Program and to buy a number of private units for use as public housing. The NCHA assumes that a great many of these houses either would not meet building code standards or would otherwise prove unsuitable to program needs. Nevertheless, the surprising number of these unsolicited offerings suggests that the supply of private housing potentially suitable for publicly subsidized programs will not begin to be exhausted if present NCHA plans are fully implemented.

It must be conjectured, however, that the units presumably available are, in many cases, already in use by families who would be displaced if the dwellings were acquired for the program. We know nothing about the characteristics or needs of these families.

The Authority has been under some pains during the demonstration phase not to accept properties presently occupied in cases where acceptance would cause eviction of present tenants. But it is difficult to see how, in such a tight market, many more such units can be acquired at a rapid rate *without* displacing occupants. Many of them may thus be placed in need fully as great as suffered by families now on the Authority's waiting list. This problem deserves careful consideration in plans to expand the program.

*Conversion of Owner-Occupied Housing.*—One important possibility for an expanded program lies in the conversion to rental use of housing

presently occupied by its owners. While rental units of large size are in very short supply, the stock of large owner-occupied dwellings is considerably greater. In 1960, compared to the approximately 18,000 rented units of 6 rooms or more, there were almost 60,000 such dwellings occupied by owners. Of these, nearly 32,000 contained 7 rooms or more and 18,000 had at least 8 rooms.

While most families like those housed in the Demonstration Program could not qualify to purchase these dwellings with their own resources, and are thus excluded from access as long as the units remain in their present status, there are at least two means by which the Authority itself could acquire control over them. One is through outright purchase. NCHA is already experimenting with this possibility in a small way, having acquired by purchase 10 single homes for subsidized rental to low-income families. If experience proves the purchase approach successful, it might well be expanded substantially. A second means for exploiting the supply of dwellings presently in owner-occupied status is the development of cooperative agreements with private real estate investors to acquire such properties through purchase and lease them in turn to the Authority.

The normal turnover of owner-occupied homes in the District is sufficient to provide substantial leeway for expansion of the supply in this manner. Furthermore, it may be predicted that the next few years will see a considerable number of larger dwellings currently occupied by older couples or widowed individuals placed on the market as a result of death or illness.

*"Reverse Conversion" of Multiunit Structures.*—Another possibility for expanding the program at minimal harm to existing residents was explored in the first interim report. It consists of "reverse conversion" of structures originally built for single-family occupancy, but since converted either legally or illegally to house two or more families. The Authority estimates that about 25 percent of the properties acquired for the demonstration had previously been used by more than one family. The total number of such structures suitable for inclusion in this program cannot be ascertained, but it probably is substantial. In many such cases, of course, the converted units will be currently occupied, and alternative housing must be found for their tenants. This, however, should be easier than with large families

due to the more adequate supply of smaller dwellings.

The following statistics may be somewhat indicative of the potential through this approach. In 1960, almost 12,000 renter-occupied units in the District were in structures containing two units. (The Census counts as separate "structures" duplex and row units where there is a dividing wall running from ground to roof; thus, the two-unit structures generally are either conversions of single houses or the one-above-the-other type of duplex which is relatively infrequent in Washington.) Of the 12,000 units, slightly over 10,000 contained 3 rooms or more. Thus, it would appear possible that as many as 5,000 units of 6 rooms or more might be produced by conversion or reconversion of 2-unit structures to single-family occupancy. How many of these rental units are in houses where one of the occupants is the owner is unknown, but doubtless a large proportion is. In addition, the feasibility and overall cost of conversion cannot be estimated on the basis of present knowledge. Taking all the facts and unknowns into consideration, it appears that such two-unit structures cannot be counted upon as the sole source for expanding the supply, but the avenue is worth considering.

*A Greater Range of Family and Dwelling Sizes.*—A third possibility deserving thorough exploration by the Authority is the broadening of the program to include a considerably greater range of both family and dwelling sizes. In its plans for expansion to 350 units the Authority has included a small proportion of 1- and 2-bedroom dwellings (20 in each category). In addition to making nonproject housing available to a wider variety of families requiring public subsidy, this approach should also have indirect beneficial effects for the very large families whose housing need is most critical.

We have already noted that smaller dwellings are in more plentiful supply than larger units. In addition, the price structure reflects this uneven supply situation, with a marked gap between the rentals commonly charged for two- and three-bedroom units. The result is that smaller units are not only more readily available, but relatively less expensive—thus calling for a lower rate of subsidy. By concentrating a larger proportion of its resources on acquiring dispersed dwellings of small and moderate size, the Authority might ul-

timately be able to free sizable amounts of project housing for use by large families through the expedient of combining adjoining smaller units—an approach which it has already tried experimentally on a small scale in a few projects.

*Broadening the Geographic Range.*—Finally, the Authority should seek dwellings outside the relatively limited geographic area in which the demonstration houses are located. About three-fourths are within a radius of 2 miles east and north of the Capitol. This excludes a considerable portion of the District, including parts of the upper Northwest and far Northeast in which substantial stocks of larger homes are to be found. While prices in these areas may often exceed the limits of the Authority's ability to pay, by no means is this universally true.

Most important, however, the present direction of the program prevents access to housing in very large areas where the supply of large units is not only very substantial, but prices are generally lower for equivalent quality than in the sections where the program now concentrates. These areas, of course, are the suburbs. The more ample

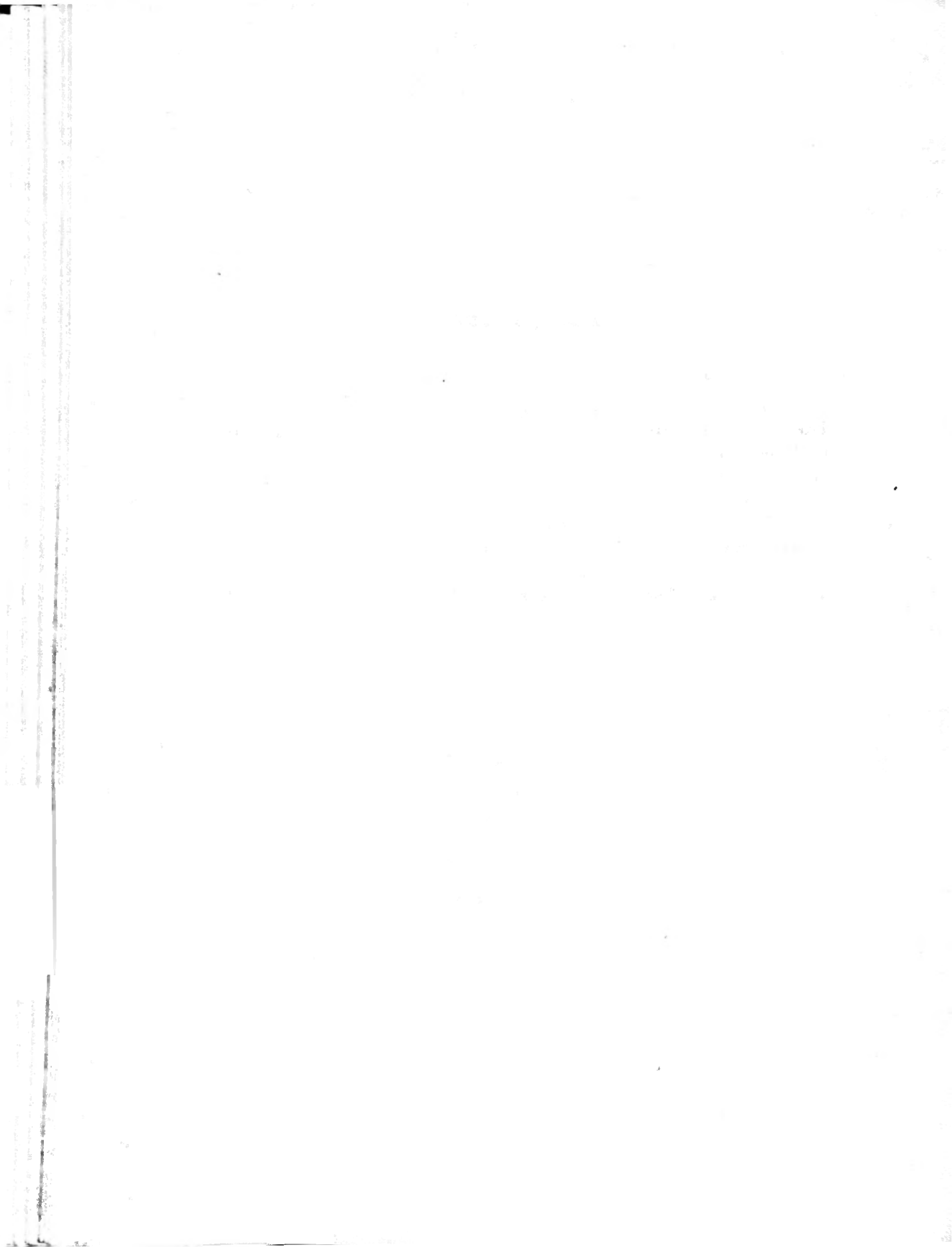
supply and lower land costs of the suburbs make for considerably lower prices. Furthermore, in bidding for housing suited to large low-income families in suburban areas, the Authority need have no concern that its actions will work against the interests of still other families whose housing need is severe, as may be true when it works solely in the city.

True, some opposition may be expected from residents of the jurisdiction in which the housing is sought. Against this consideration, the Authority should give adequate weight to the potentially explosive consequences of continued buildup of the low-income population in the District, with the inevitable further exacerbation of the housing shortage which will be produced by the combination of population growth and continuing demolitions. Acquisition of properties in the suburbs will serve both to reduce population pressures and expand the available supply—two factors which were primary in justifying the Large Family-Low Income Housing Demonstration Program in the first place. Whatever the short-run obstacles, the Authority will surely be serving the larger public interest if it pursues such a course.



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# APPENDIX A

**Table 1**

## Number of Bedrooms Required and Available

Number of bedrooms	Required by families in conventional project (n=50 families)	Available in demonstration houses (n=50 houses)	Available in properties offered (n=122 houses)
2.....	—	1	7
3.....	—	31	40
4.....	33	9	15
5.....	12	4	9
6.....	4	3	6
7.....	1	—	3
8 or more.....	—	—	2
No record.....	—	2	40

**Table 2**

## Reasons for Nonacceptance of Offered Properties

Reasons for Nonacceptance	Number (n=72)
Wrong size:	
Too small.....	6
Too large.....	4
Rental too high.....	3
Already occupied.....	6
Location not acceptable:	
Located in urban renewal area.....	2
Properties already accepted in same block..	3
Too far from other demonstration properties..	1
Nearby houses used for questionable purposes.....	1
Reason not otherwise specified.....	6
No yard on property.....	3
House designed as 2-family house (difficult to manage as 1-family unit).....	1
Had already leased 50 houses.....	4
Offer Withdrawn or Not Pursued by Owner	
Withdrawn from market.....	14
No call back after first contact with NCHA.....	2
No Record.....	16

**Table 3**

## Dwellings Classified as "Sound" in Immediate Vicinity of Demonstration Properties

Percent of units "sound" in same block and facing block:	Number of properties
50 percent or fewer.....	8
51-55 percent.....	—
56-60 percent.....	—
61-65 percent.....	5
66-70 percent.....	7
71-75 percent.....	4
76-80 percent.....	2
81-85 percent.....	2
86-90 percent.....	2
91-95 percent.....	4
96-100 percent.....	16
Median—78 percent.	

**Table 4**

## Overcrowding in Immediate Vicinity of Demonstration Properties, 1960 Census

Percent of units overcrowded in same block and facing block:	Number of properties
10 percent or fewer.....	7
11-15 percent.....	6
16-20 percent.....	7
21-25 percent.....	12
26-30 percent.....	10
31-35 percent.....	8
Median—23 percent.	

**Table 5**

## Nonwhite Occupancy in Immediate Vicinity of Demonstration Properties, 1960 Census

Percent of units nonwhite-occupied in same block and facing blocks:	Number of properties (n=50)
50 percent or less.....	5
51-55 percent.....	—
56-60 percent.....	2
61-65 percent.....	1
66-70 percent.....	1
71-75 percent.....	6
76-80 percent.....	4
81-85 percent.....	6
86-90 percent.....	5
91-95 percent.....	13
96-100 percent.....	7
Median—about 86 percent.	

**Table 6**

**Median Family Income in Census Tracts Containing Demonstration Properties**

[1959 incomes as reported in 1960 Census]

	<i>Number of tracts (n=24)</i>
Median family income:	
\$3,000-\$3,459.....	1
\$3,500-\$3,999.....	2
\$4,000-\$4,499.....	4
\$4,500-\$4,999.....	12
\$5,000-\$5,499.....	3
\$5,500-\$5,999.....	—
\$6,000 or over.....	2
Median for tracts—about \$4,700.	

**Table 7**

**Unemployment in Census Tracts Containing Demonstration Houses, 1960 Census**

	<i>Number of tracts (n=24)</i>
Percent of males unemployed:	
Less than 2.0 percent.....	—
2.1-3.0 percent.....	1
3.1-4.0 percent.....	3
4.1-5.0 percent.....	7
5.1-6.0 percent.....	4
6.1-7.0 percent.....	4
7.1-8.0 percent.....	2
8.1-9.0 percent.....	1
9.1-10.0 percent.....	2
Median—about 5.5 percent.	

**Table 8**

**Educational Level in Census Tracts Containing Demonstration Houses**

	<i>Number of tracts</i>
Median years of schooling completed:	
Less than 7.0.....	—
7.1-8.0.....	1
8.1-9.0.....	8
9.1-10.0.....	6
10.1-11.0.....	7
11.1-12.0.....	2
Median—9.7 years.	

**Table 9**

**Adequacy of Sleeping Space in Demonstration Dwellings**

Average number bedrooms required by tenants under PHA standards.....	4.5
Average number bedrooms in demonstration properties.....	3.5
Number of dwellings with fewer bedrooms than required.....	* 38
Average excess of bedroom floorspace over PHA minimum in units with fewer bedrooms than required.....	67 sq. ft.
Average excess of kitchen-dining space over PHA minimum in dwellings with fewer bedrooms than required.....	171 sq. ft.

\*Records incomplete on 2 dwellings.

**Table 10**

**Tenant Families by Size**

Size of family	Number of families	
	At initial occupancy (n=50)	Final income reexamination (n=50)
6 persons.....	8	10
7 persons.....	18	16
8 persons.....	9	8
9 persons.....	8	6
10 persons.....	3	5
11 persons.....	1	2
12 persons.....	2	1
13 persons.....	—	1
14 persons.....	1	1

**Table 11**

**Tenant Families by Net Yearly Income**

Income	Number of families	
	Initial occupancy (n=50)	Final reexam (n=50)
\$1,500-\$1,999.....	1	-
\$2,000-\$2,499.....	1	-
\$2,500-\$2,999.....	3	2
\$3,000-\$3,499.....	8	1
\$3,500-\$3,999.....	10	7
\$4,000-\$4,499.....	6	6
\$4,500-\$4,999.....	8	9
\$5,000-\$5,499.....	4	3
\$5,500-\$5,999.....	3	8
\$6,000-\$6,499.....	-	3
\$6,500-\$6,999.....	1	3
\$7,000-\$7,499.....	-	-
\$7,500-\$7,999.....	-	2
\$8,000 or more.....	-	1
Record incomplete.....	5	5
Average income.....	\$4,090	\$5,060

**Table 12**

**Number of Rooms Occupied by Families  
in Predemonstration Housing**

Number of rooms:	Number of families (n=50)
1 room.....	6
2 rooms.....	10
3 rooms.....	10
4 rooms.....	9
5 rooms.....	4
6 rooms.....	6
7 rooms.....	1
8 rooms.....	1
No record.....	3

**Table 13**

**Larger Occupied Housing Units in District of  
Columbia, 1960 Census**

	Owner occupied	Renter occupied	Total
7 rooms.....	13,542	3,324	16,866
8 rooms or more.....	18,244	3,624	21,868
Total, 7 rooms or more....	31,786	6,948	38,734
6 rooms.....	27,919	11,042	38,961
Total, 6 rooms or more....	59,705	17,990	77,695

**Table 14**

**Larger Vacant Housing Units in District of  
Columbia, 1960 Census**

	Number
Available for rent, 5 rooms or more.....	1,147
Available for sale, 7 rooms or more.....	310
Not available, all sizes.....	2,734

**Table 15**

**Variation of Median Income and Median Rent  
with Size of Family or Household; District of  
Columbia, 1960 Census**

Size of family or household	Median in- come—all fam- ilies (Population Census)	Median in- come—Renter households (Housing Census)	Median gross rent (Housing Census)
1 person.....	*\$2,963	\$4,100	\$76
2 persons.....	5,787	5,200	84
3 persons.....	6,293	4,900	84
4 persons.....	6,398		
5 persons.....	6,150	4,600	86
6 persons.....	5,847	4,600	90
7 persons or more.....	5,629		

\*Statistic is for unrelated individuals.



# APPENDIX B

## Procedures for Evaluation Large-Family Rent-Subsidy Demonstration Program of the National Capital Housing Authority

### Statement of the Problem

During recent years large numbers of low-income families in the District of Columbia have been displaced from their homes by private building and by a variety of government actions, including slum clearance and urban renewal, development of new highways, and stricter code enforcement of dilapidated and overcrowded structures. It may be reasonably anticipated that even greater numbers will be forced to move during the remainder of the 1960's as additional growth occurs and public improvement programs are undertaken.

Many of these displaced low-income families have been rehoused to date in conventional public housing properties constructed and operated by the National Capital Housing Authority. A severe problem exists, however, in the rehousing of low-income families of large size. Not only is the existing number of public housing units inadequate to meet the needs of such families, but cost limitations and difficulty in locating suitable sites hamper the Authority's ability to construct many additional new units of large size.

As of October 31, 1962, the National Capital Housing Authority had more than 2,400 families requiring 4 or more bedrooms on its waiting list for dwellings. Of this number, nearly 500 had been displaced by public action. The Authority's records indicated that its four-bedroom displaced families have been on the waiting list an average of 4 years, its five-bedroom families an average of more than 5 years, and its six-bedroom families are "beyond estimate."

Obviously, a new source of housing must be found if these families, as well as future displaced large households, are ever to be rehoused in dwellings which meet reasonable standards of health and decency.

One possibility is the use of older, existing private structures which are now or could be made

suitable by the owner for large family use; with the aid of a rent subsidy they could also house families of low-income. Under present marketing conditions such structures are often converted from one large unit to several smaller ones, thus contributing to the diminution of housing for large families. If these structures could be kept on the market as large-family units, it is believed that they would increase the supply of housing for such families.

There is another consideration, perhaps even more important. When conversions are made, they are not always carefully planned and supervised by the appropriate policing agencies. In these cases, conversions may lead to general neighborhood deterioration and bring even closer the time when these neighborhoods themselves must be cleared and rebuilt as suitable living areas.

In addition, some large, low-income families themselves may contribute to deterioration by their own lack of resources to adjust to the rigors of urban living. Many of these families might be enabled to adjust satisfactorily, however, were certain social and educational services provided to them on a systematic and continuing basis.

Under a publicly supervised program, it should be possible to reduce the incidence of factors in both the families and the housing they occupy which contribute to neighborhood deterioration. Thus, the public low rent housing program would be a valuable contributor to the conservation of private neighborhoods.

It was with these considerations in mind that the National Capital Housing Authority requested and received funds from the Housing and Home Finance Agency for a 30-month demonstration program to rehouse 50 large, low-income displaced families in existing dwellings leased from the private market.

## Purpose of the Evaluation

The evaluation of the large-family, rent-subsidy demonstration is being carried out by the Washington Center for Metropolitan Studies, an institution independent of the program's operating agency, in order to insure the objectivity of the findings as well as to augment the resources of the Authority with the special skills which a research institution is equipped to provide.

As with most research, the evaluation is based upon the testing of a series of hypotheses:

(1) That it is feasible to employ dispersed units in the existing private stock to house large low income families;

(2) That such units can be utilized under a publicly administered rent-subsidy program employing procedures which are consistent with the general requirements of a local housing authority;

(3) That with the provision of social services in conjunction with the shelter program, the families housed can in most instances achieve a satisfactory adjustment in a nonproject environment.

In testing these hypotheses, answers will be sought to several basic questions which are essential both to the operating agency in its hope to make the program a pilot for future efforts of much larger dimensions, and to the Housing and Home Finance Agency in its hope that this experiment may provide knowledge applicable to other communities:

(1) How conclusive is the evidence offered by this experimental program in supporting extension of the basic technique to other housing in the District of Columbia and to similar needs in other localities?

(2) What problems arise in selection and acquisition of housing for this program, and how are these best met by the operating agency? What problems arise from the peculiar circumstances of the Washington housing market, such as the relative scarcity of large rental units, and the relatively high level of rent?

(3) What are the characteristics of housing, neighborhoods, and applicant families which make them most suitable to this means of providing shelter to large, low-income families? What characteristics would appear to recommend disqualification?

(4) What problems arise in the management and supervision of the program, and in the provision of social services to the families selected? How are these problems best dealt with?

## Conditions of the Evaluation

This evaluation is being undertaken with a grant to the Washington Center for Metropolitan Studies by the National Capital Housing Authority. The funds provided cover services for the entire 30-month period of the demonstration including preparation of periodic reports. These reports

will cover many aspects of a complex experimental program, including selection of housing units and families, management experience, and the ultimate consequences for the families themselves, the housing, and the neighborhoods.

For an evaluation of such scope to be conducted within the limited funds available, it is obvious that the resources will have to be marshaled with care and ingenuity. It will not be feasible for the evaluating institution to assemble much data independent of the operating agency. The data required must be gathered through cooperation between the operating agency and the evaluating institution. Hence, the working records of this demonstration must often be adapted to serve two masters, each of which plays a vital role in the successful conclusion of the demonstration.

Basically, many of the needs of the evaluation can be served by incorporating into the Housing Authority's administrative forms and procedures information additional to that which would normally be called for by the immediate purposes of the day-to-day operation. Wherever possible, this will be done. In a few cases, it may be necessary to develop additional reporting forms for specific data obtainable outside the usual channels.

The additional effort which this requires must be assessed in light of the fact that this is not a routine operation—but rather a pioneering, experimental venture which is intended to serve as a guide for future and presumably much larger operations. The skill and thoroughness with which this experimental phase is evaluated may be repaid many times over both in short-run results, and in funds and efforts ultimately saved in later programs. Conversely, failure to delineate problems at this time may be reflected in continuing difficulties when and if the program is extended.

## Procedures of the Evaluation

Broadly, the evaluation procedures will fall under four chief categories:

A. Selection and acquisition of demonstration units.

B. Administrative management of the properties.

C. Provision of social and educational services to the families.

D. Relationship of the demonstration to the surrounding neighborhood and to the total community.

Each of these chief categories is discussed in turn in the pages which follow, with the key questions and major sources of data recommended for each. It should be noted that this may be a partial listing of both questions and research tech-

niques. Because of the pioneering nature of the experiment, one of the most important characteristics of the evaluation must be flexibility to allow for changes in the research procedures as changes occur and understanding is increased in the course of the demonstration.

Unless otherwise specified, all reporting forms or adjustment of existing forms will be developed by the Washington Center for Metropolitan Studies, in cooperation with the staff of the National Capital Housing Authority. All analyses will, of course, be the responsibility of the Washington Center for Metropolitan Studies.

## A. Selection and Acquisition of Housing Units

### Key Questions

1. What kinds of housing are offered to the National Capital Housing Authority for use in the demonstration? How large are the houses? Where are they located? What is the distribution of rentals asked? What is the general condition and quality of the units? Does the availability of suitable units in this demonstration suggest that a sufficient supply of housing will be offered if the program is expanded?

2. What are the characteristics and resources of the neighborhoods in which the housing units are located?

3. What are the most satisfactory sources for locating suitable housing for the demonstration?

4. What problems are encountered in bringing the units up to the standard of quality required by the District of Columbia Housing Regulations?

5. What is the most satisfactory leasing instrument for use in the renting of large units from private landlords for use by large, low-income families?

### Sources of Data

1. *Initial intake card.*—It is the purpose of this form to provide a record in duplicate of *all* properties offered to the Housing Authority for use in the demonstration. If a property is rejected at this early stage because of such gross inadequacies as small size or excessive rent, these facts will be known as a result of careful record-keeping at the beginning of the program. At the conclusion of the program, it will be possible to determine the proportion of offered units which were grossly unsuitable, and for what reasons. Hence, these records will be a valuable guide for judging what may be expected should the program be extended.

These cards should be filled out by the office of the project coordinator.

2. *Preliminary visual inspection of the property.*—Each property not rejected on the basis of information obtained at intake should be visited for a preliminary visual inspection. The inspection form should substantiate the accuracy of the information on the initial intake form; in addition, it should provide a general description of the dwelling unit's characteristics and deficiencies. In the

case of properties which are rejected at this stage, the reporting form should indicate why the properties were rejected. Should it be necessary to accept properties with known defects because of the general state of the supply, the form will indicate that these defects were unavoidable and were not overlooked in the administration of the demonstration program.

This reporting form should be filled out by the office of the project coordinator at the time the visual inspection is made.

3. *Detailed description of property and neighborhood facilities.*—This reporting form will allow for detailed data on the characteristics of both the property and the neighborhood in which it is located. The chief purpose of this form is to obtain sufficiently detailed information to enable assessment of the housing and neighborhood conditions most likely to lead to satisfactory adjustment by the family and to minimum cost and difficulty of operation by the Housing Authority. These data will be related to those gathered later regarding the problems encountered and the adjustment to both house and neighborhood of families selected to participate in the demonstration. The schedule should cover such items as the adequacy of the facilities within the dwelling unit itself (i.e., facilities for washing, drying, cooking, etc.) for a large low-income family as well as the characteristics and resources of the neighborhood (i.e., shopping, recreation, transportation, schools, intermixture of nonresidential uses, traffic problems, parks and playgrounds, etc.).

Data for this schedule should be drawn from three sources: Followup inspections of the dwelling units, Federal census statistics, and preparation of land-use maps for a one-half mile radius from each dwelling unit. The followup inspection and compilation of census statistics should be handled by the office of the project coordinator.

Land-use maps are now prepared by the Housing Authority's Project Development Office for each prospective project site, utilizing detailed maps at the National Capital Planning Commission. The staff of the Project Development Office should be requested to provide such maps for all accepted properties, in rough form, to the office of the project coordinator for the records of the demonstration.

Data from these three sources will be incorporated in a single record for analysis purposes by the Washington Center for Metropolitan Studies.

4. *Code inspection.*—Each dwelling unit judged suitable as a demonstration property by the Housing Authority will be inspected by the D.C. Housing Division to insure that it conforms with the regulations of the D.C. Housing Code; code violations must be corrected prior to the signing of a lease by the Housing Authority. The D.C. Housing Division should be requested to make its inspection records available for analysis in the evaluation by the Washington Center for Metropolitan Studies.

5. *Experience surveys.*—The data gathered through structured schedules and maps will be supplemented by unstructured interviews in depth with key personnel involved in this phase of the program (i.e., project coordinator, Housing Authority personnel concerned with property acquisition, representatives of the real estate fra-

ternity active in the demonstration, etc.). These interviews will be conducted by staff of the Washington Center for Metropolitan Studies.

## B. Administrative Management of the Properties

### Key Questions

1. What is the rent-paying experience for the demonstration properties? How does this compare with rent-paying experience in conventional public housing units? Does the experience vary with different family characteristics? How does the experience vary with different procedures for paying rent (i.e., by mail or in person to the central office, in person at the nearest public housing property site, etc.)?\*

2. What is the experience with maintenance of the properties? What difficulties, if any, are encountered in defining the responsibility for upkeep and maintenance by the landlord, the tenant, and the Housing Authority? How does experience differ between the demonstration properties and conventional public housing units? How does experience vary with different family characteristics?

3. What new administrative arrangements are suggested by experience in the demonstration for incorporation in an extended program?

4. Are special criteria indicated by management experience to measure the suitability of dwellings for use by large, low-income families?

5. Does there appear to be an optimum concentration of dwellings, from the point of view of management?

### Sources of Data

1. *Chronological record of management experience for each dwelling unit.*—These records will provide a complete account of management experience for each property, including rent payments, maintenance requirements, delinquent notices, complaints, etc. The records should be kept by the office of the project coordinator.

2. *Periodic home visits.*—Each dwelling unit should be visited periodically during occupancy (on initial occupancy and at least once every 6 months thereafter) by the project coordinator. The purpose of these visits will be twofold: first, to observe the physical adjustment of the family to the housing; and second, to interview each family regarding problems which it may have encountered in the dwelling unit. (Periodic home visits will also be made by the social caseworker assigned to the demonstra-

\*While these procedures were being developed, Housing Authority staff met to consider the specific problems of rent collection in the Demonstration Program. It was the consensus at that time that it would be impractical to burden individual project managers with responsibility for rent payments outside their present domains and that this task should be handled by the Authority's Central Office through the demonstration.

From the point of view of the evaluation and the need to make recommendations for a much larger program, however, it would seem desirable to test a variety of procedures. For example, should an expansion of the program involve 500 dispersed units rather than 50 now involved in the demonstration, it might seem desirable to put some houses under the jurisdiction of individual property managers. Prior experience here would be highly useful in indicating how this could best be done. Should it prove possible at a later stage in the demonstration to get this kind of experience, it is recommended that this procedure for rent collections be tested.

tion and will cover some of the same topics. See "C" below. By the nature of their differing responsibilities in the demonstration, however, it may be assumed that the orientation of the coordinator and the caseworker will also differ. Both approaches are of utmost value to the evaluation, and both are therefore included. Some home visits will also be made by the evaluator, independent of the project coordinator and the caseworker, to provide a third-party judgment of the families' adjustment to housing and neighborhood.)

3. *Experience surveys.*—Again, the data gathered through structured schedules will be supplemented by interviews with key personnel involved in managing the demonstration properties (i.e., project coordinator, Housing Authority staff concerned with management problems, etc.).

## C. Provision of Social and Educational Services

### Key Questions

1. What are the characteristics of the families selected to participate in the demonstration?

2. What kinds of social services do the demonstration families need and/or want?

3. What kinds of changes are observed in family behavior patterns during the course of the demonstration? How have patterns varied for different families and for different family members?

4. To what extent do demonstration families make use of facilities and services in their own neighborhood? In the total community?

5. Does there appear to be an optimum concentration of families, from the point of view of providing social services?

### Sources of Data

1. *Family profile.*—It is the purpose of this "profile" to provide a general continuous picture of each family's history, resources, living conditions and living patterns prior to the demonstration, as well as to record changes which occur during the course of the demonstration. Each profile will begin with an initial schedule filled out by the social caseworker prior to assignment to a demonstration unit.

Additions to the profile will be made periodically (not less than every 6 months) in order to determine what changes have occurred in the family's situation during the interim. Thus, at the end of the Demonstration Program, a documented record will be available on the adjustment achieved by each family under the conditions of the demonstration. The standardized nature of the profile forms will assure that the same kinds of information are available for all families in the program and enable comparisons between families under different housing and neighborhood conditions. Data for additions to the profile will be drawn from the narrative records kept by the caseworker for each family.

2. *Chronological record of services provided or referred for each family.*—These records will give a complete account of all social services provided or recommended for

each family. The records should be kept by the social caseworker assigned to the demonstration.

3. *Experience surveys.*—Key respondent interviews will be conducted by the Washington Center for Metropolitan Studies with those persons particularly concerned with the social service aspect of the demonstration (i.e., project coordinator, caseworker, etc.).

## **D. Relationship of the Demonstration to the Neighborhood and to the Total Community**

### *Key Questions*

1. What has been the relationship between the demonstration families and their neighbors who live in private housing without a rent subsidy? What has been the reaction of the neighborhood generally and of the total community to the demonstration?

2. How do the characteristics and facilities of the neighborhood relate to the suitability of the units, as indicated through experience? Are there some neighborhood characteristics which make for greater suitability for programs of this type?

3. What has happened to the quality and use of the housing surrounding the demonstration properties?

4. How conclusive is the experience offered by this demonstration in supporting continuation and extension of the program in the District of Columbia as well as its adaptation in other communities?

### *Sources of Data*

Many of the data collected on other aspects of the demonstration will, of course, contribute to answering the questions listed above. The home interviews by the project coordinator and the caseworker, for example, will include portions devoted to exploring the relationship of the family to neighboring households and institutions. The inspection of both house and neighborhood at the beginning of the program will also provide a great deal of base data; the inspections should be updated at the conclusion of the demonstration to ascertain changes which may have occurred in the interim. In addition, the experience surveys will also include interviews with selected key institutional leaders in neighborhoods where demonstration housing is located.

In addition to the sources of data listed above under each of the major program categories, other data-gathering techniques will be utilized:

1. *Photographic record of each demonstration house.*—The records kept by the office of the project coordinator should include two series of photographs of each property accepted for the demonstration—one taken at the time of acceptance before the family moves in, and the second at the time the lease expires. The photographs should include the following:

- (1) A frontal view of the property;
- (2) A view of the dwelling from the rear, showing the backyard; and
- (3) A shot down the street showing the house with neighboring properties.

2. *Study of all records.*—The Washington Center for Metropolitan Studies should have access to all files and records concerning the demonstration program for possible additional analysis in the evaluation.

3. *Supplementary spot checks of data-gathering devices.*—Although most of the data-gathering will be handled through the office of the project coordinator in the Housing Authority, these efforts will be supplemented by selected spot checks conducted by staff of the Washington Center for Metropolitan Studies. Such spot checks will provide a means for testing reliability of the reporting forms developed for the evaluation.

## **Preparation of Evaluation Reports**

Progress reports on the evaluation will be made by the Washington Center for Metropolitan Studies to the National Capital Housing Authority at the end of the first and second years of the demonstration program.

A final report to the Housing Authority will be delivered at the end of 30 months. This latter report will describe in appropriate detail the design and methodology of the evaluation, the results achieved, the problems which arose and their solutions, and conclusions and recommendations drawn from the results of the evaluation.



# APPENDIX C

## Cost Comparisons

It is possible to set up a theoretical framework in any locality which permits a comparison of the costs of leased private accommodations with the cost of new construction and/or acquisition and rehabilitation of units of the same size and type. For illustrative purposes we have prepared such a comparison for Washington, D.C. Note carefully that the dollar amounts entered are estimates at best, and that they apply specifically and only to the District of Columbia. They are based on estimates of the District of Columbia construction costs, local assessment practices and tax rates, and average rents realized for units of this size in all NCHA projects. All these costs and revenues would vary widely in other localities. The theoretical framework could, of course, be used to estimate comparative costs for any locality.

### Computation of Costs

#### I. Owned Units—New Construction

<i>Cost to Government (Federal)</i>	<i>4-BR</i>	<i>5-BR</i>
1. Total development cost.....	\$25,758	\$29,193
2. Total interest (40 years, recent bond issue).....	21,328	24,464
3. Total cost.....	47,086	53,657
4. Annual cost.....	1,177	1,341
5. Monthly cost.....	98.08	111.75
<i>Cost to government (local)</i>		
6. Fair market value *.....	28,334	32,112
7. Assessed value, 55 percent of line 6.....	15,584	17,662
8. Property tax rate, \$2.50/\$100 of line 7.....	2.50	2.50
9. Full real property tax.....	390.00	442.50
10. Less payment in lieu of taxes current budgeted payment in lieu of taxes P/A.....	49.92	49.92
11. Annual cost, line 9 minus line 10.....	340.08	392.58
12. Monthly cost.....	28.34	32.72
13. Annual cost (Federal and local) line 4 plus line 11.....	1,517.08	1,733.58
14. Monthly cost (Federal and local), line 5 plus line 12.....	126.42	144.47

\*Total development costs plus estimated 10 percent developers profit.

#### Ia. Owned Units—Acquisition and Rehab

##### *Cost to Government (Federal)*

1. Total development (PHA development program).....	\$19,515
2. Total interest (40 years, recent bond issue).....	16,354
3. Total cost.....	35,869
4. Annual cost.....	897.00
5. Monthly cost.....	74.75

##### *Cost to government (local)*

6. Fair market value*.....	21,406
7. Assessed value, 55 percent of line 6.....	11,806
8. Property tax rate, \$2.50/\$100 of line 7.....	2.50
9. Full real property tax.....	295.00
10. Less payment in lieu of taxes current budgeted to payment in lieu of taxes P/A.....	49.92
11. Annual cost, line 9 minus line 10.....	245.08
12. Monthly cost.....	20.42
13. Annual cost (Federal and local), line 4 plus line 11.....	1,142.08
14. Monthly cost (Federal and local), line 5 plus line 12.....	95.17

\*Total development cost plus 10 percent.

#### II. Leased Units

##### *Cost to Government (Federal)*

1. Average contract rent to owners.....	\$135.00
2. Utilities.....	38.00
3. Gross rent paid.....	163.00
4. Less gross rent from tenants*.....	76.53
5. Average direct subsidy payments.....	86.47
6. Estimated administrative expense.....	15.00
7. Total monthly cost.....	101.47

##### *Cost shifted from local to Federal*

8. Average actual assessed valuation.....	5,784.00
9. Property tax rate, \$2.50/\$100 of line 8.....	2.50
10. Average annual property tax.....	145.00
11. Average monthly tax.....	12.08
12. Less monthly payment in lieu of taxes.....	4.16

\*Actual average, February 1964.

# APPENDIX D

## Source of Houses Leased

Of the 50 houses leased, 43 were offered by 23 brokers. This included one broker who leased 12 houses, three who leased three each and three who leased two each. The remaining 16 brokers leased a single house. Of the remaining seven houses six were leased from entrepreneurs who, while not primarily real estate brokers, own property for investment or speculation. Only one unit was leased from a private owner not engaged in real estate activity as a business.

The experience with leasing from an individual owner was unsatisfactory because he had difficulty in understanding the normal maintenance responsibility of a landlord. He also lacked both the contacts and the know-how to arrange for necessary repairs. In the Authority's opinion, it may be better to lease from persons having some experience with normal private rental practices. Generally, such persons have regular contracts with repair firms and skilled tradesmen, and can promptly arrange for needed repairs.

NCHA used the following basic methods to obtain a supply of suitable offerings:

1. The Executive Director solicited and obtained counsel and support of private real estate organizations in developing the program initially.
2. After funds were obtained the project coordinator spoke at various functions of real estate organizations, explaining the program in detail.
3. On two occasions notices explaining the program were included in the real estate organization's regular mailings.
4. Advisory Committee members described the program to the membership of their own organizations thereby stimulating communitywide interest.
5. Interested brokers, especially those serving on the project's Advisory Committee actively solicited the participation of other brokers, explaining the program to them.
6. News stories concerning the program were released to the papers.

## APPENDIX E

### Check List of Major Actions Required Before Leasing

1. Invite individuals and organizations to participate in Project Advisory Committee. Arrange for initial and periodic meetings of the Committee.
2. Prepare newspaper releases, stories, radio and television programs describing program.
3. Collect classified ads and contact advertisers whose property appears appropriate.
4. Prepare suitable lease forms.
5. Prepare suitable inspection forms:
  - A. Preliminary.
  - B. Acceptance (joint).
6. Prepare appropriate fiscal and management forms.
7. Contact real estate brokers:
  - A. Visits.
  - B. Mailings.
8. Interest key members of real estate organizations.
9. Send periodic notices to interested brokers.
10. Agree on inspection procedures with local code enforcement officials.
11. Prepare card register of houses offered.
12. Develop intent to lease form.
13. Develop procedure for utilities billing.
14. Explain inspection, leasing and utility arrangements carefully to persons offering houses.

## APPENDIX F

### Check List of Major Actions After Unit is Offered

The Project Coordinator does the following:

1. Makes a preliminary exterior inspection, including the neighborhood and its public facilities, to determine if the property is generally acceptable. If so he—
2. Makes an interior inspection, to determine general suitability, and
3. Requests the housing code inspector to make a special inspection to determine the work required for code compliance.
4. Furnishes the owner with a copy of the inspection report together with a list of other work items believed necessary to make the house acceptable.
5. Negotiates with the owner an acceptable rent for the unit after completion of repairs.

After the work is completed, the unit is re-inspected by the housing code inspector who advises the Project Coordinator by telephone of its status. The Project Coordinator then revisits the house and if it is acceptable signs a lease with the owner.

# APPENDIX G

## Selected Provisions of the District of Columbia Housing Code

**SECTION 2305.** Each dwelling unit shall contain at least 130 square feet of floor area in habitable rooms for the first occupant thereof, at least 90 additional square feet of floor area in habitable rooms for each of the next six occupants thereof, and at least 75 additional square feet of floor area in habitable rooms for each additional occupant.

**SECTION 2306.** Each room used for sleeping purposes by not more than one occupant shall be a habitable room containing at least 70 square feet of habitable room area and each room used for sleeping by two or more occupants shall be a habitable room containing at least 50 square feet of habitable room area for each occupant thereof. No sleeping facilities shall be permitted in any room in which there is located any furnace, domestic water heater or gas meter; or in any room in which there is located a space heater using an open flame unless such a space heater be effectively flue connected.

*Section 1201* calls for an adequate heating facility capable of maintaining a minimum temperature of 70°.

*Section 1202* requires waterproof floor and wall base in bathrooms.

*Section 1203* requires adequate lawn drainage.

*Section 1205* prohibits insanitary sheds or fences.

*Section 1206* prohibits accumulation of refuse.

*Section 2202* requires each habitable room to have a clear glass area transmitting natural light at least equal to 1/10 of the floor area served.

*Section 2303* requires each habitable room to have ventilation at least equal to:

*2303.01.* Natural ventilation—an opening directly to the outside equal to at least 5 percent of the floor area.

*Section 2204* any room with more than 50 percent of any exterior wall area from floor to ceiling below ground level shall not be used as a habitable room.

*Section 2205* requires that only that portion of a habitable room with a clear ceiling height of seven feet or more be counted as habitable.

*Section 2402.* Water Heating Facility.

*Section 2403.* Plumbing Facilities.

*2403.1.* Each dwelling unit except a bachelor apartment shall contain a kitchen sink for the exclusive use of the occupants of such dwelling unit.

*2403.2.* Each dwelling unit and each rooming unit shall have available for the use of the occupant or occupants thereof a lavatory, water closet and bathing facility.

*2403.4.* Each kitchen sink, lavatory and bathing facility required by this chapter shall be properly connected with both hot and cold water lines.

*2403.5.* All plumbing fixtures shall be properly connected to the public water system and to an approved sewerage system.

*Section 2404.* Electrical Outlets.

*Section 2405.* Utilities.

*Section 2501.* General Maintenance and Repair.

*Section 2505.* Floors.

*Section 2506.* Windows and Doors.

*Section 2507.* Roof.

*Section 2508.* Stairways, Steps and Porches.

*Section 2510.* Gutters and Downspouts.

*Section 2512.* Painting of Wood Surfaces.

*Section 2515.* Quality of Repairs.

# APPENDIX H

## Leases and Other Special Forms

NCHA Form Number	Date	Type	Title
237.....	5/55	Monthly report.....	Utility Consumption and Cost Record.
583.....	8/61	Tenant lease.....	Dwelling Lease.
584.....	11/57	Tenant lease supplement.....	Supplement to Lease.
700.....	9/63—Revised	Informational Circular.....	Demonstration Project #1 Nonproject Rent Subsidy Program.
701.....	2/63	Owner/agent lease.....	Lease Agreement.
702.....	5/63—Revised	Structure information card.....	Initial Information on Houses.
	3/63	Informational circular.....	Nonproject Subsidy Program—Background and Purposes.
703.....	3/63	Report.....	Preliminary Staff Inspection.
704.....	8/63	Report.....	Unit Acceptance.
	1/64	Form letter.....	Response to Offerings After Demonstration Program Completed.
706.....	7/63	Report.....	Initial Family Profile.
708.....	2/64	Report.....	Dwelling Unit Inspection (Housekeeping Ratings).
708A.....	2/64	Form letter.....	Tenant Notification re Dwelling Inspection.
712.....	12/64	Form letter.....	Confirmation of Work Items Requested on Dwelling.
		Form letter.....	Notification of Dwelling Deficiencies Reported by D.C. Housing Division.

NCHA-237  
May 1958

National Capital Housing Authority  
UTILITY CONSUMPTION and COST RECORD

Fiscal Year \_\_\_\_\_

Account No. \_\_\_\_\_ Address \_\_\_\_\_

Unit Size \_\_\_\_\_

MONTH	GAS				ELECTRICITY				COMB. COST	COMB. NORM.	CHARGE	REMARKS
	Meter	Units	Cost	Norm.	Meter	Units	Cost	Norm.				
Beginning												
July												
August												
September												
1st Quart.												
October												
November												
December												
2nd Quart.												
January												
February												
March												
3rd Quart.												
April												
May												
June												
4th Quart.												
Total												

## NATIONAL CAPITAL HOUSING AUTHORITY DWELLING LEASE

Property Name and No. \_\_\_\_\_ Lease No. \_\_\_\_\_

TENANT: \_\_\_\_\_

PREMISES: \_\_\_\_\_

Washington, D.C.

THIS LEASE, made this \_\_\_\_\_ day of \_\_\_\_\_, by and between the United States of America by the National Capital Housing Authority (herein called the "Authority"), and \_\_\_\_\_ (herein jointly and severally called the "Tenant"), witnesseth:

1. The Authority, relying upon the Tenant's evidence of eligibility, does hereby lease to the Tenant, upon the conditions hereinafter provided, the above described premises for the rent of \$\_\_\_\_\_ per month. However, the Authority may permit the Tenant to pay a reduced rent on condition that any decision permitting a reduced rent may be modified or withdrawn at the sole discretion of the Authority and the rent payable by the Tenant shall be increased up to and including the above rent. Any reduced rent initially permitted shall be stated in Section 2 hereof. Thereafter, any decision by the Authority to increase or decrease the rent payable by the Tenant shall be stated in a supplement to be made a part of this lease. A copy of each such supplement shall be sent to the Tenant. The Tenant agrees to be bound by any said decision by the Authority and its effective date.

2. Accordingly, the first term of this lease shall commence on the \_\_\_\_\_ day and continue through the last day of \_\_\_\_\_, for the sum of \$\_\_\_\_\_, payable in advance. This lease shall be automatically renewed for successive terms of one month each at the rent of \$\_\_\_\_\_ per month, subject to adjustment as herein provided, payable in advance without demand at the designated management office on the FIRST of each month.

3. The Tenant agrees as follows:

(a) TO NOTIFY THE AUTHORITY IMMEDIATELY IN WRITING IF ANY CHANGE OCCURS IN THE INCOME, EMPLOYMENT, OR COMPOSITION OF THE FAMILY; also, at least once a year, or oftener if requested, to submit on forms provided by the Authority signed statements setting forth the then facts as to family income, employment, and composition, with such verification as may be required. Submission of this information shall serve the Authority in determining the rent to be paid by the Tenant, and his eligibility for continued occupancy, and is notice to the Tenant of possible modification of this lease.

The Authority may charge and collect as rent the total amount of any reduction from the rent established in Section 1 which the Tenant may have received hereunder because of misrepresentation, mistake, or failure to submit to the Authority the required information. If this lease is an extension of occupancy by the Tenant under prior lease or leases with the Authority, any such reduction from the rent in Section 1 of such prior lease or leases may be charged and collected as rent as if the same had occurred hereunder.

(b) To make a deposit of \$25.00 against any damage except reasonable wear done to the premises by the Tenant, his family, guests, or agent; to pay when billed the full amount of any such damage in order that the deposit will remain intact. Upon termination of this lease, the deposit is to be refunded to the Tenant or to be applied to any such damage or any rent delinquency.

(c) Not to assign this lease; not to give accommodation to any roomers, lodgers, or other persons not listed in this paragraph or authorized in any supplements to this lease; not to permit the use of the premises for any purpose other than as a private dwelling solely for the Tenant and his family, consisting of the following named persons:

(d) To keep no pets, animals, or fowl in or on the premises.

(e) Not to commit or permit any nuisance, disorderly, immoral, or unlawful conduct in or about the premises; to properly control the conduct of members of the family and guests on the Authority's property; to avoid congregating on steps, entrances, lawns, or in any part of the Authority's property not set aside for such purposes; and to avoid any conduct which interferes with the peaceful possession and rights of other tenants of the Authority.

(f) The Authority, or its representatives, shall have the right of, and the Tenant agrees to permit, entry of the premises during all reasonable hours (1) to inspect the same, (2) to make necessary repairs, additions or alterations, (3) to remedy any violations of this lease, and (4) to show the premises for re-renting.

(g) To keep the premises and adjacent grounds in good, orderly and clean condition and, upon vacating, leave them in good, orderly and clean condition; to report IMMEDIATELY TO THE DESIGNATED MANAGEMENT OFFICE any accident or any defect requiring substantial repairs to be made to the premises; to pay as additional rent the expense to the Authority for repairs or service to the premises (including the interior, exterior, adjacent grounds and service facilities) made necessary by the act or neglect of the Tenant, his family or guest, or by his failure to notify the Authority of any accident or defect. If authorized in writing by the Authority, the Tenant may paint or make minor repairs to the premises at his expense.

(over)

(h) Not to waste utilities furnished by the Authority; to pay, as additional rent when billed, charges for utilities used in excess of established allowances; not to use utilities or equipment for any improper or unauthorized purpose; and not to place fixtures, signs, or fences in or about the premises without the prior revocable permission of the Authority in writing.

(i) To follow all other rules or regulations governing the operation and use of the premises that have been or may be prescribed by the Authority to carry out the intention of this lease.

(j) The Authority shall not be liable for any loss or theft of or damage to any property of the Tenant, or that of his family or guests, in the premises herein leased or in any part of the Authority's property, from any cause whatsoever.

(k) Any property left by the Tenant in or about the premises after he vacates will be considered as abandoned, and shall be disposed of as the Authority may see fit.

4. The Authority agrees that the Tenant shall enjoy peaceful possession of the premises herein leased.

5. This lease shall be automatically terminated without any notice and the Tenant expressly waives notice in writing in the event of misrepresentation of any material fact in his application for housing, or in any statements submitted by him to the Authority, or if he violates or fails to comply with any provisions of this lease. In the event of violation as above, the provision for written notice in Section 6 is waived.

6. The Authority may terminate this lease by 30 days notice in writing to the Tenant and recover possession of the premises. At its option, the Authority may exercise this method of termination in lieu of automatic termination for any reason specified in Section 5. In addition, the Tenant is informed that termination by 30 days notice in writing may occur for such reasons as, but not limited to, the following:

(a) The total net family income is such that the Tenant is no longer in the income group eligible for continued occupancy.

(b) The family has so changed in size or composition as to render inappropriate the Tenant's continued occupancy of the above premises.

(c) The Tenant is no longer eligible for occupancy under any applicable law or regulation.

(d) The Tenant fails or refuses to execute a new lease in the event it is necessary to change the basic rent established in Section 1, to transfer the Tenant to another unit, or to include changed conditions of occupancy.

(e) All or a part of the dwellings in the property, including the premises leased, are to be altered, repaired, or disposed of.

(f) The Tenant is chronically delinquent in the payment of rent.

7. The Tenant may terminate this lease only upon fifteen days prior notice to the Authority in writing, unless the Authority waives this requirement in writing.

8. Upon termination of the lease, the Authority shall have the right to summary recovery of possession of the premises in accordance with applicable law. Failure of the Tenant to comply with any covenants of the lease shall not create a waiver by the Authority of the covenant or the breach. A waiver of any breach of any covenant or condition of the lease shall not be a waiver of the covenant or condition, or any subsequent breach thereof, and the failure or omission of the Authority at any time to terminate the lease and require possession of the premises for such breach shall not be a waiver of the Authority's right to do so later for the same, similar, or other breach. The Authority's adjustment of rent in accordance with the Tenant's total net family income, or the acceptance of past due or advance rent, shall not be construed to waive the right of the Authority to recover possession of the premises for any prior or existing violation of any covenant or condition of the lease nor shall it waive any notice to vacate, or legal action against the Tenant.

9. No changes in this lease shall be made except in writing and signed by an authorized representative of the Authority.

10. No member or delegate to Congress shall be admitted to any share or part of this lease or any benefit to arise therefrom.

UNITED STATES OF AMERICA

By

NATIONAL CAPITAL HOUSING AUTHORITY.

-----  
Tenant

-----  
Tenant

-----  
Housing Manager

## NATIONAL CAPITAL HOUSING AUTHORITY SUPPLEMENT TO LEASE

Property Name and No. ----- Lease No. -----

TENANT: ----- Dated -----

PREMISES: ----- Supplement No. -----  
Washington, D.C.

In accordance with the provisions of the above lease, the Tenant is hereby notified of the following determinations by the Authority:

- 1. The Tenant's family composition has changed and the following named persons are now authorized to occupy the Premises:
- 2. Based on the effective rent schedule of the Authority, the Tenant's net family income and family composition require a change in the monthly rent from \$----- to \$-----, on the first day of ----- and thereafter payable in advance on the FIRST day of each month.
- 3. (a) Prior determinations permitting payment of reduced rent(s) set forth below are hereby revoked because of:
 

----- Failure to submit ----- required information	}	concerning	{	----- family income
----- Mistake				----- number of minors
----- Misrepresentation				
----- Other -----				
- (b) New determinations are hereby made that the Tenant's rent account shall be charged and payable as follows:
  - (1) \$----- now due, representing the total amount of rent reduction to which the Tenant was not entitled, computed as follows:

From	Period To	New Rent	Old Rent	Change Per Month	No. of Months	Accumulated Charge
						Total \$-----

- (2) \$-----, the monthly rent effective on the first day of -----, and thereafter payable in advance on the FIRST day of each month.

Except as specifically modified herein, the terms and conditions of the lease remain in full force and effect. The above determinations and the issuance of this supplement shall not be a waiver of the right of the Authority to recover possession of the Premises for any prior or existing violation of any covenant or condition of the lease, nor shall it affect or prevent any notice to vacate or legal action against the Tenant.

UNITED STATES OF AMERICA  
By  
NATIONAL CAPITAL HOUSING AUTHORITY.

-----  
Date

-----  
Housing Manager

## **NATIONAL CAPITAL HOUSING AUTHORITY DEMONSTRATION PROJECT #1 NONPROJECT RENT SUBSIDY PROGRAM**

The basic aspects of the plan are:

1. The Housing Authority will lease from the owner, or his agent, vacant 3, 4, 5, and 6 bedroom houses for a period not to exceed two years.
2. The Housing Authority will sublease to displaced tenants on a month to month basis.
3. The Housing Authority will pay the owner or his agent the negotiated rent. The tenant will make rental payments to the Housing Authority in accordance with the rent scale established, based on both income and the size of the family.
4. The owner will have the right to make representations for termination of a tenancy to the Authority. The Authority will have the right to give notice to vacate in case of unsatisfactory tenancy.
5. Concentrated social services and educational programs will be provided through private funds to assist all families in need of such services. Professional staff persons will be specially assigned for this purpose.
6. All houses listed for use in the program will be inspected by the Housing Division of the Department of Licenses and Inspections, and certified as to conditions and maximum permissible occupancy. Any conditions not meeting the D.C. housing regulations must be corrected by the owner before use in the program. Only those houses which apparently can be used in the program will be referred to the Housing Division.
7. To assure tenant compliance, the Housing Authority will make regular monthly inspections of all properties.
8. The Authority will select families who will be cohesive units.
9. Tenants will be required to keep the premises in good, orderly and clean condition; will not be allowed to give accommodations to roomers or lodgers nor to commit disorderly or unlawful acts. A schedule of basic tenant charges will be established for repairs and replacements due to tenant negligence. The agreement with the owner will provide that the owner will be responsible for furnishing and maintaining roofs, plumbing, heating systems, walls, windows, doors, and for furnishing an initial supply of standard shades.
10. The Junior League of Washington, the Inter-Church Committee on Urban Renewal and the Washington Real Estate Board have committed funds for concentrated social services and educational programs. Other agencies and organizations, in addition, serve on the Advisory Committee for the Demonstration Project.
11. For further information call or write, Hamilton Smith, Demonstration Project Coordinator, National Capital Housing Authority, 1729 New York Ave. NW., Washington, D.C., Telephone: 382-2048.

## LEASE AGREEMENT

THIS LEASE, made and entered into this \_\_\_\_\_ day of \_\_\_\_\_, 196 , by and between \_\_\_\_\_, (herein called the "Lessor") and the United States of America, acting through the National Capital Housing Authority pursuant to the District of Columbia Alley Dwelling Act, Public Law 307, 73rd Congress, approved June 12, 1934, 48 Stat. 930, as amended (herein referred to as the "Authority");

WITNESSETH, that the parties hereto for the consideration hereinafter set forth covenant and agree as follows:

1. The Lessor hereby leases and rents to the Authority the following described property (hereinafter called the "Premises") situated in the District of Columbia;

Said premises are to be sublet by the Authority to a low-income family in accordance with the requirements of a Low Income Housing Demonstration Grant administered by the Authority and approved by the Housing and Home Finance Agency pursuant to the provisions of the Housing Act of 1961, to be used and occupied solely by the sub-lessee as a private dwelling.

2. The Authority shall have and hold the premises for a term of one year beginning \_\_\_\_\_ 1963 and expiring \_\_\_\_\_, 1964, with an option to renew this lease for an additional year as hereinafter provided.

3. The Authority agrees to pay the Lessor, as rent for the premises for the yearly term, the sum of \_\_\_\_\_ payable without deduction or demand, in equal monthly installments of \_\_\_\_\_ \$(-----), on the last day of each calendar month during the term hereof. Said payments shall be sent to the Lessor, or his agent, at \_\_\_\_\_. If this term shall commence on a day other than the first day of a calendar month, rent shall be paid at the rate above specified for the remaining portion of the month in which the term commenced. The Authority will also pay, at the expiration or other termination of this lease, a proportionate part of said rent for the part, if any, of a month then expired.

4. The Authority shall have the option of extending this lease of said premises upon the same terms and conditions for an additional period of one year beyond the first term of this lease, provided the Authority notifies the Lessor in writing at least thirty (30) days before the expiration of said first term of its decision to exercise this option.

5. The Authority covenants and agrees as follows:

A. Not to use the premises or permit the use thereof for any disorderly or unlawful purpose but only for conducting the above-mentioned Low Income Housing Demonstration Grant to provide proper private housing facilities for low-income families.

B. To obtain at the Authority's expense any and all permits, licenses and the like required to permit the Authority to have the premises occupied for the purpose herein stated.

C. To pay the said rent as above and to be responsible for the payment of all bills for gas, electricity, water and heating fuel used on the premises.

D. The Authority and its sub-lessee shall maintain the premises in good repair and tenantable conditions. The Authority or the sub-lessee shall not be obligated to reimburse the Lessor for his costs of making repairs or replacements as provided for in Section 6 B hereof, unless it is mutually determined that said costs were necessary as a result of acts or negligence of the sub-lessee. The Authority through its sub-lessee shall be liable to the Lessor for any damage to the premises beyond ordinary wear and tear, unless such damage is caused by acts of God, fire, civil commotion, or act of negligence by the Lessor.

E. Not to allow the sub-lessee to commit or permit any nuisance or unlawful conduct in or about the premises.

F. To permit the Lessor to enter the premises at any reasonable times for the purpose of making repairs or to determine the condition of the premises and/or compliance with the conditions of this lease by the Authority or its sub-lessee.

G. To permit the Lessor to show the premises to prospective tenants or purchasers at all reasonable times within thirty (30) days prior to the expiration of this lease and to exhibit notices for letting or sale within thirty (30) days prior to expiration of the term.

H. To notify the Lessor promptly of any defect appearing in any part of, or in any equipment at the leased premises which the Lessor is obligated to maintain and operate.

(over)

6. The Lessor hereby covenants and agrees as follows:

A. That the Authority and its sub-lessee shall have peaceful possession of the premises herein leased.

B. To make all structural and exterior repairs, including specifically, repairs to the roof, exterior walls, plumbing, and repair or replacement, if necessary, of heating equipment and refrigerator, becoming necessary during the term of this lease at Lessor's expense, unless any such repairs or replacements shall have been made necessary by the act or neglect of the Authority, its employees or sub-lessee, in which case the Lessor shall be entitled to reimbursement for the cost thereof. In the event the Lessor fails, upon notice, to comply with these provisions the Authority may do so and deduct the expense thereof from the rent, or collect the cost from the Lessor.

C. To pay all real estate taxes, both general and special, becoming due upon the premises during the term of this lease, and all premiums upon such fire and extended coverage insurance and Landlord and Tenant liability insurance as Lessor may deem appropriate to place upon the premises.

D. The Lessor warrants that he has the right to execute this lease and there are no outstanding liens and encumbrances that will interfere with the Authority's possession of the premises in accordance with the terms of the lease.

E. The Lessor warrants that the premises leased hereunder comply with all of the District of Columbia building and housing codes, and regulations; and that the mechanical equipment and the utilities are in good serviceable and operating condition.

7. It is understood and agreed by and between the Lessor and the Authority that in the event of the total or partial destruction of the premises by fire, tornado, or possible enemies, rendering the same unfit for occupancy, then and in that event, this lease shall thereupon cease and terminate and the Authority shall pay to the Lessor only such proportionate part of the rent for said premises as has accrued to the date of such termination.

8. It shall be the duty and responsibility of the Authority to prevent the sub-lessee from violating any of the covenants and conditions of this lease with respect to the premises, and the Authority will take any action, if necessary, to abate any violation of this lease by the sub-lessee upon notice from the Lessor, or otherwise.

9. The Authority may terminate this lease agreement at any time during the original term, or any renewal thereof, by giving thirty (30) days notice in writing to the Lessor, and no rental shall accrue after the effective date of termination.

10. Upon expiration of the term of this lease, any extension thereof, or termination, as set forth in Section 9, the Authority will return the premises to the Lessor in the same condition they were when leased, except for ordinary wear and tear.

11. This lease constitutes the entire agreement of the parties in respect to the premises, and there are no oral agreements between the parties. No changes in this lease shall be made except in writing and signed by both the Lessor and the Authority.

12. No member or delegate to Congress, or any member, employee or agent of the Authority shall be admitted to any share or part of this lease or any benefit to arise therefrom.

13. The following additions or alterations were made and inserted in the Lease Agreement before it was signed by the parties hereto.

-----  
WITNESS

-----  
LESSOR

-----  
WITNESS

UNITED STATES OF AMERICA

By-----  
NATIONAL CAPITAL HOUSING AUTHORITY

(If Lessor is a corporation, the following certificate shall be executed by the secretary or assistant secretary)

I, -----, certify that I am the ----- Secretary of the corporation named as Lessor in the attached lease, that ----- who signed said lease on behalf of the Lessor, was then ----- of said corporation; that said lease was duly signed for and in behalf of said corporation, by authority of its governing body, and is within the scope of its corporate powers.

----- [CORPORATE SEAL]

NCHA 702 Rev. 5-63			DEMONSTRATION PROJECT INITIAL INFORMATION ON HOUSES		Intake No. _____
					Date _____
Address: _____					Near: _____
No. Bedrooms: _____	Total No. Rooms: _____	Asking Rental: \$ _____	Single Family Use <input type="checkbox"/>	Multiple Family Use <input type="checkbox"/>	
Utilities included in rent: _____			Present Condition: Very Good <input type="checkbox"/> Good <input type="checkbox"/> Fair <input type="checkbox"/>		
Major repairs or replacements needed and/or made recently: _____					
Vacant <input type="checkbox"/> Occupied <input type="checkbox"/>			Is refrigerator furnished?		
If occupied indicate date available _____			Yes <input type="checkbox"/> No <input type="checkbox"/>		
Owner or Agent: Name: _____			Address: _____	Phone: _____	
Key: Person to See _____			Location: _____	Phone: _____	
Source of Information about Program: _____			NCHA 700 received? Yes <input type="checkbox"/> No <input type="checkbox"/>		Date Mailed _____
Remarks as to best time to inspect house, experience with previous tenants and general neighborhood, etc. (Use reverse side if necessary)					

(To be filled out by project coordinator)

Was visit made to property?    Yes ☐    No ☐    Date \_\_\_\_\_

Outside only ☐

Inside and outside ☐

Property rejected \_\_\_\_\_  
 (Specify reasons for rejection)

Tentatively approved for inspection \_\_\_\_\_

House withdrawn from market \_\_\_\_\_  
 (Specify reasons for withdrawal)

NATIONAL CAPITAL HOUSING AUTHORITY  
NON-PROJECT SUBSIDY PROGRAM

Background and Purposes

The need for relocation housing resulting from various public improvement programs has highlighted the serious need for a practical method of providing decent, safe and sanitary houses for large, low-income families. Although the housing under the management of the National Capital Housing Authority is available for low-income families, the supply of such housing in the regular program is limited, especially for large families.

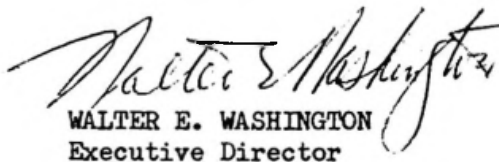
Another aspect of the housing problem faced by the community is the gradual deterioration of older sections of the city where large houses originally built for single-family occupancy are being used for multi-family purposes. There is mounting evidence to show that where several families have replaced one in a single-family accommodation, the basic tenant maintenance suffers and yards and stairways become unsightly. Since many of these structures are sound, it is felt that exploration of this supply of houses for single family purposes appears practical.

The Authority therefore proposes to lease such houses from the private market and sub-lease them to low-income families at subsidized rents. This concept has been recommended from time to time by the National Association of Real Estate Boards and other interested organizations. It has now become a possibility through recent housing legislations. In addition to the subsidized rent, a program of concentrated social and educational services will be initiated to assist families make the necessary adjustment.

Three advantages of the program therefore appear evident:

1. It should aid in halting blight and neighborhood deterioration by preventing multi-family use of single-family structures.
2. It should encourage private landlords to keep large houses on the market because of the assurance that large families of low-income will be able to pay rent promptly and maintain the premises adequately.
3. By utilizing existing structures, an immediate supply of housing will become available to large low-income families through government assistance.

Working in conjunction with several community organizations and agencies, the Authority will try this approach for a two year period. It will then be evaluated as to its feasibility as a regular program for community use.

  
WALTER E. WASHINGTON  
Executive Director

NCHA 703  
3-63

Demonstration Project  
Preliminary Staff Inspection

Intake No. \_\_\_\_\_

Inspection Date: \_\_\_\_\_

Address: \_\_\_\_\_

Inspector: \_\_\_\_\_

1. Check accuracy of Items on Initial Intake Form. Note Variances:  
\_\_\_\_\_

2. Type of Structure: Detached ☐ Semi-Detached ☐ Inside Unit ☐  
Apartment ☐ Row ☐ Outside Unit ☐

3. Type of Construction: Brick ☐ Frame ☐ Other ☐

4. No. of Floors \_\_\_\_\_

5. Indicate: (1) Approximate Dimensions; (2) Maximum Permissible Occupancy for all Sleeping Rooms; (3) Equipment in Bathrooms; (4) Number of Laundry Tubs; (5) Interior Areas Appropriate for Drying Space; (6) Number of Closets in Each Room.

	First Floor		Second Floor		Third Floor		Basement
		MPO		MPO		MPO	
Bedrooms							
Kitchen							
Dining Room							
Living Room							
Bath Rooms							
Recreation Room							
Enclosed Porches							
Other Rooms							
Total Rooms per floor							
Indicate Items Pertinent to (1) Habitability; (2) Maximum Permissible Occupancy, etc.							

(over)

6. No. of Rooms: Total Rooms ☐ Total Bedrooms ☐ Other Possible Sleeping Rms. ☐  
Bathrooms ☐ Enclosed Porches ☐ Other Finished Rooms ☐

7. Maximum Permissible Occupancy (Entire House) \_\_\_\_\_

8. Equipment Furnished (Note Size)  
Refrigerator \_\_\_\_\_ Cooking Range \_\_\_\_\_  
Hot Water Heater \_\_\_\_\_ Furnace \_\_\_\_\_  
Condition: Apparently Acceptable ☐ Maintenance Engineering Inspection Desirable ☐

9. Heating System: Fuel Used: Coal ☐ Oil ☐ Gas ☐ Other ☐  
Kind of Heat: Hot Air ☐ Hot Water ☐  
Are all Rooms Heated? \_\_\_\_\_ If not, which are unheated \_\_\_\_\_  
Apparent Conditions of Heating Plant. Specify \_\_\_\_\_

10. Condition of Interior: Very Good ☐ Good ☐ Fair ☐ Poor ☐  
Indicate any unusual conditions of walls, floors, ceilings, plumbing or electrical items, etc. \_\_\_\_\_

11. Condition of Exterior: Very Good ☐ Good ☐ Fair ☐ Poor ☐  
Indicate any unusual conditions of porches, doors, walls, foundations, roof, yard, lawns, shrubbery, etc. \_\_\_\_\_

12. Condition of Neighborhood:  
Very Good ☐ Good ☐ Fair ☐ Poor ☐  
Indicate: (1) General Appearance; (2) Type House Predominant in Block, Unusual Traffic Situations, etc. \_\_\_\_\_

13. Are there any Conditions which Might be Unusually Hazardous to Small Children, i.e., Steep, Unprotected Stairs, Flimsy Railings, etc.? \_\_\_\_\_

14. Is there any reason, not reported above, why this property might not be suitable for residential use by a large low-income family? \_\_\_\_\_

15. Acceptability Determinations:  
Coordinator: \_\_\_\_\_ Tentatively Approved ☐ Rejected ☐  
Remarks \_\_\_\_\_  
Site Acquisition Officer: (Price, Location, etc.) \_\_\_\_\_ Tentatively Approved ☐ Rejected ☐  
Date Referred \_\_\_\_\_ Date of Report \_\_\_\_\_  
Remarks \_\_\_\_\_  
Maintenance Engineering: (Equipment Conditions) \_\_\_\_\_ Tentatively Approved ☐ Rejected ☐  
Date Referred \_\_\_\_\_ Date of Report \_\_\_\_\_  
Remarks \_\_\_\_\_  
Housing Division: (Report Attached) \_\_\_\_\_ Date Referred \_\_\_\_\_  
Date of Initial Report \_\_\_\_\_ Date of Final Report \_\_\_\_\_  
Remarks \_\_\_\_\_

NCHA 704  
8-63

DEMONSTRATION PROJECT  
UNIT ACCEPTANCE

Address:

Intake No.

Date:

INTERIOR OF DWELLING: (For each room, check contents. Note any items which appear in need of repairs or replacement.)

INSPECTORS:

For NCHA:

For Owner:

1. BASEMENT:

Furnace: Make \_\_\_\_\_ Serial No. \_\_\_\_\_ Filter \_\_\_\_\_ Flue \_\_\_\_\_

Hot Water Heater:

Make \_\_\_\_\_ Serial No. \_\_\_\_\_ Model No. \_\_\_\_\_ Capacity \_\_\_\_\_

Gas Meter Reading \_\_\_\_\_ Electric Meter Reading \_\_\_\_\_

Laundry Tubs (No.) \_\_\_\_\_ Doors to Outside (No.) \_\_\_\_\_ Plugs (No.) \_\_\_\_\_

Electric Fixtures (No.) \_\_\_\_\_ Interior Doors (No.) \_\_\_\_\_ Outlets (No.) \_\_\_\_\_

Other: \_\_\_\_\_

Repairs or Replacement \_\_\_\_\_

2. KITCHEN:

Range: Make \_\_\_\_\_ Serial No. \_\_\_\_\_ Model No. \_\_\_\_\_ No. Top Burners \_\_\_\_\_

Operation of Oven Control \_\_\_\_\_

Condition of:

Top Grates \_\_\_\_\_ Oven Door \_\_\_\_\_ Oven Door Handle \_\_\_\_\_

Oven Lining \_\_\_\_\_ Boiler Door \_\_\_\_\_ Boiler Door Handle \_\_\_\_\_

Refrigerator:

Make \_\_\_\_\_ Serial No. \_\_\_\_\_ Model No. \_\_\_\_\_ Temp. Control \_\_\_\_\_

Condition of:

No. of

Door Gasket \_\_\_\_\_ Racks \_\_\_\_\_

Door Handle \_\_\_\_\_ Ice Trays \_\_\_\_\_

Evaporator Unit \_\_\_\_\_

Sink Unit:

Tubs (No.) \_\_\_\_\_ Plugs (No.) \_\_\_\_\_ Taps (No.) \_\_\_\_\_ Strainers (No.) \_\_\_\_\_

Wall Cabinets: (No.) \_\_\_\_\_ Doors (No.) \_\_\_\_\_ Shelves (No.) \_\_\_\_\_

Floor Cabinets: (No.) \_\_\_\_\_ Doors (No.) \_\_\_\_\_ Drawers (No.) \_\_\_\_\_ Shelves (No.) \_\_\_\_\_

Electric Fixtures (No.) \_\_\_\_\_ Outlets (No.) \_\_\_\_\_

Doors: Outside (No.) \_\_\_\_\_ Inside (No.) \_\_\_\_\_

Windows (No.) \_\_\_\_\_ Screens (No.) \_\_\_\_\_ Storms (No.) \_\_\_\_\_ Shades or Blinds (No.) \_\_\_\_\_

Other: \_\_\_\_\_

Repairs or Replacement \_\_\_\_\_

(cont'd)

3. BATHROOM:		No. 1	No. 2	No. 3
Bath Tub:	Taps	_____	_____	_____
	Plugs	_____	_____	_____
	Showerheads	_____	_____	_____
Shower:	Taps	_____	_____	_____
	Showerheads	_____	_____	_____
Toilet:	Seat	_____	_____	_____
	Tank Cover	_____	_____	_____
Basin:	Taps	_____	_____	_____
	Plugs	_____	_____	_____
	Strainers	_____	_____	_____
		_____	_____	_____
Medicine Cabinet		_____	_____	_____
Mirror		_____	_____	_____
Towel Bars (No.)		_____	_____	_____
T. P. Holder (No.)		_____	_____	_____
Glass Holder		_____	_____	_____
Window		_____	_____	_____
Shade		_____	_____	_____
Screen		_____	_____	_____

Other: \_\_\_\_\_

Repairs and Replacement: \_\_\_\_\_

4. OTHER ROOMS:									
Other Rooms	No. Windows	No Shades or Blinds	No. Screens	No. Storms	No. Doors to Outside	No. Doors Interior	No. Elec. Fixtures	No. Elec. Outlets	No. Closet Rods

Other (Note room in which located): \_\_\_\_\_

Repairs and Replacement (Note room in which located): \_\_\_\_\_

(cont'd)

**EXTERIOR OF DWELLING:**

5. **DOORBELLS OR KNOCKERS:** (No.) \_\_\_\_\_

6. **YARDS:**

Yards	Type Fencing	No. Shrubs Trees, Etc.	Clothes Posts	Garage	Trash Cans	Other Storage Specify
Front						
Left Side						
Right Side						
Back						

Other: (specify location) \_\_\_\_\_

Repair or Replacement: \_\_\_\_\_

**ACCEPTANCE:**

For National Capital Housing Authority (Signature and Title):	Date: :
Remarks:	
For Owner (Signature):	Date: :
Remarks:	

NATIONAL CAPITAL HOUSING AUTHORITY  
Washington, D.C. 20430

Response to Offerings  
After  
Demonstration Program Completed

Dear

We certainly appreciate your offer to lease \_\_\_\_\_  
for the special Demonstration Program for housing large displaced families.  
We regret however that we cannot consider it at this time because we have  
already leased the fifty houses authorized by the grant from the Housing  
and Home Finance Agency.

It is quite possible, that as a result of experience the program  
may be extended. Should this develop, we will be happy to contact you  
concerning this house and any others which may be available for  
consideration.

Very Sincerely,

HAMILTON SMITH  
Project Coordinator

1/64

NCHA-706 7-63 National Capital Housing Authority INITIAL FAMILY PROFILE		NCHA Application No.	NAME			
		Date Referred	Date Returned			
1. APPLICATION AND DISPLACEMENT RECORD		Date Original Application	Latest Certification Date			
		Date Initial Displacement	Total Displacements			
2. PRESENT FAMILY HOUSING NEEDS	No. Adults	No. Child. under 12	No. Child. over 12			
	Net Family Income (MO) \$	Size Unit Needed	Rental Needed			
3. FAMILY CHARACTERISTICS	Marital Status and Date	If married are both partners present?				
4. PRESENT HOUSING CONDITIONS	Address	Phone (or neighbors)	Date moved to this address:			
	Unit Rented or Owned	Current Mo. Rental & Util.	Total Shelter Cost			
	No. Rooms	No. Bedrooms	No. Other Sleeping Rooms			
	Bath Private?	Kitchen Private?	Living Space Shared?			
Are all family members presently living in household? (Specify arrangements)						
Other comments on housing.						
5. POTENTIAL FOR DEMONSTRATION      Observations re special problems observed, housekeeping standards, etc.						
6. FAMILY COMPOSITION (include all members who will live in demonstration housing)						
Name	Rel. to Head	Sex	Birth Date	Place of Birth	Present or or High. School Gr.	Is person presently at home (specify whereabouts)
a (Head)						
b						
c						
d						
e						
f						
g						
h						
i						
j						
k						
l						
m						
n						

## 7. CURRENT EMPLOYMENT SITUATION (exclude school children except where employed part time)

Name	Occupation	Place Employed	No. Hrs. Per Week	Salary Per Week	How Long on Job	Unemployed (Date Job Ended)	House Wife	Other

For family members on current job less than three years give previous employment:

Name	Occupation	Place of Employment	Weekly Salary	How Long on this Job?	Other Kinds of Jobs held last 3 Yrs.	Mos. Unemp. During Last 3 Yrs.

## 8. OTHER SOURCES OF FAMILY INCOME NOT LISTED ABOVE

Source	Amount	How Often Received	Member Receiving

## 9. ASSIGNMENT SUMMARY

Date	Lease No.	Address
Rent paid: By Tenant <input type="checkbox"/>	By NCHA <input type="checkbox"/>	

## 10. OTHER PERTINENT INFORMATION

Social Worker (Signature)

Date

Dwelling Unit Inspection

INSTRUCTIONS FOR HOUSEKEEPING RATINGS

Definitions used in Housekeeping Ratings:

- Excellent Floors and equipment are clean, in good repair; there is neatness and order inside and outside the unit.
- Good The dwelling is reasonably clean and orderly throughout, even though there may be a certain amount of disorder.
- Fair There is general disorder and some accumulated dirt. A few "poor" conditions and minor deficiencies checked. Extra effort on part of tenant needed Follow-up inspections
- Unsatisfactory The dwelling exhibits general neglect and indifference. There is marked disorder, dirt accumulations, offensive odors, and abuse of property. Health and fire regulations may be violated. "Poor" conditions prevalent.

Check each item, noting minor deficiencies (M.D.) or unsatisfactory (U) unless unit would obviously rate good or excellent.

Minor Deficiencies (M.D.)		Unsatisfactory (U)
1. Walls	Soiled - not entirely tenant's fault. Paint and woodwork in poor condition.	Defaced with grease or smoke. No apparent effort to clean.
2. Floors	Littered, but show evidence of some care.	No evidence of proper cleaning. Serious neglect. Broken.
3. Stove	Smears and some grease evidence.	Caked on top with grease and spilled food; burned and stained.
4. Sink	Soiled and smeary.	Stained and dirty due to lack of regular cleaning.
5. Bathroom	Soiled, broken fixtures, odors.	Stained and dirty. Broken fixtures, odors.
6. Windows	Dim or dusty - Shades or curtains soiled	Dirty windows; Screens cut or out; Shades missing or torn.
7. Yard	General litter.	Grass and weeds uncut; garbage can in poor condition.
8. Remarks	Note hazardous or unhealthy conditions; careless litter of paper, clothes strewn about, mattresses grimy, reported infestation.	Rags and boxes piled around heater; unreported defects of wiring; gas connection, etc.; mattresses soiled; offensive odors; refuse left around; unreported infestation; no bedding

# NATIONAL CAPITAL HOUSING AUTHORITY

WASHINGTON 25, D. C.

Name \_\_\_\_\_

Lease No. \_\_\_\_\_

Dear Tenant:

This is to notify you that your dwelling was inspected today by the undersigned. The items checked below are for your information.

	<u>Excellent</u>	<u>Good</u>	<u>Fair</u>	<u>Unsatisfactory</u>
Housekeeping	_____	_____	_____	_____
Care of Equipment	_____	_____	_____	_____
Care of Grounds	_____	_____	_____	_____

Containers:

No. missing \_\_\_\_\_ Refuse \_\_\_\_\_ Garbage \_\_\_\_\_

Presence of household vermin:

Roaches \_\_\_\_\_ Bedbugs \_\_\_\_\_ Other \_\_\_\_\_

REMARKS

Project Coordinator

NATIONAL CAPITAL HOUSING AUTHORITY  
Washington, D.C. 20430

Dear

This will confirm our telephone call of \_\_\_\_\_  
concerning the following item or items:

Please advise us when the work is completed. The attached duplicate  
copy can be used for this purpose or a telephone call will suffice.

Thanks,

HAMILTON SMITH  
Project Coordinator

NCHA 712  
12/64

NATIONAL CAPITAL HOUSING AUTHORITY  
Washington, D.C. 20430

Dear

The inspection of your property at \_\_\_\_\_ by the D.C. Housing Division revealed certain deficiencies or violations. As a requirement of the lease agreement, all properties accepted for the Demonstration Program must meet the code standards determined by the Housing Division throughout the period of the lease. If you have any questions concerning the items yet pending, be sure to call Mr. Carl Hammermeister, D.C. Housing Division, NA 8-6000, Extension 635.

Please, therefore, notify us of the date these items will be corrected. Your prompt attention is most important and will certainly be appreciated.

Thanks,

HAMILTON SMITH  
Project Coordinator  
382-2048

# APPENDIX I

## Previous Housing Occupied by Demonstration Project Families

Most of the families accepted for housing in the Demonstration Program had been living under exceedingly crowded conditions. Often a two- or three-room unit served a family of eight or more persons. In many cases the housing was also in an advanced state of deterioration. Where the housing space was adequate, the family often paid a monthly rental in excess of its financial capacity. Despite the crowded conditions, few families had been forced to share living quarters, or even bathroom and kitchens, with others.

About half of the families had waited at least 5 years for public housing. All had been displaced from former homes at least once by some form of governmental action; some had been displaced two or more times. Several families were under eviction notice at the time they were accepted in the Demonstration Program.

Of the 36 families for whom data on size of previous housing are available, 21 had been living in dwelling units with no more than 3 rooms. Three families lived in one room only; eight more occupied two-room apartments. In most cases it was necessary to use both living room and kitchen for sleeping space. Only six families had as many as six or seven rooms in their previous homes; in these cases, the families usually paid for adequate space with a monthly rental cost far in excess of their ability to do so. For example, 1 family of 14 persons, with a total monthly income of \$415, paid \$140 a month *plus* the cost of utilities to have reasonably adequate space; over one-third of its income went for shelter, subtracting from the amount available to feed and clothe such a large household. Under the Demonstration Program the monthly rental paid by this family is \$72.

Perhaps more descriptive of the extensive overcrowding and frequently bad conditions are the social worker's reports of her home visits. Some quotations from the records are indicative:

The family have been living in a dark, oppressive basement apartment since 1961 and have been told to move. The apartment consists of one bedroom, living room, kitchen and bath. A section of the living room is used as a sleeping area for the parents. There is an absence of natural light and ventilation as there are only one win-

dow and two doors in the apartment. The light and gas meters for the apartment building are located in their living room. Mr. ——— advised that the entire family contracted colds intermittently from the dampness of the apartment, particularly during the fall and winter months.

Their home consists of one very small bedroom, kitchen, and bath being shared. The room is so small that it can hold only a dresser, crib, and a double bed. Two of the children sleep in the crib and mother and other two children sleep in the bed. (Father works at night and uses the bed during the day.)

Their home is exceptionally small for eight people. Specifically it consists of two tiny rooms, one being a living-bedroom for the boys with parents and the remaining three girls in the other room. The kitchen can barely hold one person hence it is doubtful family can sit down to a meal together. The home was comparatively straight and neat considering the lack of space.

The ——— family when displaced from a former residence were unable to find living quarters within their means. Mr. ———'s coworker offered to rent him present living quarters. The front serves as a bedroom-living room for parents and five children. A small passageway is the kitchen area without benefit of cabinets, sink, etc. The family bathes and washes dishes in two deep laundry tubs adjacent to a closeted (poor working) toilet (consisting only of a commode). The back of the basement has an improvised cloth—screenlike arrangement in front of a single bed which is the bedroom area for two girls. Despite these conditions, parents and children appeared to have fairly pleasant dispositions and parents spoke in a matter-of-fact way about their physical living hardships. The basement was neat and as clean as could be kept. Numerous unsuccessful efforts have been made to rid the basement of the roaches.

This family resides on a short street wherein all the houses are very deteriorated. Their home is in need of major repairs in that it is drafty, damp, needs paint, etc. (Living room) serves as bedroom for parents and two children \* \* \* Eight children share one bedroom, containing a folding cot and two full-sized beds.

Mr. and Mrs. ——— and seven children reside in an urban renewal area where a highway is in the building process \* \* \* They have been pressured to move as soon as possible so that the gas and electricity can be cut off \* \* \* As I approached the house I could see that the

demolition process is only half a block from where the family resides. Another factor has developed in that alcoholics are using the vacant apartments as bathrooms \* \* \* (The family) have been so discouraged with housing that they have visualized only two possibilities: placement in a demonstration house or placement of children at Junior Village and parents residing with relatives \* \* \*.

Despite overcrowding, only four of the families for whom full information was available were sharing living space with other households in pre-demonstration housing. For these four, however, the need for adequate housing was especially acute. In one case, relatives of the family who had taken them in when they were evicted from previous

housing had thereby placed themselves in jeopardy of eviction for overcrowding their own quarters.

### **Length of Time on Waiting List**

Most of the families accepted for the Demonstration Program were already well known to the National Capital Housing Authority. Of the 37 families for whom these data were available, about half had first applied for public housing at least 5 years before the Demonstration Program was initiated and had been certified as eligible. One family had actually had its application on file since 1952; two more had been waiting since 1954, and four families since 1955. Only five families had applied for public housing as recently as 1962.

# APPENDIX J

## Final Report: Demonstration Project—Family and Unit Selection

	Family composition			Income admission <sup>1</sup>	Gross			Unit size, number of bedrooms
	Adults	Minors	Total		Tenant rent at admission	Rent to landlord	Difference	
1	1	6	7	\$5, 133	\$100	\$135. 00	\$35. 00	5
2	2	5	7	5, 451	104	135. 00	31. 00	4
3	2	5	7	3, 359	64	132. 50	68. 50	4
4	2	6	8	3, 210	62	135. 00	73. 00	4
5	2	8	10	2, 175	50	125. 00	75. 00	5
6	2	6	8	4, 204	82	147. 00	65. 00	5
7	2	5	7	4, 600	88	132. 50	44. 50	4
8	2	5	7	4, 522	88	115. 00	27. 00	4
9	2	5	7	3, 823	74	155. 00	81. 00	4
10	2	8	10	2, 900	54	132. 50	78. 50	4
11	1	9	10	855	45	152. 50	107. 50	6
12	2	4	6	5, 297	102	135. 00	33. 00	4
13	2	9	11	1, 800	42	157. 50	115. 50	5
14	2	6	8	2, 740	52	130. 00	78. 00	4
15	2	4	6	2, 720	52	117. 50	65. 50	3
16	2	10	12	-----	115	152. 50	37. 50	6
17	2	4	6	4, 509	88	135. 00	47. 00	4
18	2	5	7	3, 223	62	130. 00	68. 00	4
19	2	7	9	3, 959	76	132. 50	56. 50	5
20	2	6	8	2, 500	46	135. 00	89. 00	4
21	2	4	6	4, 880	94	120. 00	26. 00	4
22	2	5	7	5, 015	98	132. 50	34. 50	4
23	2	4	6	4, 000	76	130. 00	54. 00	4
24	2	5	7	4, 523	88	150. 00	62. 00	4
25	2	7	9	3, 450	66	130. 00	64. 00	4
26	2	9	11	4, 047	78	135. 00	57. 00	6
27	2	4	6	2, 910	88	120. 00	32. 00	4
28	2	5	7	2, 994	56	135. 00	79. 00	4
29	2	5	7	3, 368	73	140. 00	67. 00	4
30	2	5	7	2, 140	39	145. 00	106. 00	4
31	2	4	6	3, 110	60	150. 00	90. 00	4
32	2	8	10	4, 598	88	150. 00	62. 00	5
33	2	5	7	3, 900	74	135. 00	61. 00	4
34	2	6	8	4, 180	85	155. 00	70. 00	4
35	2	7	9	5, 298	102	150. 00	48. 00	5
36	2	4	6	2, 120	39	135. 00	96. 00	4
37	2	12	14	3, 785	72	152. 50	80. 50	7
38	2	8	10	2, 507	48	155. 00	107. 00	5
39	2	6	8	3, 530	68	130. 00	62. 00	4
40	2	4	6	3, 564	72	135. 00	63. 00	4
41	2	7	9	3, 150	61	132. 50	71. 50	4
42	2	5	7	3, 769	62	132. 50	60. 50	4
43	2	6	8	-----	82	135. 00	53. 00	4
44	2	7	9	3, 709	72	160. 00	88. 00	5
45	2	5	7	2, 415	45	132. 50	87. 50	4
46	2	11	13	5, 982	114	175. 00	61. 00	6
47	2	4	6	3, 456	66	125. 00	59. 00	4
48	2	5	7	3, 200	60	135. 00	75. 00	4
49	1	7	8	2, 800	52	142. 00	90. 00	5
50	2	7	9	2, 408	76	150. 00	74. 00	5

<sup>1</sup> After exemptions for minors of \$100 each.