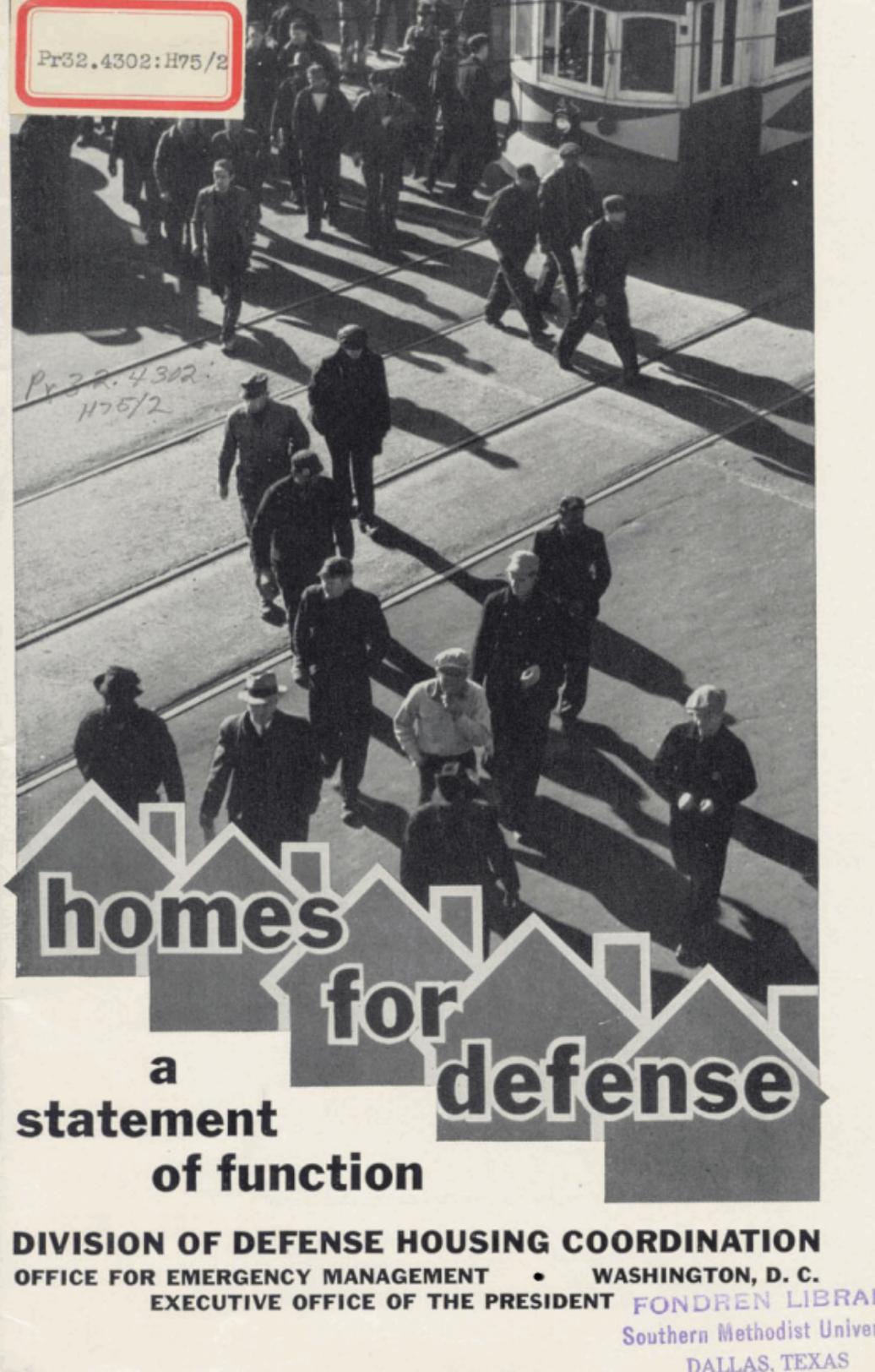


Pr32.4302:H75/2

Pr 32.4302:  
H75/2



**homes**  
**for**  
**defense**

**a**  
**statement**  
**of function**

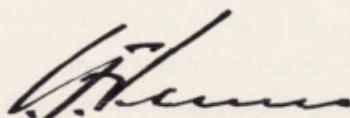
**DIVISION OF DEFENSE HOUSING COORDINATION**  
**OFFICE FOR EMERGENCY MANAGEMENT • WASHINGTON, D. C.**  
**EXECUTIVE OFFICE OF THE PRESIDENT**

FONDREN LIBRARY  
Southern Methodist University  
DALLAS, TEXAS

FONDREN LIBRARY  
Southern Methodist University  
DALLAS, TEXAS

*Cover photograph from Farm Security Administration*

“FOR THE PRESENT, HOWEVER, OUR MINDS AND OUR STRENGTH MUST BE DEVOTED TO THE PRESERVATION OF ALL WE CHERISH IN THIS FREE LAND OF OURS. PROVISION OF ADEQUATE SHELTER FOR OUR DEFENSE WORKERS AND FAMILIES OF OUR ENLISTED PERSONNEL WILL AID MATERIALLY IN THIS OBJECTIVE. THAT IS OUR JOB—THAT IS OUR DUTY.”



C. F. PALMER,  
Coordinator of Defense Housing.

**DIVISION OF DEFENSE HOUSING COORDINATION**  
**OFFICE FOR EMERGENCY MANAGEMENT**  
**EXECUTIVE OFFICE OF THE PRESIDENT**

FONDREN LIBRARY  
Southern Methodist University  
DALLAS, TEXAS

# CONTENTS

	Page
<b>TODAY WE BUILD FOR DEFENSE</b>	<b>7</b>
<b>"No Defense Activity Shall Be Retarded"</b>	<b>7</b>
<b>The Executive Order</b>	<b>8</b>
<b>FINDING HOUSING NEEDS</b>	<b>10</b>
<b>Sources of Information</b>	<b>10</b>
<b>Method of Operation</b>	<b>10</b>
<b>Transportation, Modernization, and Conversion</b>	<b>11</b>
<b>Determination of Construction Need</b>	<b>11</b>
<b>"1600 Homes" for Defense</b>	<b>12</b>
<b>DEFENSE TOWN, U. S. A.</b>	<b>13</b>
<b>The Locality Program Report</b>	<b>13</b>
<b>I. Summary</b>	<b>13</b>
<b>II. Detailed Discussion</b>	<b>13</b>
<b>III. Determination of Net Need</b>	<b>16</b>
<b>IV. Management Plans</b>	<b>20</b>
<b>THE HOUSING AGENCIES</b>	<b>21</b>
<b>FHA and FHLBB</b>	<b>21</b>
<b>Defense Homes Corporation</b>	<b>21</b>
<b>National Housing Act—Title VI</b>	<b>22</b>
<b>Public Funds</b>	<b>22</b>
<b>Progress of Construction</b>	<b>23</b>
<b>Coordinating the Program</b>	<b>23</b>

	Page
<b>SPECIAL FUNCTIONS</b>	<b>24</b>
<b>Homes Registration Offices</b>	<b>24</b>
<b>Management</b>	<b>24</b>
<b>Rents, Income Levels, Etc.</b>	<b>25</b>
<b>The Temporary Shelter Program</b>	<b>26</b>
<b>Standards</b>	<b>27</b>
<b>Local Defense Councils</b>	<b>27</b>
<b>Local Planning</b>	<b>27</b>
<b>APPENDICES</b>	
<b>Defense Housing Calendar</b>	<b>28</b>
<b>The Executive Order</b>	<b>30</b>
<b>Organization Chart</b>	<b>33</b>
<b>Staff, Advisers, Consultants</b>	<b>34</b>

**homes  
for  
defense**

## TODAY WE BUILD FOR DEFENSE

**F**ROM the Atlantic to the Pacific—from Canada to the Gulf—and in the possessions, homes are springing up for the builders of America's defense. Homes for the families of workers in factories, homes for the families of its armed forces, dormitories for single men, flying trailer *squadrons for temporary housing emergencies*—all provided under the coordinated defense-housing program.

Many of these homes are built with private capital, many erected with funds appropriated by the government. Many homes are built by the United States Housing Authority, some by the Army, some by the Navy, others by the Federal Works Agency, the Public Buildings Administration, the Farm Security Administration, the Tennessee Valley Authority, and the Defense Homes Corporation. *Local housing authorities bring the benefits of their wide community experience to bear on the defense housing program.* The Federal Housing Administration insures mortgages on homes to be occupied by defense workers. The RFC Mortgage Company advances funds for multi-unit developments for the shelter of America's defense workers. The Federal Home Loan Bank Board, through its savings and loan associations, swells the stream of credit which flows into the construction of housing for defense!

Thus during the first year of the coordinated defense housing program, public funds have been allocated for approximately 112,000 homes for defense workers. These are in addition to the thousands which have been provided by the participation of private enterprise in the program. About 85,000 of these homes for which funds were allocated have been placed under construction, and over 33,000 homes completed.

### **“No Defense Activity Shall Be Retarded”**

Defense housing began with a housing Coordinator attached to the National Defense Advisory Commission.<sup>1</sup> He was delegated to coordinate the housing resources of the government in order to bring to bear full pressure on the problem at hand. The Defense Housing Coordinator was responsible for the *uncovering of defense housing needs and for bringing these needs to the attention of that agency of the government best able to undertake their fulfillment.*

<sup>1</sup> See Defense Housing Calendar, p. 28.

This preliminary experience with a coordinated defense housing program developed the necessity for a more concerted attack on the problem if the defense housing needs of the country were to be served.

Therefore, the President of the United States on January 11, 1941, created by Executive Order within the Executive Office of the President in the Office for Emergency Management, the Division of Defense Housing Coordination. Under the Executive Order, the Division was responsible for the prevention of any let-down in the national defense program resulting from any serious lack of housing for workers and their families. By so doing, formal recognition was given to the fact that if workers were unable to find satisfactory homes or had to travel too far to and from work or if rents were too high, the defense program would suffer.

In a wider sense it was recognized also that the good health and morale of the entire population are basically necessary for national strength.

The Division does not build. It serves to centralize, unify, and direct the activities of existing government housing agencies insofar as they are related to defense housing, and in some measure, private industry. In the latter case, the Division has power only to suggest and advise.

The basic policy of the defense housing program is this—no defense activity shall be retarded because of lack of housing and no American worker shall be forced to live in substandard conditions while carrying on duties vital to the defense of his country.

## **The Executive Order**

Under the executive order and accompanying regulations, it is the responsibility of the Defense Housing Coordinator to:

1. Establish and maintain liaison between government and other agencies, both public and private.
2. Outline and define the range of the defense housing program and the principles and policies involved.
3. Analyze the needs of defense housing and, on the basis of this analysis, recommend programs to the President.
4. Facilitate the execution of such programs.
5. Keep continuously informed of the progress of defense housing programs and report regularly thereon to the President and to the several interested departments and agencies.
6. Facilitate the full use for defense purposes of existing housing accommodations in areas of defense activity.
7. Assist and cooperate with other federal and local agencies in the handling of general problems such as health services, educational facilities, etc., insofar as they relate to defense housing.
8. Coordinate housing surveys undertaken by various agencies of the government and develop sources for additional information necessary.

9. Assist in the coordination of site acquisition activities for defense housing projects.
10. Assist in the establishment of adequate standards for the development, operation, and management of defense housing projects with respect to physical characteristics, labor standards, standards of occupancy, operation, and management, including rent levels and policies.
11. Review proposed or existing legislation related to or affecting defense housing activities and recommend such additional legislation as may be necessary or desirable to assure the effective and expeditious provision of adequate defense housing facilities.

# FINDING HOUSING NEEDS

**T**O CARRY OUT the duties under the Executive Order, the Division of Defense Housing Coordination must, first of all, gather facts. An Analysis Division, therefore, is charged with the duty of accumulating the information necessary to ascertain housing needs and to program projects to satisfy them. In accomplishing this purpose, defense housing relies on a wide assortment of government and private agencies, each of which can supply information either of a special or general nature.

## Sources of Information

*Homes Registration Offices* report the status of vacancies and available housing in their areas, where such offices exist.

*Reports of plant expansions* and, in this connection, notice of placement of large government contracts which might result in such expansions, are received directly.

The *Army* and *Navy* submit statements of need for housing in the areas affected by their activities.

*State and Local Defense Councils* and their housing committees cooperate in supplying information for their districts.

Field studies are made for the Division by the *Bureau of Employment Security*, the *Work Projects Administration*, the *Bureau of Labor Statistics*, and the *Federal Housing Administration*.

The Analysis Division also reviews periodic survey information from any government agencies which may be in possession of pertinent facts, and the Regional Coordinators of the Division of Defense Housing Coordination report any information they may receive directly in the course of their trips in the field.

All these contribute to the fund of knowledge of housing needs which is necessary for the successful operation of a programming and coordinating agency, such as the Division of Defense Housing Coordination.

## Method of Operation

Before formulating a specific program for a defense area several preliminary steps are necessary, of which the foremost is a thoughtful and thorough examination of the community problem. Such examination aids materially in preventing dislocation of the normal life of the community, which is a vitally necessary consideration.

The Division gathers all available information on the amount of housing available, proposed establishment or expansion of military or industrial plants, and the amount of additional labor which must be brought in—both that which is directly concerned with such establishments or expansions, and that which is necessary to service the increased population.

In the case of military establishments, the Army or Navy provides information with the addition of other data from Federal and local sources. The Office for Emergency Management, government housing and fact-finding agencies, and local groups supply information on problems which arise in connection with defense industry. Studies of housing conditions in general, construction activity prior to and during the period of defense emergency, and available vacancies, are made in the field. On the basis of material so gathered, an estimate can be made of the amount and type of defense housing which is or will be necessary to accommodate the workers.

### **Transportation, Modernization, and Conversion Help**

The Division also considers with great care such questions as the availability of transportation facilities. Meeting the need for housing in any locality necessarily means taking into account the convenience of transportation by electric lines, railroads, and highways. It is often possible to use houses in nearby towns and cities if commutation is feasible. The Division of Transportation of the National Defense Advisory Commission reviews programs recommended by the Coordinator for possible use of dwellings made available in this manner.

Investigations are also made in each locality to determine the number of large buildings and homes which may be converted and modernized in order to increase the number of net dwelling units in the area. Modernization may be recommended, in some localities, in lieu of, or in addition to, new construction. The Federal Home Loan Bank Board and the Federal Housing Administration are actively interested in modernization, both in relation to meeting defense housing needs and in rendering the usual benefits of such remodeling to the neighborhood and community.

Vacancy surveys, preliminary to setting up registration of houses, apartments and rooms available, are made at the request of the Defense Housing Coordinator. The resulting figures are used in estimating need for new construction.

### **Determination of Construction Need**

After all possible alternatives have been studied and analyzed, the net need for new construction is ascertained. It must be determined in relation to present and future use of the houses, based on Army, Navy, and industrial

expectation, and the present and future local real estate markets. As the location of housing in relation to plants and also to the local and regional plan are of particular importance, recommendations taking this factor into account are made to the constructing agencies. Plans for locating new plants by the Army and Navy are submitted to the Coordinator for possible cooperation in producing new housing or using existing housing.

The function of determining whether or not a need can be met by private enterprise is specifically assigned to the Coordinator. The answer to this question is based on the local real estate market, present and expected development, availability of construction materials and labor, and direct advice from the Federal Housing Administration and the Federal Home Loan Bank Board. The urgency of many situations to date has caused the Coordinator to recommend immediate construction by Federal agencies with public funds, leaving a proportion of the need for private enterprise to care for. If, after a reasonable time, the private builders have not made progress in solving the problem, the program is again studied with the view of proceeding with the provision of housing with the assistance of the Federal Works Agency and the Defense Homes Corporation.

### **"1600 Homes" for Defense**

For purposes of illustration, let us suppose that in a given community the Coordinator finds there is an immediate need for 1,600 dwelling units.

It is determined that 1,500 of these units will be needed for the shelter of families of workers in defense industries. The remaining 100 units will be necessary for the families of enlisted personnel.

When a description of need has been agreed upon, a program is laid out based on the legislative and executive authority of the respective cooperating agencies. The over-all determination of the program for a specific locality is then submitted for review and comment to those offices within the Office for Emergency Management which are concerned, and to the various housing agencies. These include the service initially reporting the need, the agency which is requested to execute the construction, and the agencies which can best gauge the feasibility of private capital's participation.

After these steps, the Coordinator issues the approved Locality Program Report presenting the current recommendation for the handling of defense housing need in the community.

The report is sent to the President for his approval. Funds are made available, in the case of government building, and the specific agencies concerned take over the task of carrying out the construction.

# DEFENSE TOWN, U. S. A.

**D**EFENSE TOWN, U. S. A., a community whose suddenly expanding industry has called in thousands of workers from outside its commuting area to man the defense machines. This sudden bulge in population has created critical housing shortages. To find out the extent of such shortages, the Division of Defense Housing Coordination swings into action and prepares the Locality Program Report.<sup>1</sup>

## THE LOCALITY PROGRAM REPORT

LOCALITY PROGRAM REPORT—Defense Town, U. S. A.

This Locality Program Report supplants the Special Locality Program Report approved by the Coordinator, January 30, 1941

### I. Summary

1. **REPORT OF NEED.**—It appears that due to the construction of the new airplane factory of the Defense Aircraft Corporation, a new industry in Defense Town will result in the need for at least 1,245 family dwelling units.

2. **HOUSING SITUATION.**—It is reported that on January 27, 1941, Defense Town had a 0.7 percent vacancy ratio not including substandard dwellings; but 0.4 percent of the units for rent were under \$50 per month.

### II. Detailed Discussion

1. **REPORT OF NEED.**—The total report of need of 1,245 family dwelling units has been arrived at after several conferences with the personnel director of the Defense Aircraft Corporation. This is a new industry requiring almost entirely new personnel.

2. **DEFENSE ACTIVITY.**—The Defense Aircraft Corporation purchased the Defense Town plant of the Benson Aviation Manufacturing Company, and a large expansion program is now under way. As the additional plant facilities are now completed, the labor requirements for the operation of the plant are large.

---

<sup>1</sup> The following Locality Program Report has been taken from the files of the Division of Defense Housing Coordination and reports actual programming of defense housing needs. Only the name of the city has been omitted and the names of the companies whose expanded activities created the housing shortage. This report graphically portrays how various agencies of the Government, along with private enterprise, were marshalled to alleviate these defense housing needs.

## Recommendation for Locality Program <sup>a</sup>

Project Number	Defense Activities	Number of Fam. Units	E or C	P, Q, T or U	On or Off	When Needed	Approximate Monthly Shelter Rent	Allocation or Assignment	Construction Agency
<b>A. PROJECTS HERETOFORE APPROVED</b>									
	Aircraft workers..	300	C	Q	Off	7-1-41	\$20-30	PA 849 <sup>b</sup>	FWA.
	Aircraft workers..	200	C	Q	Off	8-1-41	35-40	DH Corp..	DH Corp.
	Total.....	500							
<b>B. TEMPORARY SHELTER HERETOFORE APPROVED</b>									
40012(T)	Aircraft workers..	50 Tr.	C	T	Off	3-10-41	-----	PA 9 <sup>c</sup> ....	FSA.
40012(T)	Aircraft workers..	200 Tr.	C	T	Off	4-10-41	-----	PA 9 <sup>c</sup> ....	FSA.
40012(T)	Aircraft workers..	200 Tr.	C	T	Off	5-10-41	-----	PA 9 <sup>c</sup> ....	FSA.
40012(T)	Aircraft workers..	200 TD.	C	---	Off	Immed.	-----	PA 9 <sup>c</sup> ....	FSA.
	Total.....	650							
<b>C. RECOMMENDATIONS FOR OTHER PROJECTS</b>									
14	Aircraft workers..	300	C	Q	Off	8-15-41	\$20-30	PA 849 <sup>d</sup> f.	FWA.
	Aircraft workers..	250	C	Q	Off	10- 1-41	20-30	Private.....	Private. *
	Aircraft workers..	195	C	Q	Off	10- 1-41	30-40	Private.....	Private. *
	Total.....	745							
These recommendations are subject to the conditions stated in Part IV									
<p>* Explanation of symbols:</p> <p>D.—Dormitory units. For workers who arrive before their families.</p> <p>Fam.—Family dwelling units.</p> <p>C.—Civilian employees of Army, Navy, or defense industries.</p> <p>T.—Temporary shelter: these units are to remain no longer than until an equivalent number of family units in permanent housing is provided.</p> <p>Q.—Considered desirable as permanent additions to the locality's housing supply, though period of use in connection with defense activity is uncertain. Projects designated as "Q" but built under PA 781 or PA 849 will probably be used for low-rental housing purposes after the emergency is over.</p> <p>Off.—Construction off present military reservation.</p> <p>Tr.—Trailers.</p> <p>PA—Public Act—PA 849 enacted by 76th Congress; PA 9 enacted by 77th Congress.</p> <p>FWA—Federal Works Agency.</p> <p>DH Corp.—Defense Homes Corporation.</p> <p>FSA—Farm Security Administration.</p> <p><sup>b</sup> Presidential finding Feb. 3, 1941.</p> <p><sup>c</sup> Presidential finding Mar. 18, 1941.</p> <p><sup>d</sup> Finding of need by the President May 2, 1941.</p> <p>* By virtue of the Presidential finding dated Apr. 9, 1941, the financing provisions of Title VI of the National Housing Act are available in this area.</p> <p>f Subject to the availability of funds.</p>									

3. LABOR REQUIREMENTS AND SUPPLY.—The Defense Aircraft Corporation reported on March 1, 1941, that a peak employment of from 7,000 to 7,500 workers will be reached by the latter part of September 1941. This will represent an increase of from 6,000 to 6,500 workers since September 1940 at which time approximately 1,000 aircraft workers were employed.

It is estimated that about 2,300 of the new workers will be imported from outside the commuting area. It is estimated that at least 50 percent of these importees will be married and require housing. It appears that the minimum wage will be 50 cents an hour for a forty-hour week for nonproductive employees, of whom there will be a small number.

Productive employees will start in at 50 cents an hour for a forty-hour week for the first two months of service, then receive 55 cents per hour for the next four months; 60 cents per hour for the following two months; and 62.5 cents per hour per month thereafter. This classification will probably total about 75 percent of the workers. Skilled workers will receive \$1.10 and \$1.25 per hour for a 40-hour week.

#### 4. HOUSING SITUATION.—

**General Description:** The Bureau of the Census reports that Defense Town had a population of 167,402 people on April 1, 1940, an increase of 8.8 percent during the last decade, and the County had increased 15.4 percent during the same period, having a total population of 257,267 people.

Defense Town combines the advantage of ready access to many raw materials, plus its position as the commercial capital of the South, which makes it the logical distribution center for a wide area. Located in the center of the richest agricultural section, it has become the natural market for grain, garden products, fruits, meat, and dairy products. Industrial development of the city has been well diversified, but cellophane and rayon are of primary importance among the products of the metropolitan area.

**Vacancies:** According to the April 1, 1940, Housing Census, there were 1,635 vacant family dwelling units for sale or for rent in Defense Town, a 3.4-percent vacancy ratio. In the County there were 2,520 family dwelling units for sale or rent—a 3.6-percent vacancy ratio.

On November 4, 1940, the Defense Town Housing Authority reported that its survey of 25,711 dwelling units in the predominantly substandard housing areas of Defense Town revealed that 19,198 units were substandard in character. Out of 13,159 of these dwellings for which the tabulations and data were available, 890 units were vacant and 808 of these were definitely substandard.

The Defense Aircraft Corporation reported on March 4 that the latest information derived by the Defense Town Housing Authority survey, the Defense Aircraft Housing Department Survey, and the real estate board shows that on January 27, 1941, there was a 0.7-percent vacancy in Defense Town not including substandard dwellings. Only 0.4 percent of the units for rent were under the rate of \$50 per month. It must be remembered that approximately one-third of the population of Defense Town is colored, and in all probability a large part of the vacancies are in the colored sections and not available or acceptable as housing for the white workers to be imported into the area.

**Public Housing:** There are two public-housing projects in Defense Town which are being constructed under loan agreements between the USHA and the Defense Town Housing Authority. One of the projects consists of 386 units and the other consists of 480 units. Neither of the projects is to be used for defense housing purposes.

**New Construction:** The Bureau of Labor Statistics reports that building permits for 1,032 dwelling units, including 689 USHA-aided housing project units, were issued in Defense Town during the first eleven months of 1940, and building permits for 1,325 units were issued in all of the County during the first nine months of 1940.

It is reported that large-scale construction is limited to four operative builders who can handle about 100 houses each per year. During 1940 when it was estimated that the construction industry was operating at a maximum efficiency, one of these builders constructed 107 homes and the others built far less than that number.

During the period 1922 to 1929 an average of about 600 homes were constructed in Defense Town, but during the last decade private construction fell well below that average. This would seem to indicate that private enterprise does not have the capacity or cannot be expected to supply all of the housing needed for defense workers, and at the same time meet normal housing requirements.

### **III. Determination of Net Need**

The number of units as programmed in Locality Program Reports 1 and 2, their tentative rental schedules, and their allocation are as follows:

(a) 300 family dwelling units for families of civilian aircraft workers, proposed for construction by the FWA under PA 849, for which tentative and approximate rentals are as follows:

300 units at \$20-30 monthly shelter rent.

(b) 200 family dwelling units for families of civilian aircraft workers,

proposed for construction by the Defense Homes Corporation, for which tentative and approximate rentals are as follows:

200 units at \$35-40 monthly shelter rent.

(c) 200 demountable dormitory units for civilian aircraft workers.<sup>1</sup> These are to remain no longer than until an equivalent number of family units in permanent housing is provided. (See Locality Program Report No. 2 (TS-1; Temporary Shelter) dated March 11, 1941, and approved by the President March 18, 1941.)

(d) 450 trailers to accommodate 450 families of civilian aircraft workers. These are to remain no longer than until an equivalent number of family units in permanent housing is provided. (See Locality Program Report No. 2 (TS-1; Temporary Shelter) dated March 11, 1941, and approved by the President March 18, 1941.)

(e) In consideration of the report cited above and the housing presently available, it appears that a program of at least 745 family dwelling units in addition to those programmed in Locality Program Reports Nos. 1 and 2 should now be provided in Defense Town for aircraft workers.

The number of units, their tentative rental schedules, and their allocation in the same order as tabulated in "C" of Part II are as follows:

300 family dwelling units for families of civilian aircraft workers proposed for construction by the FWA under PA 849 for which tentative rentals are approximately as follows:

300 units at \$20-30 monthly shelter rent.

These units considered desirable as permanent additions to the locality's housing supply, though period of use in connection with defense activity is uncertain. These units designated as "Q" but built under PA 781 or PA 849 will probably be used for low rental housing purposes after the emergency is over.

(f) 250 family dwelling units for families of civilian aircraft workers, proposed for construction by October 1, 1941, by private enterprise, for which tentative rentals are approximately as follows:

250 units at \$20-30 monthly shelter rent.

(g) 195 family dwelling units for families of civilian aircraft workers, proposed for construction by October 1, 1941, by private enterprise, for which tentative rentals are approximately as follows:

195 units at \$30-40 monthly shelter rent.

<sup>1</sup> For workers who arrive before their families.

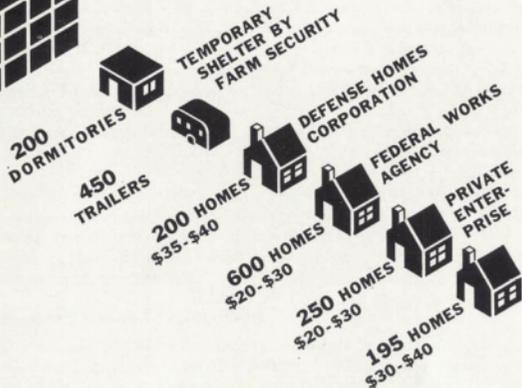
# "DEFENSE TOWN" ITS HOUSING PROBLEM



**NEEDED!**

**ADDITIONAL HOMES FOR  
1,445 WORKERS**

**1,245 FAMILIES AND  
200 SINGLE MEN**



**THE COORDINATED PROGRAM**

#### **IV. Management Plans**

The recommendations for the Government housing projects contained in this Locality Program Report necessarily cannot include, in the present stage of these projects, plans for management, except tentatively with respect to rental range and intended type of occupants. Therefore, this Report contemplates that the agency to which management of a government project is assigned will transmit to the Coordinator for clearance, at least 60 days prior to initial occupancy, specific proposals for the management thereof.

## THE HOUSING AGENCIES

**M**OST of the tools with which the Housing Coordinator works in meeting the established shelter needs were already in existence when the present emergency arose. Their powers in some cases have been expanded or altered to enable them to deal more readily with the defense housing problem.

### **FHA and FHLBB**

The Federal Housing Administration, by its insurance system, has induced billions of dollars of private capital to emerge from its frozen state for investment in small home mortgages. FHA continues to be used in the present program, using its normal authority and methods as an adjunct to the work that private industry must perform, which is that of supplying that portion of the demand which comes from workers who can pay commercial rents or corresponding purchase payments and where the need is considered permanent.

The Federal Home Loan Bank Board and member or nonmember building and loan associations also continue to supply a credit reservoir for private building.

Although private enterprise, with the aid of governmental credit establishments, has made notable strides during recent years in overcoming the housing shortage resulting from the lean building years of the early 1930's, it became apparent that more direct measures had to be taken to meet the present defense emergency.

### **Defense Homes Corporation**

The first aid of this kind to private industry was the Defense Homes Corporation, chartered by the Reconstruction Finance Corporation with \$10,000,000 capital allocated by the President from his emergency funds, reimbursed under the terms of the Lanham Act. DHC operates in areas in which extra hazards in the defense program put a damper on private investment and development. It builds, however, only for those families able to pay a self-liquidating economic rent. With FHA insuring mortgages on these developments up to 80 percent of appraised value of properties, this measure without additional equity funds makes possible a total investment of \$50,000,000 in defense housing.

## **National Housing Act—Title VI**

In addition to its well-established function mentioned earlier, FHA was charged with the administration of the new Title VI provision of the National Housing Act. Title VI has been specifically designed to encourage private industry to build defense dwellings with speed. It is a liberalization of the ordinary FHA mortgage insurance policy, permitting operative builders to obtain insurance on mortgages covering 90 percent of a total development cost, and enables them to either sell or rent homes to workers who have been unable to accumulate the down payment necessary under ordinary FHA operations.

Although a portion of the defense housing needs can be cared for through the operation of private industry, supplemented by such assistance in doubtful areas as is given by the DHC and Title VI under FHA, much of the necessary housing is of such nature that private capital cannot or will not build. Housing, however, must be provided for defense workers even though they are unable to pay a commercial rent. Workers in areas which have expanded their population tremendously, and solely because of the defense effort, must be housed for the duration of their stay in such areas, though it is possible that the housing will not be needed when the emergency is over. Public funds must be used to meet such needs.

### **Public Funds**

To provide such shelter Congress has authorized the expenditure of \$290,000,000 through the Federal Works Agency, which administers the Lanham Act. In carrying out the provisions of this Act the Federal Works Agency is authorized to make use of other government agencies or local housing authorities. Thus far FWA has utilized chiefly the Public Buildings Administration and the United States Housing Authority. It is expected that the local housing authorities will be used in defense construction more and more generally. FWA also uses the facilities of the Farm Security Administration of the Department of Agriculture, particularly in connection with highly temporary shelter requirements.

Complementing this public program are the building activities of the Army and Navy for which \$100,000,000 was made available under Public Act 781. This fund is being used to build homes almost entirely for families of enlisted personnel and civilian employees of the Army and Navy. The Army has utilized Public Buildings Administration as agent for most of its housing construction under this Act. The Navy has conducted its own building through the Bureau of Yards and Docks.

Rounding out this over-all picture of dwelling construction is the contribution in the form of streets, sewers, and other utilities which is being made by the Work Projects Administration.

When the locality program is approved by all agencies, the designated agency accepts the responsibility for the planning, design, and construction of its allocated projects, and the burden of execution rests upon it. Then the agency proceeds as it is authorized to do by its own legislative authority.

## **Progress of Construction**

The Division of Defense Housing Coordination continues interest in the progress of the construction and the reporting of such progress to the public. Uniform reports are developed to accompany public statements of progress for the information of all concerned.

While the actual construction of projects is the responsibility of the cooperating housing agencies, it is necessary for the Division of Defense Housing Coordination to maintain constant observation of the project development to expedite production. The progress reporting and project expediting system, which pertains to all federally financed defense housing construction, including temporary shelter, was designed to achieve this purpose.

It is the Regional Coordinator's task to interpret information obtained prior to the presidential approval of the locality program to ascertain the date of needed project completion. Where housing is planned for a locality in which a new industrial plant is being erected, completion dates of the housing should mesh as nearly as possible with the estimated date of final completion of the industrial development. Time schedules are prepared, which are used for expediting lagging projects. It is the function of the Regional Coordinators to discuss delays with the construction agencies when such delays threaten to obstruct the over-all defense effort.

## **Coordinating the Program**

When the program for any locality is approved and the agencies begin to operate, there may possibly be in action in the same area the Navy, Public Buildings Administration, United States Housing Authority (through a local authority), Defense Homes Corporation, and such private operators as may be building for the defense need. It is important that each agency know what the others are doing with regard to site selection, land acquisition, and the total effect these operations will have on the locality, especially with regard to the future plans of the locality both as a city and as a region. Because of this obvious need of coordination, arrangements have been made whereby the Director of the Land Review Division of United States Housing Authority is on loan to the Public Buildings Administration and acts as the head of an office for the clearance of sites for all of the aforementioned government agencies.

## **SPECIAL FUNCTIONS**

**A**N IMPORTANT PART of the work of the Division of Defense Housing Coordination is its responsibility to facilitate the full use of existing accommodations for persons engaged in defense activities.

### **Homes Registration Offices**

To this end the Division of Homes Registration was created within the office. It establishes a relationship between the state and local defense councils and works through the Division of State and Local Cooperation.

The Regional Coordinators and the Director of the Homes Registration Service are responsible for designating the places where Homes Registration offices are to be organized in their respective regions. A field advisor of the Division of Homes Registration is attached to each regional coordinator's office. After the organizational period, during which the field advisors work under the direction of the Director of Homes Registration, they work with the Regional Coordinator directly.

The field advisor assists state, regional, district, and local defense councils in establishing Homes Registration offices, which maintain a central file of all available rooms and family dwelling units. The offices also receive applications for dwelling accommodations and refer applicants to owners, managers, and agents. Another function of these local offices is that of reporting periodically to the Division of Defense Housing Coordination on the number of vacancies and the number and types of applications and whether the need can or cannot be met by existing vacancies.

The information thus derived is of assistance to the Division in programming new construction. Local offices supply comprehensive monthly reports to the Analysis Division through the Division of Homes Registration.

### **Management**

A coordinated defense housing program is not completely reached when construction of the total number of required units is completed. Just as important to the program is correlation of operation and management.

The Management Division of the Division of Defense Housing Coordination has discussed with all the agencies concerned problems involving the operation of defense housing projects with regard to rents, maintenance cost, requirements for admission, etc., and agreement has been reached on general policies.

The individual agencies are, in the end, responsible for management, but the Division must work with the agencies to assure smooth, successful functioning and to make certain that the defense housing will be used to fill the purpose for which it was constructed; namely, the housing of workers for defense. The Division of Defense Housing Coordination may review, in case of difficulties, the established management and act to call the attention of the agency responsible to the problem, and aid that agency in finding a solution to whatever difficulty has arisen.

Present policy on management expressed by the Division of Defense Housing Coordination is as flexible as possible. Local conditions may make certain changes necessary.

Responsibility for management rests on the individual agencies. Projects located on military reservations will be managed by the Army or Navy, and those constructed by the Navy, intended for occupancy by families of enlisted personnel, will be managed by the Navy.

Projects built by local housing authorities will ordinarily be managed by these authorities and, in addition, some projects built by the Federal Works Agency may be assigned to local housing authorities for management. Where this procedure is not feasible or where no local housing authority exists, the Federal Works Agency itself will manage the housing which it has built, unless it assigns responsibility to other federal agencies, as the Farm Security Administration, the Tennessee Valley Authority, etc.

Temporary shelter provided through the Farm Security Administration will be managed by that agency. Defense Homes Corporation projects will be managed by the Defense Homes Corporation.

It is felt that in some localities central management of all local defense housing projects built with government funds may be the wisest plan. Where a local housing authority exists, such an organization may be best qualified to act in this capacity. In other cases, the Federal Works Agency may be in a position to assume central management.

Because the local situation may have changed considerably between the time of programming the housing and the date of initial occupancy, it is necessary for the Regional Coordinator or a representative to visit the locality about 60 days prior to the occupancy date to confer with the housing manager concerning the proposed project management program.

### **Rents, Income Levels, Etc.**

These discussions include rents and income levels, relation of the project to the general local defense housing program, priorities in tenant selection, and relation of the project to housing needs created by local defense industries.

Also, the Regional Coordinator arranges a meeting for discussion of management problems, to be attended by representatives of all local groups affected by the program, to discuss general matters of local policy.

A schedule of rent levels and description of the proposed management program for each project should be announced by the agency in charge as soon as the Regional Coordinator has checked them. Information concerning all defense housing projects in the locality should be available in each local management office and in the local Homes Registration Office so that applicants can be directed to the most appropriate project.

## **The Temporary Shelter Program**

In certain communities the mushroom growth of population outruns the ability of any building agency to provide permanent or semi-permanent shelter. The Division's responsibility for planning clean, decent shelter for workers in new or expanded defense industries, however, remains.

Where this enormous population increase occurs with such speed that the housing need reaches critical proportions requiring immediate action, the Division employs its temporary shelter program.

Trailers for families, portable houses, and demountable dormitories for single men are the expedient answers to an imperative need, and they comprise the temporary shelter used.

Such measures must be recognized for what they are—a purely temporary expedient to give workers decent, sanitary accommodations while more permanent housing is being built for them. Such shelter will be used only for the length of time, a few months, that is necessary for the erection of regular structures. Mobile units and most of the dormitories are managed by the Farm Security Administration.

In a statement of policy prepared by the Division, which represents the opinion of the agencies concerned, recommendations for management of temporary shelter have been made. It has been set forth that trailer rents, to include light, water, and facilities for bathing and laundry in a central building, be set at a flat \$6 to \$8 per week per unit. Dormitory rents would include heat, light, bathing facilities, and such services as cleaning and linen changing. The suggested charge for single occupancy is \$5 to \$7, and for two in a room \$3.50 to \$5.

Trailers used for temporary shelter are new, fully equipped, and spacious. Safeguarding regulations are being developed to guard against overcrowding in either trailers or dormitories.

The procedure used by the Coordinator to determine the need for temporary shelter is a part of the general method for all defense housing.

## **Standards**

The primary consideration for defense housing is that it be erected with such speed that workers in defense industries and families of enlisted personnel will have accommodations available when they start their jobs in new communities.

Nevertheless, the homes provided must not be substandard. To this end, the Housing Standards Division was created. A manual prepared by the Division contains specific recommendations concerning the types of housing advisable, space requirements, provision for lighting and equipment, community facilities, and considerations related to protection against air raids.

## **Local Defense Councils**

It is of vital importance that the Coordinator work in closest harmony with local representation, as only through such cooperation can the Division avoid costly mistakes and delays and unnecessary revision of programs.

Perhaps the most useful variety of machinery devised for accomplishing that purpose is the Housing Committee of the State and Local Council. These Councils are organized under the Office of Civilian Defense. They are local bodies which work with State and local authorities administratively, and cooperate with Government agencies to further the national defense program.

## **Local Planning**

To begin building a volume of defense housing in a community without making every effort to relate the housing to the present and future plan of development would lead to serious difficulties involving the social and economic welfare of the community and its citizens. Wise site selection and planning will help integrate defense workers in the projects into the normal social and economic life of the community.

# APPENDICES

## Calendar of Defense Housing

**July 18**—The Advisory Commission to the Council of National Defense announced the appointment of C. F. Palmer of Atlanta, Ga., as Defense Housing Coordinator.

**August 23**—At the request of the Coordinator, the President allocated \$10,000,000 from his Emergency Funds to the RFC Mortgage Company "to assist in providing housing for persons engaged in national-defense activities in localities where the President determines that such housing is needed."

**August 28**—The first Program List, assigning to private enterprise and public agencies the development of 47,000 dwelling units, was forwarded by the Coordinator to the President and to the Advisory Commission to the Council of National Defense.

**August 30**—The President designated 10 localities where housing was to be provided under the \$10,000,000 RFC allocation, and the Coordinator requested the President of the RFC Mortgage Company to proceed.

**September 9**—The President signed the Army and Navy Appropriation Bill, Public Act No. 781. Under Section 201, which was actively supported by the Coordinator before Congress, \$100,000,000 was allocated for defense housing to the War and Navy Departments.

**September 12**—The President established procedure for allocation requests under the \$100,000,000 Army and Navy (P. A. 781) appropriation measure and directed the Secretaries of War and Navy and the Chairman of the Maritime Commission to submit all proposed projects to the Coordinator for review and recommendation as to the agency to be utilized for construction.

**September 26**—The President approved, upon recommendation by the Coordinator under Public Act No. 781, requests by the War Department, the Navy Department, and the Maritime Commission for allocations totaling \$95,340,000 and involving 110 defense housing projects for the families of 27,240 enlisted men and defense workers.

**September 30**—Procedural relationships were established between the Office of the Defense Housing Coordinator and the State Defense Councils on the subject of defense housing through the Division of State and Local Cooperation.

**October 4**—The first award of contract, with funds provided under Public Act No. 781, was made for 400 units to be constructed by the Navy at Long Beach, Calif., and 1,200 units by the Navy at San Diego.

**October 14**—The Lanham Bill sponsored by the Coordinator “to expedite the provision of housing in connection with national defense,” and which authorized an appropriation of \$150,000,000 to carry out the purposes of the Act, was signed by the President.

**October 29**—The President approved the recommendations of the Defense Housing Coordinator, naming 63 defense housing areas and the construction of 15,815 family dwelling units.

**November 1**—The first award of contract was made by the Public Buildings Administration for the Army at Fort Knox, Kentucky, for 700 dwelling units.

**November 1**—Initial occupancy was made of the first two defense housing projects to be completed under the United States Housing Authority program at Montgomery, Ala., for the Army and at Pensacola, Fla., for the Navy. This was accomplished by transfer of funds provided under Public Act No. 671.

**November 28**—A program for vacancy registrations in areas where housing shortages exist was initiated.

**December 31**—The first construction contract was awarded by the Defense Homes Corporation for the construction of “Riverside Gardens”, 164-unit project at Jacksonville, Fla., for commissioned officers of the Navy and civilian employees.

**January 11**—The Executive Order was signed by the President establishing within the Office for Emergency Management the Division of Defense Housing Coordination and appointing C. F. Palmer the Coordinator of Defense Housing to:

- a. “anticipate the need for housing” . . .
- b. “formulate and recommend to the President coordinated defense housing programs” . . .
- c. “facilitate the execution of approved housing programs” . . .

## The Executive Order

### EXECUTIVE ORDER

---

#### Coordination of National Defense Housing

BY VIRTUE of the authority vested in me as President of the United States by the Constitution and the statutes, in order to define further the functions and duties of the Office for Emergency Management of the Executive Office of the President with respect to the national emergency as declared by the President to exist on September 8, 1939, and for the purpose of providing for the effective discharge of responsibilities imposed upon me by the statutes mentioned in paragraph 1, and for assuring proper coordination of all defense housing activities, it is hereby ordered as follows:

1. The term "defense housing" as used in this order shall include all housing authorized by:

(a) United States Housing Act of 1937, approved September 1, 1937 (50 Stat. 888), as amended, so far as projects developed under the authority of this Act relate to national defense activities.

(b) Title II of the Act of June 28, 1940, 54 Stat. 676, 681.

(c) Second Supplemental National Defense Appropriation Act, 1941, approved September 9, 1940 (Public No. 781, 76th Cong.).

(d) Act of June 11, 1940, 54 Stat. 265 (including housing authorized by allocations from emergency funds available under such Act).

(e) Act of June 13, 1940, 54 Stat. 350 (including housing authorized by allocations from emergency funds available under such Act).

(f) Act of October 14, 1940, Public No. 849, 76th Congress.

2. The term "Federal housing agency" as used in this order shall include all executive departments and independent agencies; including corporations in which the United States owns all or a majority of the stock, either directly or indirectly, which:

(a) Plan, construct, or operate defense housing facilities.

(b) Grant loans or subsidies for public housing purposes.

(c) Encourage or assist the financing or construction of private housing.

(d) Conduct surveys or analyses of housing conditions and housing markets.

3. There is hereby established within the Office for Emergency Management of the Executive Office of the President, a Division of Defense Housing Coordination at the head of which there shall be a Coordinator of Defense Housing appointed by the President, The Coordinator of Defense Housing, hereinafter referred to as the Coordinator, shall perform his duties and functions under the direction and supervision of the President and shall report to the President through the Liaison Officer for Emergency Management. The Coordinator shall receive compensation at such rate as the President shall approve and in addition shall be entitled to actual and necessary transportation, subsistence, and other expenses incidental to the performance of his duties.

4. Subject to such policies, directions, and regulations as the President may from time to time prescribe, the Coordinator, in cooperation with all departments and agencies which have responsibilities for defense activities, and utilizing the services and operating facilities of Federal housing agencies to the maximum, shall perform the following duties and responsibilities:

(a) Establish and maintain liaison between the several departments and establishments of the Government and such other agencies, public or private, as the Coordinator may deem necessary or desirable, to facilitate proper coordination of, and economy and efficiency in, the provision of housing facilities essential to the national defense.

(b) Anticipate the need for housing in localities in which persons are engaged, or are to be engaged, in national defense activities, analyze reported defense housing needs; coordinate studies and surveys of Federal housing agencies in areas of national defense activity; and facilitate the full use of existing housing accommodations.

(c) Formulate and recommend to the President coordinated defense housing programs with the objective of avoiding shortages, delays, duplication and overlapping in defense housing; and advise each Federal housing agency of its part in each proposed program.

(d) Facilitate the execution of approved housing programs through private industry or through appropriate governmental agencies and take appropriate steps to eliminate obstacles which impede the expeditious provision of defense housing.

(e) Advise with private and Federal agencies in the formulation of plans, terms, rental and management policies, and other factors involved in developing and operating approved defense housing projects.

(f) Keep continuously informed of the progress of the defense housing program, and report regularly thereon to the President and to the several interested departments and agencies.

(g) Review proposed or existing legislation relating to or affecting defense housing activities and recommend such additional legislation as may be necessary, or desirable to assure the effective and expeditious provision of adequate housing facilities for persons engaged, or to be engaged, in national defense activities.

(h) Perform such other duties relating to the coordination of defense housing as the President may from time to time delegate.

5. Within the limits of such funds as may be appropriated to the Division of Defense Housing Coordination, or as may be allocated to it by the President through the Bureau of the Budget, the Coordinator may employ necessary personnel and make provision for the necessary supplies, facilities, and services. However, the Division of Defense Housing Coordination shall use insofar as practicable such statistical, informational, fiscal, personnel, and other general business services and facilities as may be made available through the Office for Emergency Management or other agencies of the Government.

FRANKLIN D. ROOSEVELT

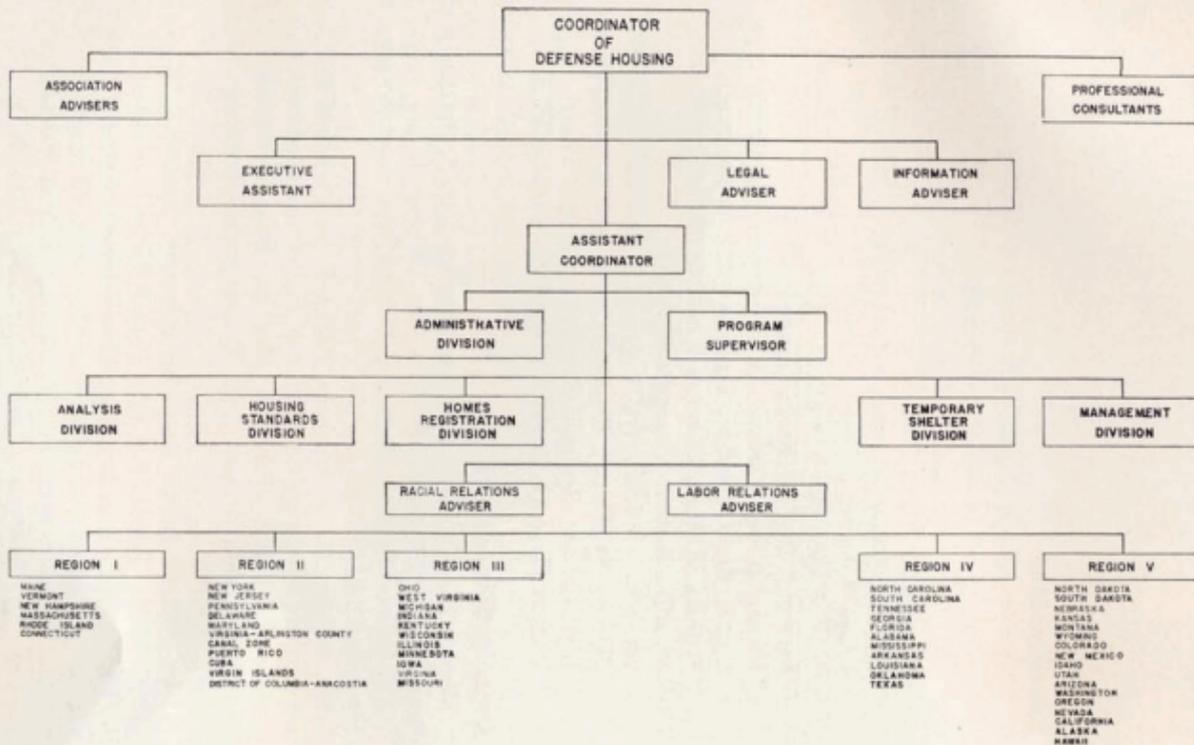
THE WHITE HOUSE,  
*January 11, 1941.*

---

#### RULES AND REGULATIONS

Rules and regulations governing the Executive Order may be obtained upon request from the Division of Defense Housing Coordination.

# DIVISION OF DEFENSE HOUSING COORDINATION



## **DIVISION OF DEFENSE HOUSING COORDINATION**

### **Executive Staff**

C. F. Palmer, Coordinator.  
Jacob Crane, Assistant Coordinator.  
Carl Henry Monsees, Executive Assistant.  
Herbert S. Colton, Counsel.  
Ferdinand Kramer, Program Supervisor.  
Davis W. Snow, Information Adviser.  
J. W. Abney, Administrative Officer.  
Samuel J. Dennis, Director, Analysis Division.  
Howard Strong, Director, Homes Registration Division.  
Carl L. Bradt, Director, Temporary Shelter Program.  
William V. Reed, Director, Standards Division.  
M. Allan Snyder, Management Adviser.  
Frank A. Vanderlip, Jr., Regional Coordinator, Region II.  
Clarence W. Farrier, Regional Coordinator, Region III.  
J. W. Cramer, Regional Coordinator, Region IV.  
Winters Haydock, Regional Coordinator, Region V.

### **Organization Advisers**

Morton Bodfish, Executive Vice President, U. S. Savings and Loan League, 333 North Michigan Ave., Chicago, Ill.

Mr. Walter Blucher, Executive Director, American Society of Planning Officials, 1313 East 60th St., Chicago, Ill.

Mr. Stanley M. Buckingham, National Association of Building Owners and Managers, 1315 Williamson Building, Cleveland, Ohio.

Miles L. Colean, Research Director, Housing Survey, The Twentieth Century Fund, 522 Transportation Building, Washington, D. C.

Miss Harlean James, Executive Secretary, American Planning and Civic Association, 901 Union Trust Building, Washington, D. C.

Herbert U. Nelson, Executive Vice President, National Association of Real Estate Boards, 22 West Monroe St., Chicago, Ill.

Mrs. Samuel I. Rosenman, Chairman, National Committee on the Housing Emergency, 6 East 45th St., New York, N. Y.

Boris Shishkin, American Federation of Labor, 9th & Massachusetts Ave. NW., Washington, D. C.

Allan A. Twichell, Technical Secretary, Committee on the Hygiene of Housing, The American Public Health Association, 310 Cedar St., New Haven, Conn.

Gardner Wales, Comptroller of the United Construction Workers Organizing Committee, Congress of Industrial Organizations, 1106 Connecticut Ave., NW., Washington, D. C.

Coleman Woodbury, Director, National Association of Housing Officials, 1313 East 60th St., Chicago, Ill.

### **Advisers**

John C. Bowers, John C. Bowers Co., 4628 Broadway, Chicago, Ill.

Harold D. Hynds, 12 Rochambeau Road, Scarsdale, N. Y.

### **Consultants**

Virgil Bankson, Consultant, Labor Relations.

David Cushman Coyle, Cosmos Club, Washington, D. C.

Ernest M. Fisher, Washington D. C.

James Ford, Lincoln, Mass.

Joseph A. Fowler, Special Consultant.

Justin Hartzog, Special Consultant.

Robert P. Taylor, Consultant, Racial Relations.



U. S. GOVERNMENT PRINTING OFFICE: 1941

FONDREN LIBRARY  
Southern Methodist University  
DALLAS, TEXAS

mal

FONDREN LIBRARY  
Southern Methodist University  
DALLAS, TEXAS

**HOMES FOR DEFENSE**  
**OFFICE FOR EMERGENCY MANAGEMENT**  
**EXECUTIVE OFFICE OF THE PRESIDENT**  
**WASHINGTON, D. C.**