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**U. S. DEPARTMENT OF LABOR
BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION**

OTTO M. EIDLITZ, Director

**REPORT
OF THE
UNITED STATES
HOUSING CORPORATION**

DECEMBER 3, 1918



**WASHINGTON
GOVERNMENT PRINTING OFFICE
1919**

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LETTERS OF TRANSMITTAL.

DEPARTMENT OF LABOR,
OFFICE OF THE SECRETARY,
Washington, December 11, 1918.

I have the honor to transmit herewith, in accordance with section 6 of the act of May 16, 1918, "An act to authorize the President to provide housing for war needs," a full and detailed report covering all of the transactions with relation to the subject matter of that act, up to and including October 31, 1918.

Very respectfully,

W. B. WILSON, *Secretary.*

The PRESIDENT,
The White House,
Washington, D. C.

BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION,
UNITED STATES HOUSING CORPORATION,
Washington, D. C., December 10, 1918.

SIR: Herewith please find report of this bureau and its various divisions, including the report of the Fiscal Division up to October 31. It was impossible to compile this report of the Fiscal Division up to a later date, because vouchers from the various contracts had to come in many cases from long distances and in two developments from the Pacific coast.

Faithfully yours,

OTTO M. EIDLITZ, *President.*

The honorable the SECRETARY OF LABOR,
Washington, D. C.

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REPORT
OF THE
UNITED STATES HOUSING CORPORATION

[Dated December 3, 1918.]

CHRONOLOGICAL STATEMENT.

October 10, 1917.—Committee appointed by Council of National Defense to advise with the various Government departments interested in the problems of housing war workers.

October 30, 1917.—Committee reported, with recommendations, to Hon. Newton D. Baker, Secretary of War and chairman Council of National Defense.

February 7, 1918.—Bill introduced in Congress for appropriation of \$50,000,000 to meet needs of "housing for war needs" of War and Navy Departments.

February 8, 1918.—Otto M. Eidlitz appointed Director of the Bureau of Industrial Housing and Transportation by the Secretary of Labor.

May 16, 1918.—Bill passed giving the President authority to form a bureau.

May 28, 1918.—Bill introduced in Congress for an appropriation of \$60,000,000 for "housing for war needs."

June 4, 1918.—Bill passed for appropriation of \$60,000,000 to be expended under the direction of the President for "housing for war needs."

June 18, 1918.—Executive order by the President delegating his authority under the act of June 4 to the Secretary of Labor.

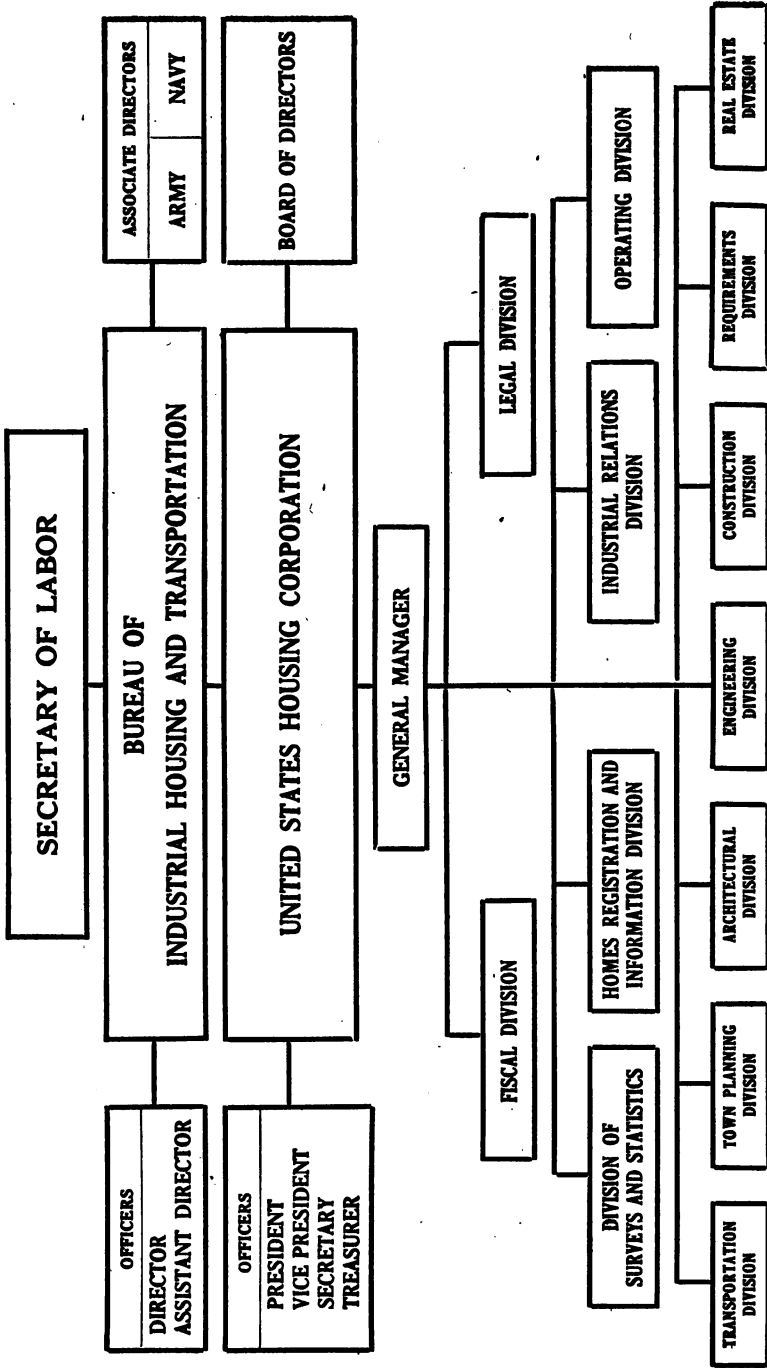
July 8, 1918.—Additional appropriation of \$40,000,000 authorized to be expended under the housing act.

July 9, 1918.—Incorporation of the United States Housing Corporation under the laws of the State of New York.

July 25, 1918.—First funds made available for disbursement by the United States Housing Corporation.

to you
ANSWER

ORGANIZATION CHART.



PRELIMINARY ORGANIZATION AND INCORPORATION.

As indicated by the foregoing statement, the housing organization began its preliminary work as the Bureau of Industrial Housing and Transportation under the Department of Labor, and this title has been continued down to the present time. Later, in July, under authority of an act of Congress, the United States Housing Corporation was formed and thereupon took over the work previously begun by the bureau, with the exception of certain minor matters where it was deemed advisable to continue in the name of the bureau. It will be noticed that the housing appropriation was not made available until July 25, 1918, and most of the work covered by this report has been done since that date.

Little need be said in the present report concerning the imperative war necessity and the unusual conditions which called these organizations into being and which justified the action of Congress in making an appropriation available for supplying housing facilities for those engaged in war industries. We believe the wisdom of its action has since been fully demonstrated by the experience of the Corporation and of the various branches of the Government immediately concerned in the production of war material and the handling of labor for that purpose.

It will be recalled that to carry out the war program, it became imperatively necessary to provide for the fast increasing numbers of industrial workers in certain localities where war contracts had been placed and to insure their remaining at their tasks. It was found that, in many of these important industrial centers, the congestion of living conditions made it practically impossible for the war industries to secure or hold the labor necessary to carry on their operations; that, chiefly as a result of the inadequate housing facilities, the labor turnover often ranged from 200 to 300 per cent a year, with the attendant financial loss, waste of time, and inefficiency. It was evident that the prosecution of the war was being materially slowed up as a consequence.

Normal peace-time expenditure in the United States for workingmen's houses has been estimated at one billion dollars a year; in 1917 the war pressure cut down the expenditures for this purpose to 10 per cent of that amount. It was found that restrictions upon building materials, the general scarcity and high cost of labor, the derangement of prices incident to the war and the consequent difficulty in securing building loans combined to discourage private investment and made Government aid imperative as a war measure.

THE VARIOUS ACTIVITIES OF THE HOUSING CORPORATION.

The function of the Housing Corporation, in attempting to meet the need thus described, has been not merely to build houses for industrial workers but to provide houses for such workers in every

manner possible, building being resorted to only when other means were clearly inadequate. Roughly speaking, the corporation has sought to meet the housing needs created by the war in industrial communities in the following various ways:

- (a) By making available to the utmost such housing facilities as were found by careful investigation to exist in or near the communities in question;
- (b) By linking up, through improved transportation, the places where labor was needed with the places capable of housing it;
- (c) By stimulating, aiding, and encouraging private capital to build;
- (d) By aiding in the distribution of labor and in the placing of war contracts in order that housing congestion might in this manner be avoided or reduced;

And finally, and only as a last resort—

- (e) By the construction and operation of houses, apartments, and dormitories.

In many communities all of these methods were employed; in others, only one or two as the conditions seemed to warrant. Applications for relief came through various channels—from civic organizations, from munition manufacturers or other contractors engaged upon war work, or from the War or Navy Department direct. But all applications were either referred to or received from the War or Navy Department, and the corporation acted only after these departments had certified to the Housing Corporation the urgency of the need, and had given a rating according to the importance of the output with relation to war manufacturing. An investigation was then made of the community applying for aid in order to ascertain all the facts bearing upon the character and extent of the relief to be afforded. The survey attempted to include an accurate and careful report of the number, kind, and condition of all local industries engaged wholly, in part, or not at all in war production; the number, classification, and earnings of their employees; the rate of labor turnover in each plant, with evidence as to its cause; the residence of the employees, local or at a distance, with schedules, rates of fare, and quality of transportation furnished the community; whether or not there was housing unavailed of in or near the community, and the general character and extent of existing housing; sanitary conditions and the state of public utilities generally; average rents and land values; available building sites; facts as to schools, churches, amusements, recreation facilities, and welfare organizations; the amount of building being done or projected by private interests; the banks and lending companies which might aid in such enterprises—and any other information which the investigators could gather to aid the corporation in gauging the housing needs of the various communities and in determining the best method of meeting those needs.

(a) HOMES REGISTRATION SERVICE.

With the facts above mentioned available, the corporation was in a position to determine which one or more of the various remedies above enumerated could best be applied in a given case. The first method to be considered and applied was the discovery of existing

housing facilities in or near the community and the enabling of war workers to find and use such facilities. This work was the function of the Homes Registration Service, so called.

The reasons for giving first importance to this work in each community were two: to build housing requires time, and speed was of the essence of our program; and the spending of public funds for housing could be justified only when it was clear that the need for housing facilities could not otherwise be met.

The point toward which the Homes Registration Service worked was complete "saturation of housing space"—that is, the occupation by war workers of all fit living accommodations within a reasonable radius of the plants, up to the point where all were suitably housed at prices commensurate with the wages earned. But varying conditions combined to make this a complex problem. One community may show a surplus of lodgings for single men, but afford scant accommodations for workers with families. A locality may supply a thousand rooms suited to the needs of the worker earning two or three dollars a day, but few rooms which would satisfy a worker earning more, and vice versa. Lodging houses may abound where the demand is heavy for boarding or housekeeping accommodations; and boarding places may be the rule in the vicinity of a plant, the labor in which, for reason of overtime or high-pressure work, requires the other system. To ascertain and, where possible, adjust and alter these conditions devolved upon the Homes Registration Service.

Vacancy canvasses were made covering all unoccupied houses, flats, and, in the most pressing conditions, even rooms which householders might be induced to rent. Houses and rooms were graded not only as to convenience and price but also as to cleanliness and sanitation. Lists of all available accommodations thus made up were maintained in each community at the local Homes Registration Office, and were checked and kept up to date by daily reports and frequent inspection. Field agents visited some 60 or 70 cities in the United States where need for housing was known to exist and established Homes Registration Bureaus therein. The Bureau of Industrial Housing and Transportation in Washington furnished the necessary card systems and methods of organizing such bureaus, but, through the loyalty and patriotism of the local citizens, the communities themselves undertook to operate thereafter these bureaus, and did so with great success, reporting in most cases weekly to the Washington division. Their whole work, however, was supervised from Washington, with visits from our field agents to see that proper progress was being made and proper methods observed.

The total number of registries established and reporting placements by November 16 was 66. Local registry committees had been established by that time in 41 other cities, and in most of these vacancy canvasses had begun. The total number of placements reported by the registries was 31,389, the recorded weekly placements in November running well over 2,000. The actual number placed, however, is estimated to be from two to three times this number.

Rent profiteering.

It was soon found that one of the causes for the high labor turnover was the exorbitant charges made by landlords, who have acted

on the economic principle of charging "all that the traffic will bear," and the corporation has tried, through the Homes Registration Service, to put some restraint upon this form of profiteering. So far as effective legal authority was concerned, the Housing Corporation found itself helpless to check such excesses, but it has achieved measurably satisfactory results through the enlisting of public opinion, following the general plan instituted at the suggestion of the War Labor Policies Board in New London, Conn., where a committee, made up of representatives of labor, of employers, and of the public, sits in arbitration upon the cases of disputed rental charges. Committees organized under the direction of the Housing Corporation in general accordance with this New London plan have operated successfully in 76 cities, and it is gratifying to be able to report that the results achieved more than justified the experiment.

Requisition of unoccupied dwellings.

It was found advisable in a number of communities to requisition the use of unoccupied dwellings. These dwellings generally were found to have been kept idle for an indefinite period by their owners from one motive or another, but frequently because of a refusal to rent or sell the property at what appeared to be a reasonable sum, they thereby seeking to profit unduly by the necessities of the war. In Washington the use of 141 properties was taken over in this manner; in Bethlehem, Pa., 143 houses were requisitioned, and in various other places an additional number amounting to about 100. In the great majority of cases little difficulty was found in persuading the owners, after the houses had been requisitioned, to consent to their rental to war workers on reasonable terms, and thereupon the requisition was canceled and the property returned to the owner. This power to requisition unoccupied dwellings, given by the housing act, was therefore found to be a useful means of curbing the disposition to profiteer by holding property vacant until an exorbitant rental could be secured.

(b) TRANSPORTATION FACILITIES.

Where there is complete housing saturation already existing or secured through the efforts of the Homes Registration Service, as above described, there may still exist within reasonable distance from the industrial community in question, other communities offering housing vacancies which can be made available, provided adequate transportation can be secured. Here, again, it was found to be cheaper and quicker to provide transportation to such adjoining communities than to build new houses. It was the function of the Transportation Division of the corporation to secure such facilities after a careful study of the possibilities of each community. The problem was met in various ways. By special train, trolley, or boat service timed to the schedules of the war factories, and by the simple rearrangement of schedules; in some instances the Transportation Division has put and held some 8,000 workers in touch with their jobs.

An investigation in many communities developed that the local transportation companies were in urgent need of financial aid to provide the greatly increased facilities made necessary by the influx of

war workers, and that because of conditions brought on by the war it was impossible for the companies to secure this aid through the usual channels. In order to secure the cooperation of the companies already operating transportation facilities and thereby avoid the great expense of itself undertaking to construct such facilities, the Housing Corporation adopted the policy of advancing money in the form of loans to these companies on proper security and bearing 5 per cent interest, in order that they might buy additional cars or supply other facilities needed. About \$7,000,000 was advanced for this purpose.

In addition, however, to readjusting schedules for existing service and to giving aid in the form of loans, negotiations were entered into with both steam railroads and trolley systems to supply additional service to meet the needs suddenly created by the presence of large numbers of war workers. For instance, arrangements were made to have a train run from Perth Amboy to Asbury Park, at which latter place the corporation had found, through its Investigation Division, a considerable number of vacant houses. At the present time there are about 2,000 workers commuting every day from Asbury Park and Long Branch to Perth Amboy—employees of the copper industries of Perth Amboy and of important shell-loading plants of the Ordnance Department. The regular rate for this trip was 42 cents, but in order to induce the workers to take advantage of these facilities and to make this 30-mile trip, the corporation arranged to have the fare reduced to 25 cents, absorbing the 17 cents differential.

A ferryboat was chartered to take care of the Staten Island industries working for the Navy, and the entire ferryboat system of Hampton Roads was taken over by the Housing Corporation, new ferryboats bought, and arrangements made to increase docking facilities so as to relieve the acute congestion in this district.

In the Chicago district five trains were put on and schedules arranged. Some of the roads had never carried passengers, but arranged to do so without cost to the Government and with very material results to the steel industries in the neighboring steel towns.

Lumping loans with the cost of differentials supplied by the corporation, the division estimates that the expense per worker per year for transportation will amount to approximately \$35. As the housing expense where the construction is undertaken by the Housing Corporation is estimated at \$550 per man in the dormitories and from \$1,750 to \$2,250 per man in dwellings, the substitution of augmented transportation facilities represents a great saving over the building of dwellings or dormitories.

(c) STIMULATION OF BUILDING BY PRIVATE CAPITAL.

In investigating congestion due to war work, the corporation received its information as to the importance of the war output of the locality from either the Army or Navy. Localities were rated A, B, and C, in the order of importance, and as the appropriation of Congress was obviously inadequate to take care of all the projects that demanded relief, the corporation tried to give relief to those of chief importance. In addition to the methods already mentioned, the corporation, through the Priorities Section of the Requirements Division, made an effort to stimulate private capital to take care of

the housing shortage for industrial workers in a great number of communities where no financial aid could be given. It was recommended to such communities that since the Government had placed important contracts therein and the communities were greatly benefiting therefrom, and from the influx of new workers of all descriptions, they should undertake to the extent of their ability to care for their own housing, and that unless some disposition was shown thus to cooperate during the war emergency they might expect that future contracts would be placed elsewhere.

The corporation further represented to these communities that it would secure for them priorities as to materials, the license to build under proper restrictions, safeguarding the worker as to rental and sale, and that wherever possible the corporation would secure Government prices for their projects. All plans were passed on by the corporation before the license was issued, and a sworn statement in each case was drawn up and signed by the persons seeking the license, in which they agreed to terms suggested by the corporation. In this way licenses were issued, through the War Industries Board, for about \$43,000,000 worth of homes for workers.

(d) DISTRIBUTION OF LABOR AND WAR CONTRACTS.

The corporation further sought to solve some of the difficulties presented by the housing problem by bringing about a better distribution of labor through its diversion from less essential industries to those making munitions of war, in conjunction with a redistribution of war contracts by placing them where factories were idle, or partly so, and where there was labor supply and more adequate housing. Because there nowhere existed such an industrial survey as gave direct and reliable information, the corporation, through the Division of Surveys and Statistics, undertook to supply the necessary facts, working through the regional advisers and the labor control boards in the various centers of industrial activity.

A complete list of every factory employing over 10 men was made in a large number of cities, including a statement as to the kind of work that the less essential factory could take on as a war measure and how long it would take that factory to change over. In this way it became evident that in many localities no housing would have to be provided if a certain percentage of laborers from the less essential factories was diverted to those engaged in war work.

Not only in the matter of time, but also of money, these surveys have proved to be an agency of economy. In one city, for example, where a superficial investigation seemed to justify an allotment of \$900,000, such an allotment was found to be wholly unnecessary because the survey showed that only a little more than half the local labor was engaged in war work; that no housing congestion existed; and that, in fact, the local manufacturing interests were employing about eleven hundred fewer workers than at the beginning of 1917. At another place, instead of providing three-quarters of a million dollars for additional housing, it was found through the survey that, without employing new labor, the city could readily convert to war industries much of its existing manufacturing industry, 60 per cent of which was engaged in commercial nonwar work. A survey of a western town revealed the fact that a large manufacturing concern

available for war work was operating at only 50 per cent capacity with 500 idle laborers in a city with housing accommodations available for 5,000 people in addition to its then population. A report of these facts being made to the War Industries Board, steps were taken to have the factory receive new contracts and to see that other industries would be encouraged in the locality.

(e) CONSTRUCTION AND OPERATION OF HOUSES.

The final method of meeting the needs of the community was by the acquisition of land and the construction of housing thereon. Where the other methods mentioned above were inadequate, it was necessary for the Housing Corporation to embark upon the building of houses for the accommodation of war workers; and in some instances this involved the building practically entire of a new community. This enterprise was termed "a project." Before determining upon the construction of such a project, however, the corporation satisfied itself, after careful investigation, as to the industrial stability of the community and the probable existence of a normal population in nonwar times which would justify such an addition to the local housing so that the enterprise would be regarded as a safe investment.

Permanent construction in such a project usually included all the house combinations, single, doubled, or grouped as rows in varying number; boarding houses, apartments, and sometimes dormitories. Dormitories, however, have been employed only where there was the clearest assurance of their being urgently needed, where great speed was essential, and especially where the nature of the industry indicated as an unstable postwar existence.

It may be mentioned, in passing, as a confirmation of the wisdom shown by the Government in thus aiding in the construction of industrial housing that the mere announcement of an intention to build by the Government was of the utmost value in holding workers at their jobs, and that as the work of construction progressed there was a marked diminution of labor overturn in that community.

Method of procedure—Acquisition of land—Design.

At a meeting of the president of the corporation and the associate directors of housing, representing the Army and the Navy, with the staff of the corporation, the report of the investigator for the project under consideration is presented and fully discussed, and a tentative allotment of funds made to take care of the housing project decided upon. Thereupon, a realtor would be sent out to report upon available property and general values. On his return there would next go out a committee on sites, composed of architect, town planner, engineer, and real estate expert, to make choice of specific site, taking into consideration all the various factors affecting its location. Thus, the engineering difficulties involved in one plot might be prohibitive, and another would have to be chosen. Again, lack of transportation facilities might make one attractive section unavailable, or the unadaptability to the character of housing required might adversely affect another site which would otherwise be suitable. This group returns to the corporation and renders a full report with recom-

mendations signed by the four specialists. These recommendations are then presented to the staff at a special meeting, and when approved, a special architect, town planner, and engineer are appointed for that project, and the project is launched. Steps are immediately taken then to acquire the real property necessary for each project, the architect, town planner, and engineer in the meantime entering upon their work. A real estate negotiator is sent to the place to acquire the property, with a view to protecting the Government against payment of an excessive price. Appraisers are secured through the patriotic cooperation of the mayor, the rotary club, the real estate board, and the assessor. The negotiator then undertakes to secure from the owner a reasonable price at which he will sell, and this price is submitted for approval to the president of the Housing Corporation.

It is estimated that of the purchases made by the Real Estate Division, properties to the amount of \$5,600,000 were secured by the Government at about \$870,000 less than the asking price. It should not be inferred from this that any advantage was taken of any vendor, but the corporation, being in position to know the actual value, secured for the Government these various properties at a fair price. In some instances we were compelled to requisition property, but in all such cases the Government is also in position to substantiate the values that were offered, and to fix "just compensation" as required by law. The corporation has tried in this manner to establish that the purpose of the Government to purchase land ought not to be allowed to increase its value.

The Architectural, Engineering, and Town Planning Divisions of the corporation respectively appoint the architect, town planner, and engineer above mentioned for each project, these men being carefully selected from among private practitioners of high professional standing; and the three constitute a committee of design. Each of them reports to the division to which his work relates and his work is reviewed and checked up minutely in all constructive and mechanical details; the three men collaborate in their work of design. They receive from the respective divisions full instructions as to requirements and limitations of the project and also the various standards and data whereby they are to be governed.

In a certain sense the architect for these projects faces a new problem, for although in designing a house it is usual to consult the requirements of the family, on the one hand, and of the servants, on the other; a house that is constructed for the industrial worker must keep in view the needs of the one person who will take over all of its internal management; that is to say, the wife, who is both the housekeeper and cook. The Housing Corporation has sought to build for the comfort, convenience, and labor saving of the woman most concerned, and to that end the architect consults the needs of the wife of the workingman in order to ascertain what type of house will best meet her wants and comfort. A house which is suited to one community for this purpose may be entirely unsuited to the climate, general living conditions, and habits of another community, and hence comes the need of making a study of each community where houses of this character are to be built.

The project town planner is responsible for the design of the project as a whole with reference to the site upon which it is to be built; the plan of roads and walks; the subdivision into lots, the general arrangement of the buildings on those lots, the allotment and arrangement of recreation spaces, etc.

The project engineer is charged with the design of all that part of the project designated as "utilities," including sewers, sewage disposal, lighting, water supply, grading for roads, sidewalks, etc.

The results attained by these designers—although working as technical experts—should be such as to appeal at once to the least trained eye, as achieving the most practical, sensible, attractive, and economical construction and locating of houses possible out of the material in hand. We may take, for example, a project in which the type is the simple, economical, two-story, red-brick house with low stoop and gable roof. Street after street in various cities is lined with this species of architecture "built by the mile and sold by the foot," to the uttermost wearying of the eye because of the monotony of the lines, dreary as the unrelieved straightness of the thoroughfares on which they are built. Worse still, much intensive occupation of land leads to many evils, such as bad sanitary conditions and juvenile delinquency, for the children have no other playground than the streets. In our completed project these same simple two-story edifices take on a new attractiveness. Balancing yield against investment, it was no extravagance to break the roof lines and shorten the rows into groups with some single and double houses; to construct the street plan with winding streets and closed vistas; to provide sufficient open area; to adjust the proportion rightly, and vary the color and texture of the roofs and wall surfaces. Inside there has been the same effort directed to the best results without extra cost; putting four bedrooms where three used to fill the same space, eliminating superfluous hallways and the like; while due regard has been had throughout for the requirements of proper sanitation and the laws of health generally. The result of this combination of trained talent ought to give to the Government the maximum value for its investment and thereby enable it to get the best results when it comes to sell these houses to private investors.

Method of letting contracts for construction—Supervision of work.

After the drawings and specifications are completed and approved, the Construction Division lets the contract for the building of the houses, in accordance with the requirements of the housing act. To a specially prepared list of "responsible competing contractors" selected for reliability, efficiency, financial ability, and, where possible, because of proximity to the project, invitations to bid on the buildings are sent. In the meantime, the Requirements Division has prepared an itemized estimate of the cost of the proposed buildings, which is used as a standard to check up the bids when received. The materials, at a fixed price, are purchased through the Construction Division of the Army, the prices for the materials entering into construction being given to the bidder. The contract is to be given under the terms of the act to the lowest responsible bidder.

In the early stages of the bureau's history a few contracts were let for a fixed price, but experience (supplemented by a much larger ex-

perience of the Emergency Fleet Corporation of which this bureau had full knowledge) showed that no fixed price contract for any considerable amount of work could be let under war conditions without compelling the Government to pay an exorbitant price for the work. Prices for material took frequent upward jumps and doubled in a short time, labor costs were increased with unprecedented rapidity, higher wages were constantly demanded, and no one could tell where or when the increases would stop. Under these circumstances contractors in figuring on a fixed price naturally included every possible contingency of risk that might occur and the bids were out of all proportion to the value of the results to the Government. It was obviously a better course for the Government to pay actual costs; out of all the possible increased costs on which the contractors figured some at least would not occur and on the cost basis the Government would get the benefit, and so the result proved. In every case the cost contracts have been made at a lower rate than similar contracts or corresponding bids on the fixed-price basis.

"Cost-plus percentage" contracts were forbidden by the act, because contracts of that sort increase the contractor's fee the more he makes the contract cost the Government. Hence most of the projects were awarded on a fixed-fee basis, the contractor making an estimate of the cost of the work, giving a list of his plant, the rental that would be charged for it, and the time in which he would execute the contract, as well as his organization chart with list of salaries. Upon an estimate prepared by the Estimating Section of the corporation, the maximum fee which the corporation would pay was fixed and stated in the submission sheet. If the final cost of the work exceed his estimate, the contractor is penalized to the extent of one-half of his fee. If, on the other hand, he effect a saving under this estimate he can increase his fee, receiving 25 cents on each dollar saved up to the limit of one-half of his fee. Some of our contracts do not contain the penalty feature, but all of our fee-basis contracts contain the provision for a *fixed* fee with a bonus for a *saving* in the cost. It may be interesting to note that the average contractor's fee under this system on all of our contracts over \$1,000,000 is only 2½ per cent and on contracts less than \$1,000,000 about 3½ per cent.

The contract having been let in this manner, it devolves upon the Materials Procurement Branch to arrange for the requirement of the necessary public utility and building materials and for the priority shipments on the railroads, no such materials or shipments being procurable except upon clearance by the War Industries Board.

A works superintendent is appointed to each project charged with general authority over the work of the contractor in the field, and with the duty of seeing that the work corresponds with the specifications. A field auditor and disbursing officer are also appointed.

At the beginning of the work the Industrial Relations Division sends out its field representative. He combines the duties of a personnel officer, an arbitrator, and an adjuster and exercises a general outlook for the conditions surrounding the men on the job. His one concern is that the job shall proceed with a maximum of speed and a minimum of trouble. He must watch for signs of labor troubles, investigate and adjust disputes between the contractor and his men, keep track of and report upon all matters having to do with wages, working standards, housing, labor turnover, and the like. The responsibility rests upon him

for the general health and comfort of the men and also to see that sufficient recreation is provided. (This refers to the workingmen building the housing project, not to the war workers who will later fill the houses.) The purpose is to keep the labor continually on the job that it may be completed at the earliest possible moment. How effective the measures he takes may prove is evidenced in one case among others by the report from a certain plant showing that out of 450 workers who wished to quit for other jobs, 385 were saved to the contractor largely through his care for the workers on his project. The Housing Corporation has been able to maintain its 10-hour day, with Sundays off, for the contract work, although other enterprises have bid against it with a 12-hour day, or even higher, Sunday included.

Projects planned or under construction.

The following table shows in summary form the number of projects, the state of progress, and their present state:

Construction contracts let.....	60
Plans completed, ready for contracts.....	23
Plans in preparation.....	5
Plans ordered.....	2
Investigation completed; construction postponed.....	4
	— 94
Projects abandoned November 11.....	54
Projects curtailed November 11.....	15
Projects to proceed as planned.....	25
	— 94

From this it will be seen that 40 projects in whole or in part are proceeding, and that 54 that were started have been canceled. Had the armistice not been signed until a month later, some 90 projects would have been in course of construction.

An appreciable number of projects will be ready for occupancy by the first of the year, several to be ready for occupancy within two weeks. With few exceptions the 40 projects should be completed in the late spring. The cancellation of projects and the handling of materials which has been ordered in many cases ahead of the letting of contracts have naturally brought about a situation which it will take some time to adjust, but the Housing Corporation will do its best to solve this problem without material loss to the Government. The program in hand at the time of signing the armistice provided housing for approximately 75,000 workers. The reduced program provides for about 25,000 workers.

Management and operation of the houses.

All is not finished with the completion of the project. Having called its enterprise into existence, the Housing Corporation must now run it to the satisfaction of the tenants. For the multifarious duties involved in this a town manager is appointed by the Operating Division, which has already provided such equipment as it was decided to install. He is, as it were, a hotel manager on an extended scale, besides being a real estate agent and a sort of morale officer. He is responsible for the physical upkeep of the houses, the maintenance of sanitary conditions, the abatement of nuisances, the adjustment of those troublesome neighborly disputes which, unadjusted, lead to the police court, and for the general welfare supervi-

sion of the populace. He fixes rentals and determines priority of occupancy, based upon the importance of the workman as reported by the War or Navy Department, whichever may be taking the output of the neighboring plant. His duties include the establishment and maintenance of the various desirable social and recreational activities; he is, in fact, the energizer of community life. Both the business success and the maintenance of morale of the project rest upon his shoulders. And largely owing to whether he is a success or a failure will the men stand by or quit the job. A contented householder is usually a reliable and stable workman.

GENERAL OBSERVATIONS.

To the casual observer the general proposition that houses were to be built for workmen would seem a simple one. But actually it is a large, complex human and economic problem, with so many sides to it that for its solution there needs to be invoked the joint endeavor of those in numerous and greatly varied walks of life, ordinarily thought of as unrelated.

The union of all these forces does not, in ordinary circumstances, occur. It is possible only where the magnitude of operations upon a wholesale scale permits the absorption of the overhead expense it entails. The United States Housing Corporation has worked upon such a scale and has therefore been able to assemble into one closely woven organization these many agencies. Here have been owner, manager, realtor, designers in all branches, constructor, experts in the technicalities of building, of transportation, of schools, hospitals, living conditions, and the law. The special knowledge of all these has been available for exercise at the moment when needed and continuously throughout. The advantage is easily demonstrable; to have, for instance, the advice and cooperation of the builder who will construct and the manager who will conduct the property, from the very inception of the planning and through all its stages to completion in all its various parts, is obviously beneficial. The same is true of the larger group. It is also a fact that these specialists should all be the best in their respective lines; to take one only, when the town planner lays out streets that follow contours advantageously he is avoiding the needless expense of cut and fill that would result from an unintelligent or haphazard plan. The corporation, because of the importance of its work and through the patriotic appeal inherent in its objects, has been able to command such talent and at very small expense. The organization has functioned as what may fairly and appropriately be called a team; there has been illuminating evidence of the essential interdependence of its factors, and of the value of so uniting them when the problem of industrial housing, whether for war workers or those of peace, is to be adequately solved in its many economic and social aspects.

Any attempt to appraise the actual functioning of this assembly must take into account the fact that it had to be conceived; its personnel found and brought together; its methods devised, tried, and elaborated, under the almost overwhelming pressure of a stupendous volume of production work requiring the greatest possible speed, and carried on concurrently with the internal processes of organization. The completed projects will be the best proof of the wisdom of the

methods employed to accomplish the results under the extraordinary difficulties which had to be overcome. —

CONTINUATION OF THE WORK UNDERTAKEN BY THE GOVERNMENT.

It is to be hoped that the work performed by the United States Housing Corporation will not be lost when the war emergency is over, and that some means will be found to make use of the vast fund of experience and of material which that emergency has thus made available. Just how this is to be accomplished must, of course, be left to those powers in the Government which control such matters, but it might be well for our country to turn its eyes to what our allies are doing on the other side, and perhaps learn a lesson that may be of importance in promoting a contented citizenship in these United States.

There follow in the appendix the detailed reports of the various divisions of the United States Housing Corporation. These divisions reporting are as follows:

Architectural Division.
Construction Division.
Division of Surveys and Statistics.
Engineering Division.
Fiscal Division.
Homes Registration and Information
Division.

Industrial Relations Division.
Legal Division.
Operating Division.
Real Estate Division.
Requirements Division.
Town Planning Division.
Transportation Division.

Respectfully submitted.

UNITED STATES HOUSING CORPORATION,
OTTO M. EIDLITZ, *President.*

DECEMBER 3, 1918.

APPENDIX I.

PERSONNEL OF THE UNITED STATES HOUSING CORPORATION.

The following is a list of the United States Housing Corporation personnel, including executive and division managers,¹ with their branch and section heads:

President.....	Otto M. Eidlitz.
Vice president.....	Jos. D. Leland, 3d.
Secretary.....	Burt L. Fenner.
Treasurer.....	George G. Box.

Board of Directors.

Otto M. Eidlitz, Chairman.

John W. Alvord.	Jos. D. Leland, 3d.
George G. Box.	Fred. L. Olmsted.
Burt L. Fenner.	William E. Shannon.
Charles P. Howland.	William J. Spencer.

Assistant to the president.....	J. J. McNamara.
Assistant to the vice president.....	R. P. Blake.
Executive secretary.....	Harlean James.
General manager.....	Burt L. Fenner.
Assistant general managers.....	C. Grant LaFarge.
	William A. Payne.
Assistant to the general manager.....	Lionel Moses.

ARCHITECTURAL DIVISION.

Manager.....	John W. Cross.
Chief draftsman.....	M. A. Dyer.
Architectural examiners.....	George Blount.
	A. H. Gilkison.
	R. H. Jordan.
	T. B. Lippincott.
	J. H. Stone.
Electrical Section.....	A. F. Newhouse.
Heating Section.....	G. A. Suter.
Plumbing Section.....	F. McNamara.
Specification Section.....	G. F. Temple.

CONSTRUCTION DIVISION.

Manager.....	Dantel T. Webster.
Assistant manager.....	William C. Lewis.
Assistant to the manager.....	T. E. Videto.
Assistant to the manager.....	W. J. Thistlewaite.
Contract Branch.....	H. McLaren.
Coordinating officer.....	Maj. Schuyler.
Cost Report Engineering Branch.....	J. C. Prior.

¹ Division managers are staff members.

Materials Procurement Branch.....	C. Birdseye.
Materials Section.....	G. A. Porter.
Powder Plant Projects.....	W. S. Painter.
Repair Branch.....	Capt. Moore.
Requisition Section.....	A. M. Worthington.
Traffic Section.....	Sidney King.
Traveling supervisors.....	C. B. Beaumont.
	A. M. Ganson.
	E. M. Murphy.
	J. H. Nolan.
	Walter Reid, jr.
	M. Reynolds.

SURVEYS AND STATISTICS DIVISION.

Manager.....	W. E. Guerin.
Assistant to the manager.....	D. A. Calhoun.
Analysis Section.....	E. E. Wolf.
Compilation Section.....	John Doll.
Interdepartmental Branch.....	A. A. Zinkin.
Statistical Branch.....	L. Meriam.
Survey Branch.....	W. L. Fletcher.

ENGINEERING DIVISION.

Chief engineer.....	John W. Alvord.
Assistant chief engineer.....	L. K. Sherman.
Attorney, contract relations.....	W. J. Kuertz.
Cost engineer.....	E. P. Burke.
Electrical engineer.....	E. C. Couch.
Fire-protection engineer.....	R. E. Andrews.
Gas engineer.....	W. A. Fritchman.
Highway engineer.....	D. M. Pierce.
District engineers.....	K. Allen.
	D. Bontecou.
	C. A. Bowman.
	C. P. Chase.
	W. H. Durbin.
	P. E. Green.
	C. Henderson.
	W. Kiersted.
	W. H. Kimball.
	F. Parkhurst.
	G. T. Prince.

FISCAL DIVISION.

Treasurer.....	George G. Box.
Comptroller.....	Frank Quilter.
Deputy comptroller.....	H. M. Webster.
Chief auditor.....	L. R. Lewis.

HOMES REGISTRATION AND INFORMATION DIVISION.

Manager.....	Dr. James Ford.
Chief field agent.....	Francis Mahoney.
Education Section.....	R. E. Schenck.
Information Section.....	A. O. Norton.
Reference Library.....	Theodora Kimball.

INDUSTRIAL RELATIONS DIVISION.

Manager.....	Dr. Frank J. Warne.
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LEGAL DIVISION.

Chief counsel.....	Charles P. Howland.
Assistant counsel.....	Stuart Chevalier.
Legal advisers.....	Henry Galé.
	Louis S. Weiss.

OPERATING DIVISION.

Manager	-----	Allan Robinson.
Assistant managers	-----	F. R. Howe.
		G. R. Davis.
Assistant to the manager	-----	Cora Corson.
Manager, Washington Residence Halls	-----	Alfred S. Amer.
Commissary Branch	-----	James Thompson.
Community Facilities Branch	-----	Geo. Gove.

REAL ESTATE DIVISION.

Manager	-----	William E. Shannon.
Assistant managers	-----	S. S. Thorpe.
		I. E. Macomber.
		B. J. Treacy.
Counsel	-----	I. Kellner.

REQUIREMENTS DIVISION.

Manager	-----	N. Max Dunning.
Estimating Branch	-----	W. W. Dibrell.
Materials Investigations Branch	-----	D. K. Boyd.
Private Enterprises Branch	-----	D. W. Southgate.

TOWN-PLANNING DIVISION.

Manager	-----	F. L. Olmsted.
Assistant manager	-----	H. V. Hubbard.
Assistant to the manager	-----	C. R. Parker.
District supervisors	-----	A. C. Comey.
		T. H. Desmond.
		S. H. Hare.
		R. A. Outhet.
		T. S. Phillips.
		P. Wyman.
		C. H. Ramsdell.

TRANSPORTATION DIVISION.

Manager	-----	Gardner F. Wells.
Assistant manager	-----	W. A. Mellen.
Consulting engineer	-----	A. L. Drum.
Financial investigator	-----	E. P. Smith.
District managers	-----	J. Peyton Clark.
		H. A. Nicholl.

APPENDIX II.

DIVISION OF SURVEYS AND STATISTICS.

ITS CREATION, ORGANIZATION, AND WORK.

For some time prior to the 1st day of August, 1918, contracts for Government requirements had been and were being placed with large contractors in certain portions of the country where labor shortage and housing facilities and transportation were such that almost universally production was being retarded and deliveries seriously interrupted and delayed. Up to that time no action by the Government to relieve this situation had been undertaken.

On the 5th day of August, 1918, Mr. Otto M. Eidlitz, president of the United States Housing Corporation, submitted to the heads of several Government departments a memorandum setting forth the necessity for the creation of this division for the special investigation of industrial conditions and housing and passenger transportation facilities and service in various communities throughout the United States. A copy of this memorandum is hereto attached marked "Exhibit A."

ORGANIZATION.

The War Labor Policies Board, adopting the suggestion of Mr. Eidlitz as contained in Exhibit A, authorized the creation of the Industrial Service Division of the Bureau of Labor Statistics, and charged it with the duty of acquiring on behalf of the various departments of the Government information in relation to every subject affecting industrial activities, including housing and passenger transportation facilities and service. This division was immediately organized and began the making of industrial surveys. For various reasons, and especially for the purpose of effecting greater coordination of effort, the division was transferred to the United States Housing Corporation and became its Division of Surveys and Statistics. As a result of this action, the United States Department of Labor, the Railroad Administration, the United States Shipping Board, the Emergency Fleet Corporation, the War Department, the Navy Department, the War Industries Board, the Fuel Administration, and the United States Housing Corporation, by their duly accredited representatives, formed the Joint Board on Industrial Surveys, composed of the following:

Members.	Representing—
Dean Edwin F. Gay, chairman..	War Industries Board, War Trade Board, Departments of War and Navy, Emergency Fleet Corporation, U. S. Railroad Administration, U. S. Fuel Administration.
Mr. George N. Peek.....	War Industries Board.
Mr. Otto M. Eidlitz	U. S. Housing Corporation.
Mr. Felix Frankfurter	Department of Labor.

The Joint Board determined that surveys should be conducted by the Labor Department, acting through its local labor community boards, the War Industries Board through its regional organizations, and the Joint Board through the representatives of this division. No surveys were made except on the order of the Joint Board.

The procedure followed in the inception and conduct of the work of industrial surveys was as follows:

A request for the same would be made to the United States Housing Corporation by the Army, Navy, or some other Government department. Upon receipt of such request, the Housing Corporation would issue its so-called "executive order," directed to the manager of this division ordering a survey to be made. This "executive order" was thereupon called to the attention of the Joint Board, which, after considering the evidence offered by the Housing Corporation with reference to the necessity therefor, either approved or disapproved the request. If the request was approved, the chief of the Resources and Conversion Section of the War Industries Board and the chief of the Department of Labor having charge of the local labor community boards issued instructions to their respective representatives in the district to be surveyed to the effect that they were to assist in the making of such survey in the following manner: The regional organization was to distribute and collect questionnaires from all manufacturers. The local labor community boards were to take an actual census of labor, collecting questionnaires from all employers of labor in the district surveyed except from manufacturers the survey of whose labor was conducted by the regional organization.

On the day assigned for the commencement of the survey, one or more representatives of this division went to the community under investigation, met the regional adviser and the chairman of the local labor community board, advised and directed in the formation of the necessary organization of such work, and appointed special committees to canvass the community and ascertain all necessary information in relation to existing housing facilities, the adequacy or inadequacy of public utilities such as street railways, interurban railways, freight facilities, wharfage, water transportation, sewers, gas, electric light and power, etc.

Upon completion of the survey, the labor questionnaires were to be returned to the Bureau of Labor Statistics for compilation, and report thereof was to be made to this division to be included in the final report of the survey. All other data were returned to the office of this division to be tabulated, compiled, digested, and embodied in the final report which showed the exact industrial conditions in the locality. Copies of this report were to be delivered to the various Government departments interested therein. Upon the request of any department, special reports were also to be made giving such further and detailed information and data as might be requisite to the needs of such department.

Expenditures by several Government departments involving many millions of dollars have been either made or withheld in reliance upon the reports and recommendations of this division (see Exhibit B).

No expenditures for industrial housing nor for the extension or improvement of passenger transportation and service were made by

the United States Housing Corporation, except upon consideration of the data and information obtained by such investigations.

It may be added that in the industrial survey special attention is directed to the product manufactured and the convertibility of plant equipment for manufacture of war or nonwar products.

INFORMATION FURNISHED BY THIS DIVISION TO OTHER GOVERNMENT DEPARTMENTS.

A representative of this division attended all meetings of the Facilities Division of the War Industries Board, advised that division as to the communities throughout the United States where housing and passenger transportation were such as to preclude the advisability of granting priorities for materials or the extending of manufacturing plants. Attention was also called to idle capacity favorably located which could assume additional Government work.

This division has a highly trained staff of expert investigators engaged in organizing survey work in the field. It also has a well-organized statistical branch with all the facilities necessary for the tabulation and compilation of voluminous returns of industrial information. This division is the only organization in the Government service at the present time thoroughly equipped and capable of immediately assuming and carrying on simultaneous industrial surveys throughout the entire country and is the only department in the Government service that has ever attempted to make complete industrial surveys.

Respectfully submitted.

WILLIAM E. GUERIN,
Manager Division of Surveys and Statistics.

¹NOTE.—Since the signing of the armistice this division has been entirely abandoned.

EXHIBIT A.

WASHINGTON, August 5, 1918.

To the several Government departments that may be concerned:

I respectfully call your attention to the conditions herein described and the plan of remedy proposed and request your approval and cooperation.

OTTO M. EIDLITZ, *President.*

Subject: Coordination of effort in acquiring essential information relative to industrial conditions and the prompt and efficient dissemination thereof to the various branches of governmental service.

1. This corporation, being charged with the duty of providing all branches of governmental service (exclusive of the United States Shipping Board Emergency Fleet Corporation) with housing and passenger transportation facilities and service, has repeatedly had brought to its attention the fact that there exists no single centralized agency engaged in acquiring or disseminating information as to existing industrial conditions as they affect the coordinating of all Government activities.

2. Each governmental department is now and ever has been, by itself and through its various bureaus, engaged in gathering information relative to its own particular needs, and thus each has, to a certain extent, overlapped and duplicated the work of the others, so that almost universally different departments have been engaged in obtaining the same information from the same sources at the same time.

3. There existing no method of disseminating the information so gathered from department to department or from bureau to bureau, much of the benefit which ought to and should result from such investigations is wholly lost.

4. This duplication of work and the failure to disseminate the information obtained results in needless wastage of man power, the useless expenditure of large sums of money, lack of coordination between the several departments and between bureaus and bureaus within the same department, and thereby vitally affects and retards the efficient prosecution of all governmental war activities.

5. The present methods of obtaining information, varying with each department and bureau and continuously calling upon the officials of industrial plants, and each inquiry being, in large part, a duplication of others, have so irritated and disgusted these busy men that they are now responding to inquiries for information in a loose, careless, and indifferent manner, and it is not too severe a criticism to say that it is laying an unjust and unwarranted burden upon the business men of the country.

6. This corporation is, and must necessarily continue to be, continuously engaged in gathering and keeping revised and up to date, for its own use, information relative to industrial conditions in every industrial section of the country. Much, if not all, of such information is equally essential to each and every department of the Government, and with a relatively small additional organization and expense this corporation could at the same time it was engaged in gathering information for its own use obtain the information adapted, to the special needs of or as requested by such other department.

7. This corporation would thus be in a position to understandingly and expeditiously impart to all departments by regular and special reports the information thus gathered and collected by it.

8. The information so gathered by this corporation would be collated and kept on file and would thereby be instantly available upon application from any department or bureau, whether or not it had been previously reported to such department or bureau. This information would not only be available and valuable during the war period but would be of even greater value in the industrial reorganization and expansion that will surely follow a world peace.

9. This corporation is charged with the responsibility of seeing that wherever industrial work is being done or contemplated for the Government such housing and transportation facilities and service exist or are provided as will not hinder or impede efficient and expeditious production. It must therefore keep informed as to the supply of, and conditions surrounding, labor in every part of the country. It must not only keep informed as to what Government work is now being carried on, but also as to the character of new work and the time and place where it is contemplated to be performed, and it must also know the present productive industrial

capacity of the country as well as that portion thereof that is most essential to the carrying on of the war. If this corporation is to do its work well, it must aid, where possible, in preventing work for one department from being assigned to a locality where labor, housing, or transportation condition would interfere with existing production for some other department in the same locality.

10. This corporation should also be kept fully informed by each department as to its probable or contemplated contracts for new or additional material and its requirements or needs for additional labor in the production thereof.

11. If the plan above outlined be adopted, this corporation would in effect be a clearing house, collecting, receiving, compiling, and collating such information as has been mentioned, keeping it up to date and on file for ready reference and disseminating it from time to time by regular and special reports to the various departments and bureaus to which it would be of inestimable value.

12. The plan above outlined involves, first, a general industrial survey and is essential to the various departments, and, among others, for the following reasons:

To this corporation.

- (a) If the shifting of labor from less essential to essential industries can be arranged, it will in many cases be possible to overcome present housing shortages and existing transportation deficiencies.
- (b) If labor is properly shifted, housing and additional or improved transportation facilities and service may be avoided where otherwise the same would be required.
- (c) To show existing conditions of transportation facilities and additional requirements to meet present and future necessities and to improve or increase, as required, such existing service and facilities.
- (d) To show existing conditions of housing facilities and additional requirements to meet present and future necessities and to improve or increase, as required, such existing facilities.

To the Labor Department.

- (a) In showing where war production may be speeded up by shifting labor or by adding additional laborers.
- (b) In ascertaining sources of labor supply where no question of additional housing or transportation difficulties will attach.
- (c) In furnishing information for the stabilizing of labor and the preventing of unregulated competition for services.
- (d) In ascertaining the causes of, and suggesting a remedy for the prevention of, excessive labor turnover.
- (e) In furnishing data relative to the scale of wages in similar industries in various parts of the country.
- (f) In furnishing information to enable the shift of labor from one industry to another in such a manner as to

prevent disturbing labor conditions or unnecessarily hindering or destroying the industry from which such draft is made.

To the War Industries Board.

- (a) In showing where war contracts can be advantageously awarded, and where they should or should not be refused.
- (b) In ascertaining the resources of manufacturing corporations not now usefully employed, to the end that the same may be turned to useful or essential purposes.
- (c) In ascertaining the names of industries to which priorities in the delivery of materials should be awarded or refused.

To the Federal Fuel Administration.

- (a) In ascertaining where priorities in the distribution of fuel should be made to help in speeding up the production of war essentials.
- (b) In showing when and where fuel priorities should be refused.
- (c) In furnishing data available for the conservation of fuel.

To the Navy, Army, Quartermaster, Ordnance, Aircraft, and Commerce Departments.

- (a) In furnishing information as to when, where, and how capacity production can be obtained and maintained.
- (b) In showing where and how less essential production can be displaced by essential production.
- (c) In ascertaining the sections where new plants can be constructed without impeding or impairing the efficiency of present production.
- (d) In locating plants now idle because of war conditions and capable of being utilized for the production of war essentials.

13. In addition to the special information that might be desired by the several departments, this corporation intends, for its own use, to conduct an intensive industrial survey throughout the country, the scope of which will, among other things, elicit information along the following lines:

- (a) Labor requirements.
- (b) Sources of supply of labor and material.
- (c) Scales of wages (past and present).
- (d) The necessity or advisability of importing additional labor or shifting local labor.
- (e) The effect of importing or shifting labor upon existing housing and transportation facilities.
- (f) The effect and desirability of granting and refusing priorities as to material, fuel, etc.
- (g) Labor disturbances or unrest, their causes, etc.
- (h) The present status and present and future requirements of housing and transportation facilities.
- (i) The desirability of location and the distribution of new, or the reallocation of existing, war contracts.

(j) Other and additional information covering the several matters and things suggested under paragraph 12 hereof and not in this paragraph specifically mentioned.

14. The plan above outlined for the proper and efficient prosecution of the business of this corporation must be, in large part, followed by it.

This corporation can not properly fulfill its duties and responsibilities unless it shall receive the cooperation of the other departments as above indicated.

After all other questions have been considered and determined and before any department can safely or intelligently act in relation to any question involving war production, it must finally ascertain from this corporation the essential facts relating to housing and passenger transportation.

This corporation has no interests that can in any manner conflict with the interests or business of any other department.

It therefore appears that this corporation is the logical agency to carry through the proposed plan.

15. The suggestion of the plan outlined above is made without intending to usurp any of the functions of other Government departments, but with the sole idea of so aiding and assisting in the co-ordination of effort and purpose on the part of all departments that they may, without duplication of effort or unnecessary expense, act as a unit in giving to the great cause, to the prosecution of which all are dedicated, the greatest productive capacity of which the country is capable.

EXHIBIT B.

HOUSING PROJECTS AUTHORIZED BY THE UNITED STATES HOUSING CORPORATION AS A RESULT OF THE WORK OF THIS DIVISION.

No housing program has been authorized by the United States Housing Corporation since the creation of this division except upon consideration of the data and information obtained through surveys conducted by this division showing absolute necessity therefor, if the war program should be maintained or accelerated. These expenditures have approximated many millions of dollars.

INSTANCES OF A FEW APPROPRIATIONS MADE UNNECESSARY BY SEVERAL GOVERNMENT DEPARTMENTS AS A RESULT OF INFORMATION OBTAINED THROUGH SURVEYS CONDUCTED BY THIS DIVISION.

The survey of Portsmouth, Ohio, conducted by the Division of Surveys and Statistics, showed that no housing congestion existed; that manufacturing establishments employed substantially 10,000 employees, which was 1,100 persons less than at the beginning of 1917. When these facts were brought to the attention of the United States Housing Corporation it was found unnecessary to make an allotment of \$900,000. The report also showed that for the establishments as a whole, only 55 per cent of the labor force was devoted to war work; that outside of the large steel plants employing about 40 per cent of the entire labor force, the Portsmouth industries are

devoted to war work only to the extent of 25 per cent, and that additional manufacturing facilities existed for Government requirements.

The survey of South Bend, Ind., conducted by this division, showed that no housing congestion existed; that there has been no increase in the labor force of South Bend since the beginning of 1917,—on the contrary there had been some decrease; that the establishments of South Bend were engaged on war work only to the extent of about 40 per cent of their capacity; that there was a large amount of labor engaged on commercial work in the establishments that had no war contracts; that the labor of such establishments could be drawn upon to meet the shortage for war requirements; that the housing situation in South Bend revealed the fact that the facilities were in excess of the requirements of the labor force. The report further showed manufacturing facilities for a considerable increase in the number of workers; that the power situation in South Bend was adequate for its present needs and with the additional unit then nearing completion would provide all future requirements. When these facts were brought to the attention of the United States Housing Corporation, it became unnecessary to make an allotment of \$750,000 to that particular district for the construction of additional houses.

Request was made by the United States Army for clearance of project for barracks to accommodate 2,000 soldiers and officers adjacent to Bush Terminal, South Brooklyn, N. Y., involving an expenditure of not less than \$700,000. The Facilities Division of the War Industries Board refused to take any action until a survey as to housing requirements had been made and requested this division to cause same to be made as soon as possible. This survey disclosed the fact that there were in the immediate vicinity 12 buildings, a number of which were used for storage purposes and others in course of construction nearing completion, which could be made available on short notice. When these facts were brought to the attention of the Facilities Division, clearance was denied and the project was therefore abandoned.

The survey of the district within a radius of three-quarters of a mile of Government warehouses, South Boston, Mass., conducted by this division to locate housing accommodations for 1,500 uniformed men, disclosed the fact that there were 9 buildings which could be converted for this use and that at a very small expenditure. When these facts were brought to the attention of the Facilities Division, clearance was denied and the project was therefore abandoned.

At the October 4, 1918, meeting of the Facilities Division, War Industries Board, relative to Michigan City, Ind., a representative of this division called to the attention of the meeting that an industrial survey of that city disclosed the fact that the Haskel-Barker Car Co., located at this point, was operating at only one-half capacity; also that there was housing available for 5,000 people, as well as 500 idle laborers. It was stated in the meeting that in view of the matter being brought to the attention of the Facilities Division, the car company would shortly receive contracts and that other industries would be developed in that locality.

Facilities Division, War Industries Board, denied clearance on project involving the construction of a new plant by the Barber

Asphalt Paving Co., 2 miles from South Amboy, N. J., which plant was required to fulfill a contract entered into by the Barber Asphalt Paving Co. and the Emergency Fleet Corporation for the manufacture of boilers. Refusal was due to housing congestion which existed in the entire Newark Bay vicinity, the United States Housing Corporation having made an allotment of \$6,000,000 to care for the existing shortage. New plant would require between 400 and 600 skilled employees and housing would have to be constructed for same, thus causing an increased expenditure. The Facilities Division approved the stand taken by the representative of this division and refused to clear the project.

APPENDIX III.

HOMES REGISTRATION AND INFORMATION DIVISION.

It became apparent during the early months of the Housing Bureau that the existing housing facilities in the congested industrial towns must be used to capacity, and the making of vacancy canvasses and establishment of registries was systematically organized for each of the cities in which the bureau was contemplating construction of houses for industrial workers. These canvasses covered all vacant houses, flats, and, in the most saturated cities, all vacant rooms in private dwellings which householders could be induced to rent to war workers. Emergency housing structures were also tabulated in cities where there was need. The purposes of the vacancy canvass were the following:

1. It would serve to indicate an abundance of housing accommodations of certain types and shortage of other types. The figures as secured from the canvass were then compared with the returns from the industrial and social survey of the same community and the statements of expected increases in personnel by the manufacturing concerns engaged on Government contracts. Such comparison revealed in some cities an adequate number of all types of housing accommodation; in others a shortage of accommodation for married skilled workers; in others a shortage for unmarried unskilled workers or for married unskilled workers, or for women employees. ✓

The housing needs thus discovered coming to the attention of the executive staff revealed whether new construction was necessary at all, and, if necessary, what types of housing accommodation were needed. Such vacancy canvasses frequently proved that the construction of barracks requested by local war industries was utterly unnecessary.

2. Vacancy canvasses covering the suburbs of industrial cities and neighboring cities revealed the possibility of full or partial solution of the housing problem by transportation arrangements from the congested center to neighboring communities having abundant housing accommodation.

3. The maintenance of a list of vacant accommodations made possible the placement of incoming industrial workers in suitable homes recorded in a central registry.

4. The vacancy survey awakened the community to its own housing problem and led to attempts to improve local housing conditions by special appeals to owners, landlords, and tenants to render their houses sanitary, or to put their vacant properties on the market for rent, or to repair or convert unsuitable properties so as to make them available as residences for those classes of the industrial population which needed homes.

5. Vacancy canvasses proved useful as a means of discovering communities with abundant housing resources which might prove suitable places for allotment of future Government war contracts.

The method employed by the Homes Registration Division has been to utilize to the fullest extent the services of local people in the securing of this information. Arrangements were made in June with the Council of National Defense to secure the cooperation of State and local councils in making vacancy canvasses and establishing branches of the Homes Registration Service. Wherever the council of defense has been found in operation its assistance has been sought. The vacancy canvasses have been conducted under the direction of the agents of the Housing Bureau, by the local councils of defense, through Liberty loan canvass committees, the women's branch of the council, or through such other local agencies as might be available, such as the Young Women's Christian Association, housing association, chamber of commerce, but always with the cooperation of the council of defense, and under the immediate supervision of the Housing Bureau, which supplies the forms utilized for the canvass and teaches the investigators how to use the forms supplied.

With the cooperation of the local council of defense or community council a committee has been established in each such city with a chairman officially appointed by the Housing Bureau. This committee has consisted of representatives usually of the following agencies: Council of defense or community council, manufacturers' association and the war industries, real estate board, commercial club or association, United States Employment Service, organized labor, community labor board, housing association, civic improvement society, Young Women's Christian Association, Young Men's Christian Association, Federation of Welfare Agencies, and War Camp Community Service.

A branch office of the United States Homes Registration Service is established under the direction of this committee. This branch office is supplied with cards from the Housing Bureau for the listing of all vacancies and with publicity material as well, and reports weekly to the Washington office of the Housing Bureau. The committee's primary task after the vacancy canvass is completed is to finance and operate a registry for the placement of all incoming war workers. If the supply of housing accommodation is adequate the lists are accessible to the entire population of the city. In many cities the lists previously maintained by the Young Women's Christian Association, War Camp Community Service, and other room registries established by local civic bodies, as well as registries maintained at the local factories, have been combined in one central office of the Homes Registration Service, so that only one list is maintained for the city and the total number of vacancies of the city from week to week are recorded with a fair degree of correctness at one central place.

The branch offices of the Homes Registration Service to date have been supported largely by the manufacturers having Government contracts, but in some cities, as in Philadelphia, the support has been assumed by the war chest of the council of defense; in others, as in Norfolk, Va., by the municipality; or, as in Pittsburgh, by the county and city treasury. In many places support has been received in part from the chamber of commerce or interested individuals. Frequently also clerks and investigators have been detailed by local manufacturers, the Young Women's Christian Association, the chamber of commerce, or the local housing association, or other civic agencies of the community.

The branch offices of the United States Homes Registration Service have been placed in offices of the United States Employment Service, so that the man seeking a job in the community may secure a room or house at the same office. They are, however, sometimes located in the city hall or other public building. In a few cases they have been given quarters by the chamber of commerce.

Quarters have been provided rent free in practically every case and the furniture has generally been supplied in the same manner.

A typical office for a city of 100,000 persons would have a salaried manager, generally a woman, and a stenographer-clerk. The investigation of new addresses is generally made by an affiliated agency, such as the Young Women's Christian Association or a housing association, without cost to the Homes Registration Service, though many offices have found it advantageous to maintain salaried investigators.

Registries have already been established by the Bureau of Industrial Housing and Transportation in the following cities and were making placements prior to November 16, 1918:

Alameda, Cal.	Elizabeth, N. J.	Philadelphia, Pa.
Alexandria, Va.	Erie, Pa.	Pittsburgh, Pa.
Alliance, Ohio.	Gary, Ind.	Portsmouth, Va.
Alton, Ill.	Hamilton, Ohio.	Racine, Wis.
Asbury Park, N. J.	Illon, N. Y.	Richmond, Va.
Astoria, Oreg.	Indianapolis, Ind.	San Francisco, Cal.
Atlantic City, N. J.	Janesville, Wis.	Seattle, Wash.
Bath, Me.	Long Branch, N. J.	Sharon, Pa.
Berkeley, Cal.	Lowell, Mass.	Sheffield, Ala.
Bremerton, Wash.	Miamisburg, Ohio.	South Bend, Ind.
Bridgeport, Conn.	Moline, Ill.	Stamford, Conn.
Butler, Pa.	Muskegon, Mich.	Tacoma, Wash.
Camden, N. J.	Naugatuck, Conn.	Tacony, Pa.
Chester, Pa.	Newark, N. J.	Trenton, N. J.
Chicago, Ill.	New Brunswick, N. J.	Tusculumbia, Ala.
Cleveland, Ohio.	New London, Conn.	Utica, N. Y.
Columbia, S. C.	Newport, R. I.	Vallejo, Cal.
Davenport, Iowa.	Niles, Ohio.	Warren, Ohio.
Dayton, Ohio.	Norfolk, Va. ¹	Washington, D. C. ¹
Derby, Conn.	Oakland, Cal.	Waterbury, Conn.
East Moline, Ill.	Pensacola, Fla.	Watertown, N. Y.
Easton, Pa.	Perth Amboy, N. J.	Watervliet, N. Y.

The cities in which a vacancy canvass had been made or was being arranged for at the time of the armistice and in which the Homes Registration Service was contemplated but not yet reporting placements on November 16, 1918, are as follows:

Akron, Ohio.	Hammond, Ind.	Portland, Oreg.
Atlanta, Ga.	La Porte, Ind.	Portsmouth, N. H.
Baltimore, Md.	Long Beach, Cal.	Richmond, Cal.
Bayonne, N. J.	Los Angeles, Cal.	San Pedro, Cal.
Buffalo, N. Y.	Marblehead, Mass.	Suffolk, Va.
Canton, Ohio.	Michigan City, Ind.	Toledo, Ohio.
Charleston, S. C.	Milton, Pa.	Vancouver, Wash.
Charleston, W. Va.	Milwaukee, Wis.	Watertown, Mass.
Cincinnati, Ohio.	Muncie, Ind.	Waukegan, Ill.
Columbus, Ohio.	Newport News, Va.	Williamsburg, Va.
Covington, Ky.	Niagara Falls, N. Y.	Wilmington, Del.
East Chicago, Ind.	Norwich, Conn.	Wilmington, Cal.
Florence, Ala.	Paterson, N. J.	Youngstown, Ohio.
Gloucester City, N. J.	Pontiac, Mich.	

¹ Separate registries are maintained for whites and colored in Norfolk, Va., and Washington, D. C.

Four of these registries in the first of the above lists were established before June, 1918. Sixty-two more registries were established between June and November 16 and 41 more were started, practically all of which have completed their vacancy canvass, but had not begun to make placements. Total, 107.

All of the purposes of the Homes Registration Service are important in peace time as well as in war:

1. It is necessary for the placement of labor in suitable homes. In the absence of a central list the workman's choice of a home is largely dependent on chance, as he has few addresses to choose from and does not have access to more than a small fraction of all available addresses. Where, however, one central registry is maintained he is likely to find a house which meets his requirements in an adequate manner.

2. A large number of war industries must continue to operate until the treaty of peace is signed, which may be several months from now, and the Homes Registration Service is necessary to place persons in these industries.

3. During the next two years more than three million soldiers are to be demobilized. Many of them will not return to their former place of residence or their former industry. When they do return to their former industries the persons who have taken their jobs in their absence will be forced to look for new quarters. It is necessary to make sure that all of these soldiers and persons whom they displace are properly housed.

4. During this period of readjustment, the peace-time industries must be developed, materials must be supplied for reconstruction in Europe, and America will expand her industries to meet both the American market and the foreign market. Large numbers of laborers will be needed and brought from other cities and these laborers must be properly housed.

5. Unless labor is properly housed it will be inefficient and production will thereby be impaired. The man who is unhealthy because of living in an insanitary home and uncomfortable quarters will produce less than the man who is well housed. Bad housing is not only a cause of inefficiency but also a cause of industrial discontent.

6. The Homes Registration Service has its basis in community organization subject to Federal promotion, and is exceedingly important as a means of developing civic interest and cooperative action between the various interests represented in its personnel, notably between the employer and the employed. Such a responsible and representative local organization assigned to the study of local housing problems, the improvement of old properties, and the proper placement of incoming industrial laborers is greatly needed in every American city.

COMMITTEES ON RENT PROFITTEERING.

In those industrial communities which have had a shortage of housing accommodation frequent complaints have been made of rent profiteering. Some landlords, taking advantage of the needs of the people in the most crowded of these cities, have tended to raise their rents to a very high point. A general rental increase is common in all crowded industrial cities.

Not all cases of rent raising are cases of profiteering. Prices of labor and material and taxes have gone up during the war period in virtually every city and a reasonable allowance must be made for such increased charges. The landlord who has raised his rent only 10 or 15 per cent over the figure of 1915 is probably not guilty of profiteering. Greater increases than that are justifiable where considerable improvements have been made in property or under certain other special conditions.

But complaints of increases of 100 per cent or more over the rental of 1915 have frequently been called to the attention of the bureau by commandants of navy yards and arsenals, and presidents and employment managers of industrial concerns. Several have specified rental profiteering as a cause of high labor turnover, and numerous specific instances have been cited of the eviction of valuable skilled workmen in war industries from their houses simply because these persons have refused to pay exorbitant rentals.

The Homes Registration Division arranged for the establishment of committees on rent profiteering of the type which the War Labor Policies Board had established successfully in New London. The New London plan in brief is as follows:

To have a large local committee (in this case 24) consisting of representatives of organized labor, of the manufacturers, and of the general public, subdivided into four committees, one of which meets each week in the month. The complaining tenants and their landlords are summoned before these subcommittees of six, both sides of the case are heard, and the landlord is either sustained, or, if found guilty of actual profiteering, is urged to reduce his rents to a figure set by the committee as reasonable. In case an offending landlord refuses to conform to the decision of the committee the facts of the case are published without comment in the local press. Fear of publicity leads most landlords to conform to the decision if they have not been previously persuaded by the logic of the committee and by its appeals to patriotism.

The local district attorney, who attends all sessions of the committee on rent profiteering, defends the complainant in case he is prosecuted in the courts by the landlord.

The Homes Registration and Information Division has organized committees on rent profiteering in 76 cities and has reported cases to the council of defense or other agencies in 48 other cities or counties. It is the intention of the Homes Registration Division to have the chairmen of the committees which it establishes acceptable in all cases to the representatives of both the tenant and the propertied classes. Such chairman should be a citizen of the community who is respected as just and fair in all dealings.

It is beyond question that the local committees on rent profiteering have played a very important part in reducing industrial discontent in cities in which they have been established. This has been accomplished not only through the actual cases handled by the committees but also by stopping profiteering at the source. The publicity which they have conducted through local newspapers has unquestionably led an immense number of landlords to understand that an excessive raising of rents on properties occupied by industrial workers interfered with the peace of mind of the industrial worker,

caused discontent, and reduced the output of war essentials, and this knowledge has prevented them from raising their rents.

The experience of the Homes Registration Division would indicate that committees of the above character should continue to exist in industrial cities, to handle not only cases of rent profiteering but all grievances and misunderstandings between landlord and tenant. A considerable fraction of such cases can be handled by a properly constituted committee out of court to the entire satisfaction of both landlord and tenant. The functions of such a committee are very much like those of the Labor Conciliation Board in the settlement by conciliation of disagreements between employer and employee, for each complainant can express his grievance and be shown a reasonable course of action to pursue by a committee whose judgment he trusts. Much discontent can be quickly prevented which might otherwise lead to serious social disorder.

Respectfully submitted.

JAMES FORD,

Manager, Homes Registration and Information Division.

Statistical statement of the work of the Homes Registration Service.

Place.	H. R. S. organized.	Post-office canvass.	Registry canvass.	First report.	Last report.	Total applications received at last report.	Total applications filled at last report.
	1918.	1918.	1918.	1918.	1918.		
Alameda, Cal.	Sept. 13	Sept. 13-15	Sept. 23-26	Oct. 19	Nov. 16	64	32
Alexandria, Va.	Oct. 29	Sept. 16-23	(a)	Oct. 28	do	81	40
Alliance, Ohio	July 9	June 29	(b)	July 27	do	421+	700
Alton, Ill.	Oct. 9	None made	Sept. 11-14	Oct. 26	do	101	30
Asbury Park, N. J. c.	July 17	June 24-July 6	July 11-17	Aug. 3	Sept. 7	117+	33
Astoria, Oreg.	Oct. 10	Oct. 11-12	Oct. 21-23	Oct. 26	Nov. 16	143	41
Atlantic City, N. J.	Sept. 13	Aug. 19-23	Aug. 20-Sept. 1	Oct. 2	do	754+	754
Bath, Me.	June 17	June 17	June 17 d	July 6	do	177+	177
Berkeley, Cal.	Sept. 13	None made	Sept. 22-28	Oct. 5	do	1,115+	218
Bremerton, Wash.	Sept. 27	do	Sept. 30-Oct. 2	July 16	do	1,249	115+
Bridgport, Conn.	May 31	Apr. 27-29	June 17 d	July 6	do	1,524+	324
Butler, Pa.	July 15	July 22	July 18-20	July 20	do	243	243
Camden, N. J.	Aug. 28	Aug. 15-18	Sept. 5-8	Oct. 5	do	850+	600
Chester, Pa.	Sept. 4	Aug. 1-6	Sept. 2-6	Sept. 21	do	720	554
Chicago, Ill. e	June 27	July 1-6	July 29-Aug. 19	July 27	do	1,357+	1,266
Cleveland, Ohio.	Aug. 4	Aug. 3	Aug. 16-Sept. 4	Oct. 12	do	218	205
Columbia, S. C.	Oct. 22	Oct. 14	(b)	Nov. 16	do	319	206
Davenport, Iowa	July 16	July 16	Aug. 8-12	do	do	170+	170
Dayton, Ohio	July 15	July 28-29	July 8-13	July 13	do	4,062+	2,222
Derby, Conn.	Aug. 8	July 22-24	Aug. 6-8	Aug. 24	do	237	178
East Moline, Ill.	July 17	July 16	Aug. 12-13	Sept. 7	do	209	71
Easton, Pa.	July 11	July 10-12	July 16-18	July 27	do	914	567
Elizabeth, N. J.	Sept. 16	July 6-10	Aug. 24-31	Nov. 9	do	361	320
Erie, Pa.	Apr. 24	Apr. 25-June 3	(c)	July 13	do	7,208+	6,879
Gary, Ind.	July 13	June 23	July 20-23	July 27	do	867+	180
Hamilton, Ohio.	Sept. 4	Aug. 29	Sept. 10-14	Sept. 28	do	123	41
Hon. N. Y.	do	None made	Sept. 4 d	Sept. 21	do	1,648	1,376
Indianapolis, Ind.	Oct. 18	Sept. 12-13	Sept. 24-27	Oct. 2	do	40	23
Janesville, Wis.	Oct. 12	None made	Oct. 23-Nov. 14	Oct. 19	do	84+	75
Long Branch, N. J. f	July 29	June 26-27	July 13-25	Aug. 10	do	99	57
Lowell, Mass.	June 24	June 12-14	July 1-3	July 6	do	725+	539
Miamisburg, Ohio.	Sept. 18	Sept. 18	Sept. 22	Oct. 26	Oct. 26	40	8
Moline, Ill.	Aug. 8	July 18	Aug. 12-16	Aug. 30	Nov. 16	473	147
Muskegon, Mich.	Nov. 8	None made	(a)	Oct. 26	Nov. 2	21	.....
Naugatuck, Conn.	Aug. 6	July 23-24	Aug. 5-7	Aug. 24	Nov. 16	70	31
Newark, N. J.	June 29	June 27-July 1	Aug. 15-18	Oct. 12	do	426+	426

a Rooms secured through publicity.

b Previous canvass.

c Hundreds of placements were made as a result of Homes Registration Service canvass and publicity which were not recorded.

d Continuing.

e Printed list of vacancies was made as result of Homes Registration Service canvass. Hundreds of unrecorded placements made.

f Many unrecorded placements from printed list prepared by Homes Registration Service.

Statistical statement of the work of the Homes Registration Service—Contd.

Place.	H. R. S. organized.	Post-office canvass.	Registry canvass.	First report.	Last report.	Total applications received at last report.	Total applications filled at last report.
	1918.	1918.	1918.	1918.	1918.		
New Brunswick, N. J.	July 22	June 28-July 3.	July 25-27.....	Aug. 3	Nov. 2	3,788	925
New London, Conn....	June 1	June 3.....	Nov. 6-9.....	do.....	Sept. 14	957+	887+
Newport, R. I. ^a	Sept. 23	May 18-23.....	May 18 ^b	July 13	Nov. 16	4,045+	4,045
Niles, Ohio.....	Nov. 4	July 9-10.....	Nov. 9.....	Oct. 12	Oct. 26	222	73
Norfolk, Va.:							
White.....	July 30	Sept. 25.....	Sept. 25 ^b	Oct. 5	Nov. 16	1,099	544
Colored.....	Aug. 7	July 28.....	Aug. 10 ^b	Oct. 19	do.....	471+	471
Oakland, Cal.....	Sept. 13	Sept. 25-Oct. 10	Sept. 23-Oct. 21	Oct. 26	do.....	1,620	478
Pensacola, Fla.....	Sept. 27	None made.....	Oct. 2 ^b	Nov. 2	do.....	215	67
Perth Amboy, N. J.....	July 31	June 26-July 8.	Aug. 6-7.....	Aug. 10	do.....	543	263
Philadelphia, Pa.....	Sept. 16	Aug. 6-Oct. 1.	Sept. 27 ^b	Sept. 28	do.....	332	94
Pittsburgh, Pa.....	Oct. 21	Nov. 1-7.....	Oct. 21 ^b	Nov. 9	do.....	68+	29+
Portsmouth, Va.....	Sept. 25	None made.....	Nov. 2-6.....	Oct. 12	do.....	499	153
Racine, Wis.....	Oct. 8	Sept. 24.....	Oct. 16-19.....	Nov. 2	do.....	410	353
Richmond, Va.....	Nov. 4	Aug. 20-Sept. 14	Oct. 27-Nov. 5	Nov. 9	Nov. 9	6	.....
San Francisco, Cal.....	Sept. 13	None made.....	Sept. 24-30.....	Oct. 5	Nov. 16	348	232
Seattle, Wash.....	Sept. 24	Sept. 25-28.....	Oct. 21-24.....	Nov. 9	do.....	1,600	686
Sharon, Pa.....	July 23	July 19.....	Aug. 1-3.....	Aug. 17	do.....	193	160
Sheffield, Ala.....	Sept. 24	None made.....	Sept. 23 ^b	Oct. 12	do.....	178	76
South Bend, Ind.....	Sept. 10	Sept. 9.....	Sept. 10-17.....	do.....	Oct. 26	93	56
Stamford, Conn.....	Aug. 27	Aug. 27-28.....	Sept. 5-8.....	Sept. 28	Nov. 16	171	76
Tacoma, Wash.....	Oct. 8	Oct. 10-12.....	Oct. 15-17.....	Oct. 26	do.....	180	22
Tacony, Pa.....	Aug. 7	Aug. 7-15.....	Aug. 14-26.....	Aug. 31	do.....	457	408
Trenton, N. J.....	Sept. 18	Aug. 7-12.....	Sept. 13-21.....	Nov. 9	do.....	12	7
Tusculum, Ala.....	Sept. 26	None made.....	Sept. 23 ^b	Oct. 12	do.....	8+	7
Utica, N. Y.....	Sept. 5	Sept. 6-9.....	Sept. 1-5.....	Sept. 21	Nov. 9	299	104
Vallejo, Cal.....	Sept. 12	Sept. 13-14.....	Sept. 16.....	Aug. 24	do.....	2,440	423
Warren, Ohio.....	July 27	July 26.....	July 31-Aug. 3.	Sept. 5	Nov. 16	254	59
Washington, D. C.:							
White.....	Sept. 5	Sept. 18-19 ^d	Sept. 23-Oct. 14 ^e	Oct. 19	do.....	3,676+	1,132+
Colored.....			(^e)	Nov. 9	do.....	140	136
Waterbury, Conn.....	Aug. 24	July 23-24.....	Aug. 26 ^b	Aug. 17	Nov. 9	157	76
Watertown, N. Y.....	July 31	Sept. 11-Oct. 2	Sept. 19-21.....	Sept. 28	Nov. 16	212	31
Watervliet, N. Y. ^f	Aff.	None made.....	(^g)	July 6	do.....	2,211+	1,438
Total.....						52,872+	32,679+

^a Majority of placements were of transients for War Camp Community Service. Placements of industrial workers not separate.

^b Continuing.

^c These are placements for four weeks only, beginning with the incorporation of the room registry of the District Council of Defense with the Housing Bureau.

^d Canvass by police, Sept. 18-19.

^e Soldiers' canvass, Sept. 23-Oct. 14.

^f This registry was maintained in the Watervliet Arsenal but reported to the Housing Bureau.

^g Several canvasses made by arsenal.

APPENDIX IV.

TRANSPORTATION DIVISION.

PURPOSE OF WORK.

The Transportation Division of the United States Housing Corporation was organized for the purpose of improving present and creating new transportation facilities for war industrial workers, in accordance with an act of Congress dated May 16, 1918, authorizing the President to provide housing for war needs.

Among other things, this act anticipated that in certain localities it would be found that transportation would solve the housing problem. This could be brought about by making communities where there were vacant houses in abundance available to employees in congested industrial centers through improved transportation facilities. It was also anticipated that improvements to local transportation systems in communities where intensive war manufacturing was being carried on would materially add to the speeding up of the work.

That transportation supervision might properly be administered ample provisions were made in the act for equipping, managing, maintaining, purchasing, leasing, constructing, requisitioning, or acquiring by condemnation such transportation lines as might be necessary to provide adequate transportation facilities for industrial employees engaged in war work.

The act also carried with it the appropriation of certain funds for the beginning of this work. Subsequent acts have further increased the funds available.

INTERPRETATION OF ACT.

Many special requests for assistance have come to this division from railway companies or manufacturers, but a strict interpretation of the act of Congress indicated that the work to be handled by the division was to be considered from the standpoint of war necessity. The work was therefore confined principally to requests coming from the War or Navy Department.

ORGANIZATION.

The Transportation Division consists of manager, assistant manager, consulting engineer, 3 investigating engineers, 1 construction engineer, 3 stenographers, 2 typists, and 4 clerks in the Washington office; in the New York City branch, a division manager, office manager, 2 investigating engineers, 1 accountant, and 2 stenographers; Chicago, 1 consulting engineer and 2 assistants; Philadelphia, 1 consulting engineer; Erie, 1 construction engineer; Hampton Roads, 1 division manager and 2 construction engineers.

SCOPE OF WORK.

The principal work of the division has covered the following:

- (a) Installation of special steam and electric train service for war workers.
- (b) Rearrangement of steam and electric railway schedules.
- (c) Financing necessary electric railway extensions and additions.

(a) Installation of special steam and electric train service for war workers.

Through the efforts of the division, 21 special steam trains, to provide transportation for war workers, have been installed in various parts of the country as shown in the following list:

State.	Points connected.	Number of trains.
Connecticut.....	New London to Saybrook.....	1
Indiana.....	Chicago to Gary.....	3
	Chicago to Indiana Harbor and Gibson.....	1
	Indiana Harbor to Hammond.....	7
Ohio.....	Cleveland to Wickliffe.....	1
New Jersey.....	Asbury Park to Elizabethport.....	1
	Asbury Park to South Amboy.....	2
	Morristown to Lake Denmark.....	1
	Trenton to New Brunswick.....	1
New York.....	Tullytown to Bristol.....	1
	Ilion to Canajoharie.....	1
Virginia.....	Richmond to Seven Pines.....	1

The Railroad Administration has established an especially low tariff for these workers and in many instances the Housing Corporation has granted a still lower rate, absorbing the incidental differentials. By this arrangement a large amount of vacant housing has been made available. At least 8,000 people have been cared for in this manner at a cost which will not be over \$275,000 to the division, based on this service being in operation for one year. This is at the rate of approximately \$35 per man per year.

The experience of the Housing Corporation shows that the average cost of housing a war worker in a dormitory, completely equipped and furnished with cafeteria, etc., is \$550, while the cost of housing workers in homes built especially for them is from \$3,500 to \$5,500 per house; the assumption being that the average number of workers occupying each house will be two. On this basis it will readily be seen that through transportation improvements millions of dollars of investment have been saved.

(b) Rearrangement of steam and electric railway schedules.

In accordance with recommendations made to the regional director of the railroads under Federal control and through the cooperation of the United States Railroad Administration, war workers have been benefited in many localities by the rearrangement of schedules and the institution of extra stops on steam railways. Benefits have also been derived by rearranging schedules on electric railways.

(c) Financing necessary railway extensions and additions.

In many instances it was reported by either the War or Navy Department that electric railway service in connection with war industries was entirely inadequate. In every case a careful investigation and study of conditions was conducted, recommendations were made, and estimates of the cost were compiled for necessary improvements.

When it was determined that new and additional transportation facilities were required, plans or recommendations therefor were presented to the companies with the request that measures be taken immediately to acquire or install the necessary extensions, additions, or betterments. These recommendations usually involved an expenditure for their accomplishment. In every case the companies pleaded that they were unable to finance the cost of the work at a reasonable rate of interest. They also objected to making expenditures at the time because of the abnormal cost of labor and material and the fact that the operation of these extensions and additions was unprofitable. It was also held by them that the service was for rush hour periods only and that these periods were the most costly to operate. In spite of the foregoing, however, they invariably agreed, from patriotic motives, to carry out the Housing Corporation's recommendations with its assistance and under its supervision.

When it was decided what improvements should be carried out, contracts were entered into with the local transportation companies whereby the Housing Corporation financed the undertaking on a 5 per cent interest basis. In most instances the Government is to bear the excess war cost, this to be determined in the following manner:

An appraisal of the additions and extensions is to be made on a date fixed by the Housing Corporation within a period of from one to three years after the declaration of peace, to determine in all cases its then cost to reproduce new. In a few exceptional cases the appraisers are to decide how much depreciation shall be borne by the company. The difference between this appraisal and the actual cost of the work is termed the war excess cost and this difference is to be borne by the Government. Where funds have been advanced, the companies have been required to furnish proper security by lien, mortgage, or pledging of securities, or guaranty of another and responsible corporation. The amount as determined by the appraisers is in substantially all cases to be returned to the Government in five equal annual installments, the first installment being due one year after the date of the appraisal.

In accordance with the above the Government, through the Housing Corporation, has contracted to advance about \$7,000,000 to various traction companies. A segregation of this amount is shown in Table A appended hereto.

The present status of contracts entered into by the United States Housing Corporation with the transportation companies is shown in Table B attached hereto.

The various transportation problems investigated by this division, as of November 16, 1918, are shown in Table C appended hereto.

AMOUNT OF APPROPRIATIONS.

The total appropriations for the Transportation Division originally amounted to \$15,000,000. As soon as the armistice was signed, the amount was cut down to approximately \$7,200,000, segregated as shown in the following table. There may be a further reduction due to the omission of some of the work planned:

Executed contracts with electric railways (Table B)---	\$5, 673, 147
Loans with electric railways recommended (Table B)---	1, 275, 000
For operating steam trains (6 months)-----	137, 500
Transportation Division administration expenses and overhead (6 months)-----	30, 000
Total -----	7, 115, 647
Say-----	7, 200, 000

SAFETY CAR.

In addition to the foregoing, the division has carried on an investigation in connection with single-truck and double-truck safety-car operations. The single-truck safety car is extensively used in many western cities and has given highly satisfactory results. It is low in cost and inexpensive to operate, because of its extreme lightness and because it requires only one man to operate it. The seating capacity is 31. The division has recommended its use wherever possible and it has contracted for approximately 100.

It was realized that beyond certain limits the one-man safety car would not meet service conditions as well as a larger car of the double-truck type. In order that the advantages of the one-man safety car might be incorporated in the design of a car which would meet the approval of the leaders of the industry, this division requested the War Board and the American Electric Railway Association to submit plans for the type of car which the War Board believed would best meet these conditions. As a result of this request, the American Electric Railway Association appointed a special committee which met early in October and decided to adopt designs for a car with a seating capacity of 52 passengers. The design of the car selected made it possible to use either the one-man system of operation, or to use a conductor who could collect fares as is done on what is known as the Peter Witt type of car. It is believed that the car recommended will meet any operating conditions in any city requiring a car of its size. The bureau was about to order 50 cars of this type to be used in various places where needed, but this plan was given up following the signing of the armistice.

Respectfully submitted.

GARDNER F. WELLS,
Manager, Transportation Division.

TABLE A.—Status of loans and proposed loans as of Nov. 16, 1918.

Locality.	Name of company.	Contract executed for loan.	Loans recommended in reports.
Bethlehem, Pa.	Lehigh Valley Transit Co.	\$650,000	.....
Bridgeport, Conn.	The Connecticut Co.	1,350,000	.....
Buffalo-Depew.	Buffalo & Depew Ry. Co.	74,000	.....
Chicago, Ill.	Chicago City Ry. Co.	235,000	.....
Gary, Ind.	Gary & Valparaiso Ry. Co.	33,000	.....
Do.	Gary Street Ry. Co.	169,000	.....
Hammond, Ind.	Hammond, Whiting & East Chicago Ry. Co.	315,000	.....
Hegewisch, Ill.	Calumet & South Chicago Ry. Co.	.....	\$150,000
Hilton, Va. (Newport News, Va.)	Newport News & Hampton Ry., Gas & Electric Co.	25,000	“ 215,000
Milton, Pa.	Lewisburg, Milton & Watstown Passenger Ry. Co.	15,000	10,000
Norfolk district.	.....	.....	“ 300,000
Norfolk, Va.	Virginia Ry. & Power Co.	300,000	.....
Philadelphia, Pa.	Philadelphia Rapid Transit Co.	2,284,000	.....
Rock Island, Ill.	United Light & Rys. Co.	105,000	.....
Seven Pines, Va.	Richmond-Seven Pines Ry.	“ 118,147	.....
Washington, D.C.	Washington Ry. & Electric Co.	.....	600,000
Total.	.....	5,673,147	1,275,000

SUMMARY.

Contracts executed.	\$5,673,147
Loans recommended.	1,275,000
Total.	6,948,147

a Purchase by Housing Corporation. b Construction by Housing Corporation.

TABLE B.—Status of contracts with transportation companies as of Nov. 16, 1918.

Trans. Div. No.	Locality.	Transit company.	Amount.	Status.
10	Bethlehem, Pa.	Lehigh Valley Transit Co.	\$650,000	Executed Oct. 7, 1918.
2	Bridgeport, Conn.	The Connecticut Co.	1,350,000	Executed July 31, 1918.
6	Buffalo, N. Y.	Buffalo & Depew Ry. Co.	74,000	Executed Oct. 5, 1918.
64	Chicago, Ill.	Chicago City Ry. Co. (Thirti-ninth Street).	235,000	Executed Oct. 21, 1918.
49	Hegewisch, Ill.	Calumet & South Chicago Ry. Co.	150,000	Signed by company (E. R. O.)
1a	Hammond, Ind.	Hammond, Whiting & East Chicago Ry. Co.	315,000	Executed Aug. 1, 1918.
1b	Gary, Ind.	Gary Street Ry. Co.	169,000	Executed Sept. 30, 1918.
.....	do.	Gary & Valley Street Ry. Co.	33,000	Executed Oct. 3, 1918.
26	Milton, Pa.	Lebanon, Milton & Watstown (Passenger) Ry. Co.	15,000	Executed Sept. 17, 1918.
50	Newark district.	Jersey Central Traction Co.	67,000	Abandoned.
27	Norfolk, Va.	Virginia Railway & Power Co.	300,000	No. 1, 50 cars, executed Oct. 23, 1918.
.....	do.	do.	300,000	No. 2, track, executed; signed by Housing Corporation.
38	Hilton, Va.	Newport News & Hampton Railway, Gas & Electric Co.	25,000	No. 1, executed Oct. 9, 1918 track.
.....	do.	do.	150,000	No. 2, contract drawn, 10 new cars.
.....	do.	do.	65,000	No. 3, to be drawn, 5 second-hand cars.
26	Philadelphia section	P. R. T. (Navy and Eddystone).	1,740,000	Executed Aug. 15, 1918.
.....	do.	South Philadelphia Traction Co.	492,000	Abandoned.
33	do.	P. R. T. (Frankford Arsenal).	544,000	Executed Nov. 8, 1918.
23	Rock Island, Ill.	United Light & Railway Co.	105,000	Executed Sept. 17, 1918.
29	Seven Pines, Va.	Richmond & Seven Pines Ry. Co.	118,147	Road purchased Sept. 13, 1918.
40a	Washington, D. C.	Washington Railway & Electric	125,000	Section 1, negotiating.
.....	do.	do.	225,000	Section 2, to be negotiated.
.....	do.	do.	250,000	Equipment, to be negotiated.
5	Watertown, Mass.	Boston Electric Ry. Co.	38,000	Abandoned.
45	West Hanover, Mass.	National Fireworks Dist. Co.	.....	Abandoned.

TABLE C.—*Transportation projects, Nov. 16, 1918.*

Trans. Div. No.	Locality.	Date.	Investigator.	Status.
		1918.		
70a	Aberdeen, Md.....	Nov. 11	Stinemetz.	Being investigated.
	*Asbury Park, N. J.....		Clark.....	See Newark Bay district.
71	Belle, W. Va.....	Oct. 25	Stinemetz.	Report submitted.
10	Bethlehem, Pa.....	May 31	Drum.....	Contract executed Oct. 7, 1918.
69	Bound Brook, N. J.....	Oct. 14	Clark.....	Under investigation.
2	Bridgeport, Conn.....	May '1	Clark.....	Contract executed July 31, 1918.
6	Buffalo, N. Y.....	May 27	Drum.....	Report submitted; no action to be taken at present.
	Buffalo & Depew.....		Mellen.....	Contract executed Oct. 5, 1918; under construction.
41	Charleston, S. C.....	Aug. 7	Drum.....	Report submitted; company to provide cars to relieve situation.
55	Charleston, W. Va.....	Aug. 22	Stinemetz.	Report submitted; local company to provide adequate transportation.
64	Chicago, Ill. (Thirty-ninth Street).	Oct. 3	Drum.....	Contract executed Oct. 21, 1918; construction under way.
30	Dayton, Ohio.....	July 20	Drum.....	Report submitted; no action to be taken at present.
	Dunlo, Pa.....	Nov. 12	Stinemetz.	Being investigated.
	*East Chicago, Ind.....		Drum.....	See Indiana steel towns.
	*Elizabeth, N. J.....		Clark.....	See Newark Bay district.
	Erie, Pa.....		Mellen.....	Under construction.
	*Gary, Ind.....		Drum.....	See Indiana steel towns.
61	Grand Rapids, Mich.....	Sept. 20	Drum.....	Being investigated.
	*Hammond, Ind.....		Drum.....	See Indiana steel towns.
49	Hegewisch, Ill.....	Aug. 17	Drum.....	Contract being negotiated; construction under way.
	*Hilton, Va.....		Mellen.....	See Newport News, Va.
46	Hilton, N. Y.....	Aug. 8	Clark.....	Report submitted; train to Canajoharie put on Oct. 28, 1918.
53	Indianapolis, Ind.....	Aug. 20	Drum.....	Report submitted.
1	Indiana steel towns.....	Apr. 30		
1a	East Chicago, Ind.....		Drum.....	Contract executed Sept. 21, 1918.
1b	Gary, Ind.....	Sept. 4	Drum.....	Contract executed Oct. 3, 1918; construction under way.
1a	Hammond, Ind.....	Aug. 23	Drum.....	Contract executed Sept. 21 (same as East Chicago); construction under way.
1c	Indiana Harbor, Ind.....	Sept. 14	Drum.....	Report submitted; only 100 men affected; trains put on Oct. 20, 1918.
	*Jersey Central Traction Co.		Clark.....	See Newark Bay district.
72	Kings Mills, Ohio.....	Nov. 1	Stinemetz.	Report submitted.
66	Lake Denmark, N. J.....	Oct. 3	Clark.....	Report submitted; train to Morristown put on Oct. 11, 1918.
	*Long Branch, N. J.....		Clark.....	See Newark Bay district.
32	Milton, Pa.....	July 22	Mellen.....	Contract executed Sept. 17, 1918; cars purchased; track nearly completed.
	Newark Bay district:			
15	Asbury Park, N. J.....	June 6	Clark.....	2 trains running; first train put on July 18, 1918; second one, Aug. 19, 1918.
18	Elizabeth, N. J.....	June 8	Clark.....	1 train running.
50	Jersey Central Traction Co.	Aug. 17	Clark.....	Contract abandoned Nov. 12, 1918.
16	Long Branch, N. J.....	June 6	Clark.....	1 train running (same as Asbury Park train).
31	Orange-Bloomfield.....	July 20	Clark.....	Report submitted; train put on Erie R. R. Nov. 4, 1918.
24	Staten Island, N. Y.....	July 3	Clark.....	Boat to Elizabethport put on Oct. 31, 1918.
8	New Brunswick, N. J.....	May 29	Clark.....	Train put on Oct. 2, 1918.
6	New Castle, Del.....	Oct. 10	Drum.....	Train put on Oct. 14, 1918.
12	New London, Conn.....	June 1	Clark.....	Train put on July 29, 1918.
36	New Orleans, La.....	July 31	Fenner.....	Report submitted; ferry service to be installed.
	Newport News, Va.:			
38	Hilton, Va.....	Aug. 2	Mellen.....	Contract for track executed Oct. 9, 1918; under construction.
51	Williamsburg, Va.....	Aug. 17	Mellen.....	Report submitted; train service being arranged.
52	Niles, Ohio.....	do	Drum.....	Report submitted. ^a
27	Norfolk, Va.....	July 13	Mellen.....	Being reported on.
	Portsmouth, Va.....		Mellen.....	Contract for 50 cars executed Oct. 23, 1918.
27a	Suffolk, Va.....	Sept. 13	Mellen.....	Report submitted; equipment being purchased; additional coaches arranged for.
	Philadelphia, Pa.:			
26	Philadelphia sections.....	July 8	Drum.....	P. R. T. contract executed Aug. 15, 1918. Southern Pennsylvania Traction contract abandoned Nov. 12, 1918.

* Indicates cross reference.

^a Special car put on Oct. 18, 1918, for exclusive use of Engel Aircraft Co.'s employees.

TABLE C.—Transportation projects, Nov. 16, 1918—Continued.

Trans. Div. No.	Locality.	Date.	Investigator.	Status.
	Philadelphia, Pa.—Contd.			
33	Frankford Arsenal.....	July 25	Drum.....	Contract executed Nov. 8, 1918.
33	Tacony Ordnance.....	do.....	Drum.....	Motor bus service being investigated.
43	Portsmouth, N. H.....	Aug. 7	Clark.....	Report submitted; navy yard to arrange for ferry service.
23	Rock Island, Ill.....	June 28	Drum.....	Contract executed Sept. 17, 1918; under construction.
29	Seven Pines, Va.....	July 18	Mellen.....	Road purchased.
	Staten Island, N. Y.....		Clark.....	See Newark Bay district.
	•Suffolk, Va.....		Mellen.....	See Norfolk, Va.
39	Tullytown, Pa.....	Aug. 3	Clark.....	Train from Bristol to bag loading plant put on Oct. 28, 1918.
40a	Washington, D. C.....	Oct. 14	Mellen.....	Engineers making survey; plans and specification for construction of loop under way.
21a	Washington Navy Yard.....	Oct. 23	Mellen.....	Report submitted.
44	Watertown, N. Y.....	Aug. 7	Drum.....	Report submitted recommending that nothing be done at present.
3	Watervliet, N. Y.....	May 7	Clark.....	Report submitted; relief through reduction in fare to Albany.
54	Wickliffe, Ohio.....	Aug. 20	Stinemetz.....	Report submitted; train put on Nov. 1 1918.
	•Williamsburg, Va.....		Mellen.....	See Newport News, Va.

COMPLETED TRANSPORTATION PROJECTS.

19	Alliance, Ohio.....	June 10	Drum.....	Completed July 19, 1918.
67	Alton, Ill.....	Oct. 4	Drum.....	Completed Oct. 23, 1918.
59	Atlantic City, N. J.....	Sept. 16	Clark.....	Completed Nov. 12, 1918 (abandoned).
65	Buchanan City, Mich.....	Oct. 3	Drum.....	Completed Oct. 19, 1918.
14	Easton, Pa.....	June 6	Drum.....	Completed Aug. 2, 1918.
26	Lowell, Mass.....	July 7	Clark.....	Completed Sept. 18, 1918.
35	Marblehead, Mass.....	July 31	Clark.....	Completed Aug. 26, 1918.
42	Niagara Falls, N. Y.....	Aug. 7	Drum.....	Completed Aug. 29, 1918.
56	Union Carbide Co.....	Aug. 27	Drum.....	Completed Aug. 29, 1918.
62	Neville Island, Pa.....	Sept. 16	Stinemetz.....	Completed Nov. 12, 1918 (abandoned).
17	Phillipsburg, N. J.....	June 6	Drum.....	Completed Aug. 28, 1918.
47	Pompton Lakes, N. J.....	Aug. 14	Clark.....	Completed Oct. 23, 1918.
37	Providence, R. I.....	July 31	Clark.....	Completed Sept. 27, 1918.
11	Quincy, Mass.....	May 31	Clark.....	Completed Oct. 2, 1918.
58	Fore River, Mass.....	Sept. 9	Clark.....	Completed Oct. 2, 1918.
57	Raritan Arsenal, N. J.....	Sept. 4	Clark.....	Completed Nov. 12, 1918 (abandoned).
13	Saginaw, Mich.....	June 4	Drum.....	Completed June 24, 1918.
63	South Bend, Ind.....	Sept. 30	Drum.....	Completed Oct. 23, 1918.
7	Waterbury, Conn.....	May 27	Clark.....	Completed Sept. 18, 1918.
5	Watertown, Mass.....	Aug. 7	Clark.....	Completed Nov. 12, 1918 (abandoned).
45	West Hanover, Mass.....	Aug. 7	Clark.....	Completed Nov. 12, 1918 (abandoned).
62	Woodbury, N. J.....	Sept. 23	Clark.....	Completed Nov. 12, 1918 (abandoned).

• Indicates cross reference.

APPENDIX V.

REAL ESTATE DIVISION.

RESPONSIBILITIES AND RESULTS.

The Real Estate and Commandeering Division has been intrusted with the responsibility of acquiring for the corporation the lots and lands determined to be necessary in the rapid establishment of an ever increasing program. Not only has it acquired such property expeditiously, but through the intelligent assistance and practical cooperation of loyal citizens and organizations it has been able to both purchase and requisition upon the basis of a "just compensation" and at figures squarely supported by public opinion.

Approximately 4,460 acres of unplatted property at an average cost of \$555 per acre and 16,766,300 square feet of platted property at an average cost of 13 cents per square foot have been acquired. And this property, located in 21 States and 50 separate communities, costing in the aggregate some \$5,600,000 has been acquired for \$870,000 less than appraisal.

PROCEDURE.

The general procedure of the Real Estate and Commandeering Division may be divided into four stages, the several stages being independent of each other.

Stage I. Preliminary investigation and appraisal.

A project having developed at a given community two investigators or scouts were sent into the district, who made a survey of real estate conditions and returned to this division possible locations for new housing, together with estimates of land cost and such other data as would contribute to a general understanding of the real situation. Where practicable they secured from the owners of various parcels of land the price at which such land might be purchased.

Concurrently with this survey or as soon thereafter as possible appraisals were secured upon the various sites under consideration from the tax assessor, mayor, chamber of commerce, board of trade, rotary club, and real estate board; such appraisals representing the opinions of 17 men in all.

With these appraisals before it, together with the return for taxation, and such other information as might be available, the division then determined the *official appraisal*, which was its finding of value on the various properties under consideration.

The owners' asking prices and the official appraisals being before the bureau, it was then ready to make a final selection of the property to be acquired, which, if the project went forward, was done after careful inspection by a committee on sites—consisting of a realtor, engineer, architect, and town planner—and it was upon the report of

this committee on sites that the specific lots and parcels of property were approved and their acquisition authorized.

At the completion of the first stage, therefore, 17 of the most prominent men in the community had been taken into the confidence of the bureau; had expressed an opinion on the respective values of the several properties under consideration, and were in a position to follow subsequent negotiations with intelligent understanding. The press of the community was also in touch with the situation, every move in the program having been made in the light of full publicity and nothing withheld from the public.

APPRAISALS AS SAFEGUARDS.

That these community appraisals were a real safeguard to the bureau almost goes without saying. For example, in a New England city an old hotel was officially appraised at some \$90,000, the community appraisals ranging from \$85,000 to \$110,000. The owners of the property, however, demanded in substance \$150,000 and the project was abandoned by the bureau without recourse to requisition. The people of the city were bitterly disappointed that the bureau did not take over and improve the old hotel and the buildings adjacent to it, but because of the community appraisals no criticism attached to the bureau and its course in the matter could not but be approved.

Community appraisals operate in the interest of good citizenship and against bad. Conspiracy has little hope of success when confronted by honest opinion, there being something almost automatic in its reaction to such opinion. In a southern town, community appraisals put it within the power of the Real Estate Division to reduce the asking price of land selected from \$2,200 per acre to \$250 per acre.

It was community appraisals also that enabled the division to purchase the property of a large estate in New England at 10 cents per square foot in the face of a well supported asking price of 25 cents per square foot.

Stage II. Acquisition of real property by purchase or requisition.

The bureau, upon the recommendation of the committee on sites, having authorized the acquisition of certain lots or parcels of property in a given community, a negotiator was sent out to obtain it.

Great care was exercised to make sure that the negotiator approached his task with a full sense of personal responsibility in carrying to the project the true spirit of the Department of Labor.

Although his instructions provided for many contingencies, the outstanding facts were kept constantly before him that he was expected to acquire property in the exercise of his best judgment "within the established limitations of cost" set out in his memoranda; and that while under his certificate of appointment he was clothed with the fullest authority, "the president of the corporation desires each negotiator to be reminded that the Department of Labor expects him to exercise his arbitrary power as little as possible and to secure results by negotiation rather than compulsion."

It was made plain to him, further, that "all contracts, leases, or other instruments committing the corporation must be taken subject

to the approval of Otto M. Eidlitz, president," and that he was expected to coordinate his work in the field with representatives of the Legal, Engineering, Town Planning, and Architectural Divisions of the corporation.

MAINTENANCE OF COMPETITION BETWEEN OWNERS OF PROPERTY.

In so far as practicable, the negotiator was expected to preserve and, if necessary, to create legitimate competition between owners of property and to discourage the conviction on their part that their property had definitely been selected by the corporation.

ACQUISITION BY PURCHASE.

In the beginning the use of options by the negotiator was encouraged, but the practice was later abandoned because of the time required to close options into contracts. The greater part of the property acquired by negotiation has, therefore, been taken under contracts made subject to the approval and ratification of the corporation.

ACQUISITION BY REQUISITION.

The element of speed in the taking over of real property is obviously a controlling factor in any war program, and where it became apparent to a negotiator that certain properties could not be acquired without material delay he was authorized to arrange for their immediate requisition. It has been necessary to resort to this procedure, however, in relatively few cases.

The power of requisition is in fact a sacred trust, and the Real Estate and Commandeering Division made use of it only after every effort to secure property upon a reasonable basis of price had been exhausted.

Requisition papers were, in all cases, prepared by the counsel of the Real Estate Division upon the basis of the statements of facts returned by the negotiator and were executed by the Secretary of Labor with full knowledge of the necessities of each particular case.

In all cases of actual requisition the negotiator was charged with the duty of assembling by affidavit and appraisal all the available testimony relevant and material to the Government. This precaution, in many instances, resulted in an immediate adjustment of the requisition, as soon as the strength of the Government's testimony became evident.

So carefully, indeed, was the power of requisition handled that this division has no knowledge of a single case of requisition unsupported by sound public opinion.

COMMANDEERING OF HOUSES.

A review of the work accomplished in making available to war workers unoccupied dwellings in Washington will be found in the Report of the Committee on Commandeered Houses in the District of Columbia.

Stage III. Closing of contracts and taking of title.

Upon the completion of his work in the field the negotiator made return of the several contracts for real property that had been taken for a given project and the counsel of the division immediately began to close such contracts as had been finally approved and ratified by the corporation.

The policy of the division was to decentralize this labor as much as possible and the local attorneys for the project were made responsible for the detailed preparation of a proper settlement record upon which the Fiscal Division made ultimate payment of the consideration in exchange for the deed. In cases where the negotiator found it necessary to commandeer property, requisition papers were forwarded to the local attorneys for filing, and upon a proper return by the local attorneys the 75 per cent of the official appraisal was paid to the owners by the Fiscal Division.

Stage IV. Salvage of properties acquired.

With the signing of the armistice an intelligent liquidation of many of the properties developed by the bureau becomes desirable.

This liquidation will be undertaken in harmony with the recommendation of a committee of special investigators, for each project, consisting of a realtor, engineer, town planner, project manager, and in some instances a representative of some other division having special knowledge of the situation.

The report of this committee will furnish the basis upon which the negotiator for the project will endeavor to liquidate the holdings of the corporation.

DISPOSITION OF REAL PROPERTY HELD BY THE UNITED STATES HOUSING CORPORATION.

In the opinion of the Real Estate and Commandeering Division the property of the corporation should be sold at once, and while each project must necessarily be liquidated upon its own merits, in general the property should be sold while it is new and before fixed charges and overhead of administration tend to absorb the greater part of the capital investment.

It would seem entirely feasible to dispose of the holdings upon such terms of partial payment and interest as shall encourage people of modest means to acquire homes and home sites in the communities where opportunity may permit them to settle.

NEED FOR CENTRALIZATION OF GOVERNMENT REAL ESTATE ACTIVITIES.

If public funds are to be conserved, competition between governmental departments must not only be discouraged but prevented.

Out of a full experience the Real Estate and Commandeering Division would urge without qualification the immediate creation by Congress of a Federal real estate bureau, centralizing the Federal real estate activities and making for a sensible administration of the enormous realty holdings of the Government.

ACKNOWLEDGMENT OF SERVICES.

The division takes this opportunity to acknowledge with gratitude the disinterested service rendered upon demand by the chambers of commerce, boards of trade, and rotary clubs of the country, and is particularly appreciative of the patriotic courtesies extended at all times by municipal officials.

NATIONAL ASSOCIATION OF REAL ESTATE BOARDS.

But it is to the National Association of Real Estate Boards that the division is most indebted for a devotion that has placed at its disposal not only the highest professional skill, but a fund of local information in various parts of the country that has proved simply invaluable.

In May, 1918, this association pledged to the Department of Labor and other branches of the Government the gratuitous services of war appraisal committees in 130 cities throughout the Union, and these committees have been the means of keeping the division in intimate touch with conditions vital both to the success of its own work and to the larger success of the bureau itself.

Furthermore, this association placed at the disposal of the division some 40 experienced realtors—distributed by residence in 18 States—pledged to respond upon demand to any request for service that might be made.

It is to these men that the division has turned for its investigators and negotiators.

CONCLUSION.

The real property acquired by this division for the bureau has been secured in the light of full publicity at prices based upon intelligent public opinion. The division hopes that the results achieved are a justification of its procedure and a proof that public business may be successfully rooted in public confidence.

Respectfully submitted.

WM. E. SHANNON,

Manager, Real Estate and Commandeering Division.

Real properties acquired as of November 11, 1918.

Project.	Appraisals.	Purchase price.	Square feet (platted).	Acres (unplatted).
Aberdeen, Md.	\$20,027.00	\$17,032.00	.....	45.47
Alliance, Ohio.	121,348.00	95,923.00	1,071,878	36.00
Alton, Ill.	185,113.45	123,143.00	.....	200.00
Bath, Me.	27,922.00	23,022.00	18,199	19.83
Bethlehem, Pa.	556,329.00	367,270.00	.....	370.99
Bridgeport, Conn.	282,907.00	213,030.00	45,500	46.77
Bremerton, Wash.	248,022.00	254,978.16	1,200,000	100.00
Butler, Pa.	45,220.00	41,450.00	947,491	.....
Charleston, S. C.	66,600.00	10,820.00	.....	55.00
Charleston, W. Va.	114,619.50	112,600.00	.....	91.00
Chester, Pa.	178,718.00	139,563.00	76,250	70.00
Elizabeth, N. J.	102,168.00	101,678.50	698,088	.....
Kenilworth, N. J.	150.00	150.00	2,000	.....
Erie, Pa.	552,325.00	448,475.00	19,200	212.84
Indianapolis, Ind.	1,701.05	1,308.50	.....	3.00
Ilion, N. Y.	30,188.84	30,143.34	452,957	.....

* Land worth \$1.20 an acre sold to the corporation for \$200 per acre—a virtual gift from the city to the Government.

Real properties acquired as of November 11, 1918—Continued.

Project.	Appraisals.	Purchase price.	Square feet (platted).	Acres (unplatted).
Lowell, Mass.	\$48,300.18	\$48,300.18	709,585	.....
Mare Island, Cal.	75,062.90	38,824.25	721,699	138.68
Milton, Pa.	29,675.00	27,158.00	274,848	10.00
Muskegon, Mich.	55,725.00	42,363.75	153,800	55.85
New London, Conn.	55,075.00	52,690.00	.....	24.76
New Castle, Del.	6,750.00	6,750.00	.....	23.50
Niagara Falls, N. Y.	154,676.70	137,160.90	1,274,744	.....
Newport News, Va.	82,766.00	70,191.00	558,000	11.76
New Brunswick, N. J.	53,213.00	38,600.00	.....	42.08
Newport, R. I.	18,520.00	14,775.00	76,085	6.20
Niles, Ohio	22,800.00	22,300.00	.....	32.32
Norfolk, Va.	208,511.00	169,411.00	54,479	317.23
New Orleans, La.	10,500.00	7,500.00	.....	7.00
South Philadelphia, Pa.	232,000.00	222,000.00	.....	17.44
Philadelphia (Tacony), Pa.	41,250.00	41,250.00	.....	10.00
Pompton Lakes, N. J.	13,454.00	13,434.00	271,250	7.00
Portsmouth, N. H.	103,100.00	97,350.08	25,000	141.68
Portsmouth, Ohio	333,450.00	333,450.00	877,200	115.00
Quincy, Mass.	349,447.12	295,787.65	2,801,881	.....
Rock Island, Ill.	348,561.75	299,035.70	767,860	107.45
Sharon, Pa.	60,000.00	32,000.00	.....	78.00
Seven Pines, Va.	247,615.00	261,500.00	1,378,178	1,842.00
Staten Island, N. Y.	27,982.59	24,750.00	33,618	10.00
South Amboy, N. J.	82,244.00	70,802.00	.....	178.00
South Bend, Ind.	15,550.00	16,150.00	58,591	10.00
Washington Navy Yard	87,782.78	72,028.80	134,799	.....
Washington, Twenty-first and B Streets.	116,441.88	126,174.96	144,639	.....
Warren, Ohio	29,750.00	31,750.00	221,996	10.58
Watertown, N. Y.	79,187.00	73,168.00	1,275,892	.....
Waterbury, Conn.	37,305.00	28,251.00	.....	28.00
Watervliet, N. Y.	36,400.00	31,050.00	465,666	.....
Grand total	5,600,529.74	4,730,615.68	16,766,301	4,469.73
Portsmouth, N. H. ^a	75,000.00	75,000.00	.....	8.00
Net total	5,525,529.74	4,655,615.68	16,766,301	4,461.73

^a Hotels at Kittery, Me., deducted.

Name	Appraisal.	Cost.
Champerowne	\$50,000.00	\$50,000.00
Pepperell	14,000.00	14,000.00
Parkfield	11,000.00	11,000.00
	75,000.00	75,000.00

SUMMARY.

4,461.73 acres, at \$554.67	\$2,474,379.74
16,766,301 square feet, at \$0.13	2,181,235.94
Total	4,655,615.68
Total appraisal	5,600,529.74
Total purchase price	4,730,615.68
Saving on appraisal (15.5 per cent)	869,914.06

NOTE.—This summary does not include the few properties taken by requisition, the ultimate cost of which is necessarily unknown, nor does it include the extent to which projects have of necessity been curtailed or abandoned.

APPENDIX VI.

THE DESIGN DIVISIONS.

The preparation of plans for the various housing developments decided on from time to time, on the basis of the investigations elsewhere described, is carried on under the direction of three closely related divisions—the Architectural Division, the Engineering Division, and the Town Planning Division.

COMMITTEE OF DESIGNERS.

The corporation appoints a committee of designers, consisting normally of three persons, jointly responsible for the proper planning of the development as a whole, but chargeable respectively with professional responsibility for (a) architectural matters, (b) matters of municipal engineering including street paving, sewerage, water supply, and in general all “public utilities” except transportation utilities (the latter being handled in detail by the Transportation Division), (c) matters of general town planning and especially the adaptation of the project on the topography, location and grading of streets, building lots and public grounds, and in general all surface improvements outside of buildings.

For these three functions, the men respectively from the professions of architecture, municipal engineering, and landscape architecture are chosen. The combined work of each committee of designers, like the combined work of the three Design Divisions, constitutes town planning, in a broad sense, but it has seemed best to make one division and one member of each committee of designers especially responsible for the general site-planning and for the definition and record of those general decisions of plan arrived at jointly and which control and correlate the special work of all three members of the committee of designers, and to designate that one by the term “town planner.”

These designers are employed under contract and compensated for their services by a lump-sum fee, determined in advance, plus the reimbursement of their expenses as specified and approved by the corporation. The committee is in effect one firm, for the purposes of the particular project, jointly responsible through its chairman to the corporation for the efficiency, speed, and coordination of all the designing work. The Design Divisions give the committee of designers general directions and aid them in every way, but do not relieve them of responsibility for the completeness and efficiency of the design in each particular case.

The committee of designers is called to Washington for instructions before beginning work. All the information on the work to date is put at the disposal of the designers, and they are made familiar with the general procedure of the corporation and furnished with copies of general instructions and standard information. They go first to the site of the project, studying it in detail on the ground. They then prepare and submit personally, in conference at Wash-

ington, preliminary plans and estimates showing what they are agreed should be done under the circumstances and what the total cost should probably be.

These plans and estimates are gone over in detail by each designer with his respective division, and the whole problem is then discussed in staff conference.

When the general scheme is approved the designers proceed to make final plans, specifications, and estimates, incorporating any modifications made by the corporation, and working out details, eventually submitting their work again in personal conference in Washington, to be finally checked and sent out for bids by the corporation.

While the work is under construction each designer still remains in touch with it by having a representative on the ground to act in an advisory capacity to the works superintendent, explaining the plans and specifications, and arranging any necessary modifications without loss of time and without undue change in the original intent of the design.

Though not capable of exact delimitation, particularly in the case of the Town Planning Division, the work of each Design Division occupies a distinct part of the field which the corporation is forced to cover and represents a distinct point of view and distinct grouping of specialized technical experience. The essence of the organization of the Design Divisions, however, is cooperation in the treatment of each project as a single business proposition to be looked at from all sides.

ARCHITECTURAL DIVISION.

I.

In creating an organization to handle the work of design and construction of housing for workmen and their families as a Government function, one of the many questions to be determined was the method of design. For this the country offered no precedent, unless its world's fairs may be so considered; at least they had shown the advantage of team work. As one element of the great team called the Bureau of Industrial Housing and Transportation, the Architectural Division grew from the first days of formative effort to its final definite establishment.

Of two main lines of policy, one was to be chosen—to act as architect for all the contemplated work or to employ therefor the architects in private practice. For reasons not within the province of this part of the bureau's report, the latter course was adopted. But pending the time when such employment could begin; when, after the most thorough and painstaking investigation had disclosed the character and extent of each project, that project could be launched, and while legislative authority to build was awaited, a great amount of preparatory work was undertaken.

To understand both the difficulty of this work and the need for it, in face of the far-reaching and complex program in view, one must appreciate how little of actual experience the country has had. A very few private developments under control of industrial corporations and upon financial bases that afforded but meager index to a

governmental plan; the sporadic accomplishments of speculative builders, ranging in quality from good houses offered upon fair terms to anything that would find a market; wholly insufficient effort to provide proper housing for labor; no systematic plan of town management generally accepted as a necessary expert function. Housing means far more than mere houses; it means, in such measure as was to be provided in this case, the sudden creation of entire new communities, either as extensions of existing ones or as new entities, and varying in extent from moderate-sized villages to considerable towns.

American designers had had but limited experience of industrial housing; the question was how they would rise to the emergency when placed in possession of all such material as could be gathered together and reduced to available form for their guidance and speedy use; for it was plain that when work began no time should be lost.

The first task, therefore, was the assembling of everything useful that could be found in the way of information. The great examples of modern workmen's villages are to be found in Great Britain and Germany. Germany is somewhat out of fashion nowadays, but in the search for planning information the seeker is concerned with its positive value as such rather than with what may appear to him to be the deplorable uses to which that planning was put. Great Britain had not only done much in prewar days, but had, as a purely state function, carried out a vast building program during the war, having expended up to the latter months of 1917 some \$700,000,000 in industrial housing. But however excellent the overseas examples, they were designed to meet living conditions and customs so different from our own as to be directly applicable only to a limited extent. Whatever experience American designers had had was sought. And outside of actual construction they had given much thought to the problem, expressed in papers and discussions at meetings, and in a variety of designs. Everything of the sort was collected, including numerous plans put forth by manufacturers and contracting companies. Special-type designs were invited from architects, who responded generously, and similar designs were made by our own staff. There was thus collected a great amount of valuable reference material now on file in the library of this bureau.

The next step was the preparation of typical designs for those buildings which investigation indicated would be the most prevalent types. These were—

Bungalows (3 to 6 rooms),	Hotels,
Houses (4 to 8 rooms),	Cafeterias,
Apartments (2 to 6 rooms),	Recreation buildings,
Boarding houses,	Stores,
Dormitories,	Schools, etc.,

and were intended to serve as condensed practical guides to architects employed rather than as hard and fast forms to be rigidly adhered to. In short, the idea was that the architect, while thus held to a proper limitation and given a satisfactory basic solution, should be free to exercise his own inventiveness both as to improvement of the plan and as to its executed appearance. Besides these there was prepared a very complete set of standard details for such items as window frames, trim, doors, blinds, stairs, cupboards, and the like; also hardware, plumbing fixtures, lighting fixtures, etc.

The desirability of such uniform standards was at least twofold. First, within the strict requirement of economy in construction but little latitude in the variety of these details was permissible or could be of advantage; next, the uniformity is a necessary factor of quantity production as quickly as possible, for general distribution and at minimum cost.

A standard of minimum requirements, somewhat resembling a building code, was compiled in collaboration with the National Housing Association, Emergency Fleet Corporation, Council of National Defense, and many architects, sanitary engineers, and social investigators.

Type plans, standard details, and minimum requirements might appear to lead toward standardized house designs. About once in so often, somebody seems bound to appear with a project for standardizing pretty much everything, and housing has not escaped. The tremendous demand made by the war upon industry to engage upon the production of war essentials; the increasing shortage of building materials; the need to systematize production and transportation and to economize in many directions, made standardizing desirable wherever practicable. Hence the idea of extending it to housing design was natural. The short and easy and, as it happens, the right answer is simply that it can't be done. That is to say, if it were done one result would be the imposition of a set type upon all sorts of places and in all sorts of local conditions where it would not fit; another a dreary monotony that would be increasingly repellent with the increase of repetition. A house is a result, and to make a fixed standard even practicable it would be necessary first to standardize climate, soil, vegetation, topography, exposure, and local materials; then, customs and tastes. It means first standardizing the earth and next its inhabitants. For these reasons which appeared to be sufficient, the Architectural Division has not set out to produce a standardized house. On the other hand it is worth recording that experience with the many plans made for housing projects has shown that certain measures of what may be called standardization proved both natural and desirable for convenience and economy. Out of all the plans, it has appeared that in each of the different types, given the necessary restriction of such small individual units, certain quite uniform arrangements of plan worked best; also that bathrooms and kitchens, especially in their relation to each other in the matter of plumbing, could advantageously be reduced to plans so constant as to become practically standards. Standard ceiling heights have been advocated but can only be approximate, as they must be the resultant of several varying factors, such as run of stairs, depth of joists, brick sizes, and mortar joints. A house, moreover, is not made on a machine, but is the assembling of a large number of different materials worked by human hands and hence subject to the variation always attendant upon such work.

II.

Upon coming to Washington for instruction concerning his project, the architect has had interviews with each of the divisions concerned: Architectural, Engineering, Town Planning, Requirements, Construction, and Operating. He also received these documents:

General instructions.
 Directions to committee of designers.
 Instructions of field staff.
 Copy of contract form.
 Insurance letter.
 Labor department of housing stand-
 ards.
 Prints of standard types of houses.

Supervision of construction letter.
 Standard details.
 Lighting-fixture standards.
 Hardware standards.
 Millwork details.
 Specifications for electric wiring.
 Standard general specifications and
 various bulletins.

Sketches were then prepared by this architect and forwarded to the bureau. Here they were assigned to one of the architectural examiners. It was his province to check the general requirements of the plans, pass them through the sections equipped for checking the mechanical work, see that specifications were checked in due course, and review the plans with the Operating Division, whose function is to equip and manage the properties. The plans were then returned to the project architect.

In this manner the plans were gradually developed by the architect in touch with local conditions and revised by the Architectural Division in the light of its previous studies and intimate knowledge of the many requirements of housing operations. When completed, they received final approval of the Architectural and Operating Divisions and were turned over to the Constructing Division for the letting of contracts.

In employing architects those have been chosen whose known experience and ability, professional standing, and general equipment offered the best guaranty of efficient service. Given these requirements, the policy has been followed of choosing individuals or firms practicing at or near the projects, so far as that has been practicable. Contracts with them have been elsewhere described. Their terms yield to the architects in every case a margin of profit far below that which he commonly makes and is entitled to; it has been conceived as war service and has been universally so accepted in a spirit of patriotic unselfishness. All pay rolls have had to be submitted to the bureau for approval; overtime work has been allowed and was necessary, but no additional rate therefor has been permitted, except in one case where the well-established practice of a large city could not be advantageously set aside.

There have been employed 52 architects, each of whom has provided for this work from 2 to 24 assistants, making the total force so engaged about 450, including the field forces required during actual construction. Plans for some 80 projects were passed by this division through the successive steps of study from first sketch to working drawings, checking even to the smallest details of construction, plumbing, heating, electric wiring, and specifications. Over 5,000 sheets of drawings have been made by the project architects and checked and approved by the division. The projects so designed range in extent from those providing housing for 15 families and 50 individuals to those housing 1,200 families and 3,600 individuals.¹ Were they all combined in one it would make a community of some 114,000 people, of whom the workers are to be estimated at 50,000; such a community would compare in size with, say, Albany, N. Y., which has a population of 118,000.

¹ The numbers given do not occur in the same project.

III.

Besides the work committed to project architects, a number of projects have been of such a character as to require and to justify housing of a temporary sort, such as dormitories. In these cases this division has prepared the necessary plans. The heating and plumbing examiners have worked out in their respective fields very complete and detailed systems specially applicable to the class of work involved and resulting in large and important economies worthy of permanent adoption universally. One example, in plumbing, is the elimination of back venting, required by most building departments, but unnecessary in small houses. In improvements of this sort, such as the recirculating system for hot-air furnaces, permitting reduced size of grates and simplified run of pipes, along with many economies in the use of materials arrived at in consultation with the War Industries Board, great savings have been actually effected, and the way to potential savings of vast magnitude in the future pointed out.

As building operations were begun, it became evident that there would be a conflict between the building standards adopted by this corporation and the requirements of many local building departments. In numerous cases all discrepancies with Government methods were waived. In other cases where cities were jealous of their rights, negotiations were undertaken which resulted in persuading the authorities to accept methods considered safe and satisfactory by this corporation in lieu of previous requirements which in many cases were extravagant in money, materials, and labor without any compensating return in increased safety or better conditions. It is to be hoped that this will have a marked effect after the war in freeing the country from the burden of unnecessarily expensive buildings.

As the intensity of the war demand constantly grew it exercised a profound effect upon the kind and quantity of building materials available throughout the country, and, in cooperation with the War Industries Board, it became necessary to make frequent revision of the program concerning them. The division's original standard details were entirely revised and this work would have been carried through the remaining details in its book of standards had the war been prolonged through the winter. The millwork details completed just before the signing of the armistice may prove of considerable value in simplifying mill details throughout the country and tending to standardize building methods so far as millwork is concerned.

The standard specifications were so altered by the same cause as to become practically obsolete.

IV.

The personnel of the Architectural Division is as follows: Chief architect, chief draftsman, 5 architectural examiners, 2 plumbing examiners, 5 heating examiners, 1 specification examiner, 8 draftsmen, and 2 stenographers.

The duties of the staff have been those above indicated and also to cooperate with and to advise the Engineering, Town Planning, Operating, and Construction Divisions upon architectural questions.

V.

Closely allied with the work of the Architectural Division have been the investigations and reports upon school conditions and needs, covering 22 communities, and upon hospitals. These have been made by recognized authorities in each field, who have also made the plans needed for such work as the corporation may be called upon to do.

VI.

The sum of the response made by employed architects has been decidedly gratifying. They have cheerfully accepted terms of remuneration far below either customary rates or the real value of their services; this they have done as war service. There has been imperatively demanded of them and their staffs a most trying intensity of application, and this they have met without stint. In several cases they have contributed valuable and ingenious modifications of the type plans; many of them have shown notable skill in original design of elevations. Indeed, speaking with the instinctive feeling of the architectural branch of the bureau, it is quite natural to regret that some designs of truly remarkable quality should be those of projects not to be realized as the war work of an organization called into being by the needs of war production.

A great example and a great opportunity lie before either private enterprise or some other device for meeting a real and continuing need of the country. Surely the modest hope may be expressed that they are not to be wasted.

Respectfully submitted.

JOHN W. CROSS,
Chief Architect.

ENGINEERING DIVISION.

The Engineering Division of the Housing Corporation was early formed, because the proposed Government housing is principally conducted in cities or closely adjacent thereto and it became necessary to obtain the aid and advice of engineers familiar with municipal and public utility work to plan and supervise these improvements and make the necessary arrangements with the municipalities in which they were operating, and also the contract with utility companies whose service was needed.

I.

The work has included the planning and negotiation for the extension of municipal improvements, such as drainage, sewerage, water supply, electric light, fire-alarm systems, fire protection, gas, sidewalks, gutters, street paving, street lighting, sewage treatment plants, pumping stations, and other municipal improvements.

Under the corporation program 60 or more developments projected in various parts of the country have reached the stage of engineering planning. These range all the way from 25 to 3,000 families per development, and there have been necessarily planned for this work in the aggregate the following municipal improvements:

180 miles of sewer, costing about \$2,852,700.

160 miles of water pipe, costing about \$2,872,600.

11 independent pumping stations for water supply.

63 miles of gas lines, costing about \$637,700.
.145 miles of electric transmission systems, at \$775,000.
185 miles of street paving, curbs and gutters, costing \$3,060,300.
260 miles of sidewalks, \$1,234,300.
2,877 street lights.
6 sewage pumping plants.
13 sewage treatment plants.

The total cost of all contemplated municipal area utility improvements will approximate \$13,060,000.

These improvements would require 70,000 carloads of material, which, if carried together, would make a train 530 miles long.

The necessity of working in cooperation with the municipality in which the development is situated has necessitated negotiations with over 60 mayors, city councils, and city engineers as to the interrelations of the corporation with the municipality. In each case it has been urged upon the city officials that it is their privilege and duty to assist the corporation, as far as possible, by at least doing for the Government what would usually be done for a private individual making a similar investment. In many cases more than this amount of aid has been sought and in some cases generously extended.

In some cases the interrelations with municipalities have necessitated loans; in other cases, complex special assessment relations; often aid to the city in urging permission for the issue of securities by the Capital Issues Committee; and nearly always obtaining priority orders for material and negotiating regulations made by the War Industries Board for emergency exclusion of expensive materials, difficult to obtain in view of other war demands and the adaptation instead of local materials.

For this purpose the Engineering Division, of necessity, has been composed largely of municipal engineers especially skilled in municipal work, assessment law, city regulations, precedents, and practices. Through its negotiations, it has obtained aid from municipalities to the extent of \$3,103,000, or 24 per cent of the total cost of all the utility and municipal work contemplated.

II.

The Engineering Division has further been intrusted with the negotiations with private utility companies for the necessary service for the corporation developments of gas, electric lights, water supply, and, in some few cases, of heating facilities and telephone service as well. These negotiations have been conducted by the project engineers in many cases and by the district engineers in other cases, and sometimes by special experts employed by the division.

In all, some 250 negotiations have been conducted, a large portion of which have been brought to a successful termination. In many instances it has been necessary to come to the assistance of utility companies that were financially embarrassed yet whose continued service was essential to the development and to the Government in adjacent war industry. In these cases a financial adviser skilled in utility securities and banking has reported upon the financial ability of the companies and their ability to furnish necessary collateral.

Where good banking loans could be had, the utility has been financed through approval of the Capital Issues Committee. In cases where good banking loans were not available, utilities have at times been financed by the corporation direct, making the loan upon such collateral as was available.

In every case it has been urged upon utility companies that they ought to accord the corporation the same service, if not more service, than they would accord a private investment under similar circumstances. The necessity of the situation has required contract relations or negotiations with 48 gas companies, 67 electric companies, and 40 water companies, or about 155 utility companies in all.

A careful record in each of these contract relations will be found in connection with the docket of the case, and when the negotiations have been completed they are referred to the Legal Division for the final form and approval.

The Engineering Division, through its negotiations and efforts, has obtained aid and financial investment from utility companies for United States housing to the extent of \$1,600,000, or 12.3 per cent of the total cost of utility investment.

The total amount raised by suggestion and negotiation of the Engineering Division from municipalities and utility companies for United States housing requirements has been \$4,702,700, or 36.2 per cent of the total requirements of \$13,040,134 estimated utility expenditure.

Of the \$4,702,700 raised from municipalities and utility companies, about one-half, or \$2,216,900, has been financed by the municipalities and utility companies and the remainder loaned them by the corporation, to be repaid to the Government in the near future.

The Engineering Division consists of chief engineer, engineering secretary to the chief, chief assistant, 10 district engineers (each of whom has conducted the individual details of a group of projects), 2 utility engineers, 1 road engineer (loaned by the Office of Roads and Rural Engineering), 1 fire-protection engineer (loaned by the National Board of Fire Underwriters), 2 electrical engineers, an attorney on contract relations, and an engineer in charge of engineering contracts, bills, and accounts, and 4 stenographers—about 25 in all.

The duties of the staff have been—

- (1) To make preliminary investigations of sites proposed for housing projects;
- (2) To prepare a manual of standard directions for local project engineering designers;
- (3) Standard instructions, drawings and specifications, and directions;
- (4) To report on all unusual or difficult engineering problems such as constantly arise;
- (5) To select, appoint, and contract with all local project engineers and their assistants;
- (6) To guide and direct the local project engineers;
- (7) To revise their budget allowance in accordance with the policy of the corporation;
- (8) To initiate and conduct all contract relations with city and utility companies;

- (9) To approve all detailed plans, estimates, and specifications of such local project engineers and control their operations;
- (10) Check their bills of material; and
- (11) To advise the Town Planning and Construction Divisions on all engineering questions.

III.

In the field, some 60 local project engineers have been appointed who were either persons or firms having locally efficient office, organization, acquaintance, equipment, and financial ability in addition to specialized training in municipal problems, who could do rush work on short notice in the preparation of plans, conducting negotiations, and the supervision and construction of local development projects. Contracts with the local project engineers have been on a uniform contract form prepared by the Engineering Division and based on a scale of fees less than ordinarily earned but thought to be sufficient, in which all contracting engineers have been uniformly treated alike. Fees and overhead expenses have been on a sliding scale, reducing in cost per house with the increase of the development, and prepared on the basis that the municipal improvements would vary approximately with the number of houses in each development. The average of fees and overhead allowance has been but 1 per cent on the cost of utilities involved, amounting to about \$2,500 on a 200-house development, and increasing to about \$4,500 on a 1,000-house development, in addition to which the project engineer receives actual cost for his assistants, the traveling expenses and such obvious expense as can be readily checked by the Fiscal Division.

IV.

The United States Housing Corporation has had the cooperation of the finest sanitary and municipal engineers in this country, who have willingly laid aside all other work to do the Government war-time service at fees far below their usual charges. These local project engineers have thrown in their local organization, prepared plans, specifications, and estimates in their own offices, and have brought to difficult negotiations their wide experience in municipal matters. Each firm has had to provide on this work from two to twenty-five or thirty assistants, assigned to work only for such time as actually needed, and in all probability between 600 and 700 engineers and assistants have been locally employed with the approval of the division. During construction, field forces are required and assigned to the work of actual construction, who report to the construction division. Over 500 sheets of plans and designs have been made by the local project engineers and checked and approved by the division.

V.

When the engineer builds great bridges or viaducts or the huge dams that impound the water supply of whole communities, his work is hardly to be distinguished from that of the architect; it makes its appeal to the popular imagination through the eye—we sense the

accomplishment and acclaim it. The engineer who designs the utilities needed for such projects as those of the United States Housing Corporation makes no such spectacular appeal; the greater part of his work is buried out of sight and is at the best unromantic. And yet upon him lies a responsibility which, to the understanding mind, has in it what should be the greatest of all appeals—the health, the convenience, the comfort, and well-being of a multitude of men, women, and children.

The nature of his work accords well with the purpose of this corporation of which he is a part; to do as well and thoroughly as may be that for which it was created, and to do it with all possible economy of the public funds; to have good appearance, though it is an invaluable economic asset, grow logically out of that stable foundation of sound and orderly plan and construction of which what is called "utilities" is an integral, essential element.

Respectfully submitted.

JOHN W. ALVORD,
Chief Engineer.

Status of loans and proposed loans Dec. 11, 1918.

UTILITY COMPANIES—CANCELED PROJECTS.

Locality.	Name of company.	Contract executed for loan.	Loans recommended in reports.	Possible future allotments.
Alton, Ill.	Alton Gas & Electric Co.		\$12,250	
Do.	Water Company.		22,500	
Butler, Pa.	Butler Water Co.		6,350	
Dayton, Ohio.	Electric Co.		28,000	
Eddystone, Pa.	Philadelphia Suburban Gas & Electric Co.		76,000	
Milton, Pa.	Electric Co.		1,000	
Milton, Pa.	Northern Central Gas Co.		750	
Muskegon, Mich.	Consumers Power Co.		10,000	
Muskegon Heights, Mich.	do.		2,600	
Newport News, Va.	Newport News Light & Water Co.		93,500	
Newport News, Va.	Newport News Railway, Gas & Electric Co. (electricity and gas).		58,000	
Portsmouth, Ohio.	United Fuel Co.		3,000	
Sharon, Pa.	Sharon Water Works Co.		13,000	
South Bend, Ind.	Indiana & Michigan Electric Co.		2,500	
Staten Island, N. Y.	Electric Co.		3,700	
Staten Island, N. Y.	New York & Richmond Gas Co.		2,200	
Warren, Ohio.	Trumbull Public Service Co.		4,300	
Ridley Park, Pa.	Philadelphia Suburban Gas & Electric Co.		45,000	
Total.			\$384,650	

MUNICIPALITIES—CANCELED PROJECTS.

Locality.	Name of city.	Contract executed for loan.	Loans recommended in reports.	Possible future allotments.
Butler, Pa.	Butler, Pa. (paving).		\$13,280	
Charleston, S. C.	Charleston, S. C. (waterworks department).		8,560	
Dayton, Ohio.	Dayton, Ohio (water, sewers, paving).		173,200	
Ilion, N. Y.	Ilion, N. Y. (water).		10,000	
Neville Island, Pa.	Pittsburgh, Pa. (water).		650,000	
Staten Island, N. Y.	New York (water).		6,000	
Warren, Ohio.	Warren, Ohio (sewers and paving).		2,810	
Watervliet, N. Y.	Watervliet, N. Y. (sewers).		1,300	
Total.			\$865,150	

• Plus or minus; engineer's estimate of cost.
 † Minimum estimate.

SUMMARY.

Loans recommended:		
Municipalities.....		\$265, 150. 00
Utility companies.....		384, 650. 00
Total loans:		
Canceled.....		1, 249, 800. 00
Not canceled.....		1, 729, 019. 50
Total (all loans).....		2, 978, 819. 50

NOTE.—The report of the Engineering Division gives the total loan at \$2,216,900. This amount does not include a number of cases where the cost of the construction of the utility is refunded to the United States Housing Corporation each month.

The itemized statement of loans amounting to \$2,978,819.50 includes all short-time advances of money.

Status of loans and proposed loans Dec. 11, 1918.

UTILITY COMPANIES.

Locality.	Name of company.	Utilities.	Terms.	Contract executed for loan.	Loans recommended in report.	Possible future allotments.
Aberdeen, Md.	Havre de Grace Electric Co.	E				\$5, 400
Alliance, Ohio.	Alliance Gas & Power Co.	E	C		\$7, 000	
Bethlehem, Pa.	Lehigh Valley Light & Power Co.	E			95, 000	
Bethlehem, Pa.	Lehigh Valley Transit Co.	P			b 15, 000	
Eddystone, Pa. (Ridley Park).	Springfield Consolidated Water Co.	W		\$500, 000		
New Brunswick, N. J.	Public Service Corporation of New Jersey.				40, 000	
	(Gas Lighting Co. of New Brunswick).	G				
	(Somerset, Union & Middlesex Lighting Co.).	E				
Norfolk, Va.	Virginia Railway & Power Co.	E	F		146, 600	
Norfolk, Va.	Norfolk City Gas Co.	G	F		b 23, 000	
Rock Island (Ill.) district.	United Light & Railway Co. (Tri City Railway & Light Co.).	G and E			115, 000	
Total.....				500, 000	441, 600	5, 400

Contracts executed.....	\$500, 000
Loans recommended.....	441, 600
Possible future allotments.....	5, 400
Total.....	b 947, 000

NOTE.—E, electricity; P, paving; G, gas; W, water. C refund within 5 years; F, agreement for utility company to purchase within 1 year.

MUNICIPALITIES.

Locality.	Name of city, etc.	Utilities.	Terms.	Contracts executed for loan.	Loans recommended in reports.	Possible future allotments.
Alliance, Ohio.	Alliance, Ohio.	W, S, P	A		\$22, 500	
Bath, Me.	Bath, Me.	S	D		b 22, 000	
Bath, Me.	Bath water district.	W	D		b 16, 000	
Bethlehem, Pa.	Bethlehem, Pa.	W, S, P	D		b 155, 000	
Bridgeport, Conn.	Bridgeport, Conn.	S, 25%	A		b 19, 266	
East Moline, Ill.	East Moline, Ill.	W, S	C		b 15, 400	
Moline, Ill.	Moline, Ill.	W, S	C		b 54, 500	
New London, Conn.	New London, Conn.	W, S, P	B		c 43, 500	
Niagara Falls, N. Y.	Niagara Falls, N. Y.	W	C		b 41, 650	
Niles, Ohio.	Niles, Ohio.	W, S, E	A		88, 000	
Norfolk, Va.	Norfolk, Va.	W	C		b 93, 696	
Waterbury, Conn.	Waterbury, Conn.	W, S, P	A and B		b 25, 000	
Watertown, N. Y.	Watertown, N. Y.	W, S, P	A			
Washington, D. C.	District of Columbia.	W, S, P	C	\$175, 487. 50		
Total.....				175, 487. 50	b 606, 532	

Contracts executed.....	\$175, 487. 50
Loans recommended.....	b 606, 532. 00
Total.....	782, 019. 50

NOTE.—W, water; S, sewer; P, paving. A, refund each month on certificate of cost; B, refund within 1 year; C, refund within 5 years; D, long-period loan; E, purchase within 1 year.

b Paving Western Avenue.

c Plus or minus; engineer's estimate of cost.

c Not over amount stated.

SUMMARY.

	Contracts executed.	Loans recommended.	Possible future allotments.
Utility companies.....	\$500,000.00	= \$441,600	\$5,400
Municipalities.....	175,487.50	= 606,532	.....
Total.....	675,487.50	= 1,048,132	5,400
Contracts executed.....			\$675,487.50
Loans recommended.....			= 1,048,132.00
Possible future allotment.....			5,400.00
Total.....			1,729,019.50

= Plus or minus; engineer's estimate of cost.

TOWN PLANNING DIVISION.

I.

The Town Planning Division is particularly responsible for the general site planning; the arrangement of blocks, lots, streets, and public open spaces, so that all the requirements of convenience, economy, and appearance shall be as well served as possible in the circumstances. The Town Planning Division is concerned, for instance, in determining the proportion of the land under consideration which is available for development as house lots; the necessary density of occupation in view of the probable cost of land and of development; the existing available facilities and possible necessity for increased facilities in respect to schools, playgrounds, public open spaces, recreational facilities, stores, and other neighborhood services of a public or quasi-public sort.

The Town Planning Division is responsible for checking in detail the general plans, construction plans, specifications, and estimates by the town planner members of the committee of designers.

II.

Its organization is as follows:

A manager and assistant manager, who have the recommendation of the appointment of the town planners for the local projects, the issuance of instructions for the town-planning work, the review and final approval of plans and specifications submitted by the project town planners.

An assistant to the manager, responsible for the office management, for the records and for the receipt, distribution, and issue of all correspondence and instructions.

Nine district town planners, each of whom is assigned to a certain number of projects. The district town planner keeps himself completely informed of the progress of the design of his projects from the town-planning point of view, and makes sure that all necessary instructions and assistance are given by the Town Planning Division to the committee of designers. He represents the Town Planning Division, with or without the presence of the manager or assistant manager, at every staff conference on the projects assigned to him. He checks in detail plans submitted by the project town planners and reports them to the manager for final approval. The

district town planner often serves upon the second investigation team for a project to which he is later to be assigned. On certain projects the manager and the assistant manager perform the functions of district town planners without delegation.

Six to nine draftsmen, working on general standardized information and especially on the plans of those few projects which are designed by the Town Planning Division in its own office instead of through project town planners employed on contract.

III.

The work of the town planner begins at the very moment of his inspection of a proposed site, by the exercise of his knowledge and his power to visualize. Whatever the present condition of the area under consideration, he must see what it offers as a developed site; how its exposure will suit its occupancy; whether the topography is such as to afford convenient, economical, and agreeable disposition of communication and subdivisions; must see what natural features, if any, may be retained or improved to serve as recreational and breathing spaces, more especially if not fit for development as house lots. Further, though the design of the buildings may not be his task, yet their grouping will be, as well as their immediate setting, and he should have enough of architectural knowledge to realize the architectural possibilities. These are the things that his trained eye must perceive at once; the confirmation of his judgment is to come when, with a close topographical survey before him, he makes his plan of roads, lots, parks, and other communal features, works out his grades and establishes the balance between cut and fill which is essential to the economy he must never lose sight of. Furthermore, the town plan largely controls the necessary cost per house for sewerage and other utilities and for foundations, cellars, and the grading and improvement of lots; the work of the town planner being done in close cooperation with both the architect and with the engineer. Just as in the design of a building the practical, the sensible, the convenient are the best possible foundation for the good appearance which comes from the artist's touch, so in the town planner's lay-out, grading and planting, those same elements are necessary. The curving street that minimizes cost of grading and gives picturesque interest to the buildings along it must be a convenient means of circulation and make for the most advantageous subdivision of the lots on which those buildings are set. This work, no less than that of the architect, is no vague dream of Elysium, but is controlled by cold questions such as the cost of moving cubic yards of earth, the percentage of rentable area to be got out of a given site, the convenience of access generally and individually, the share of the total cost to be borne by each housing unit, and its relation to the paying power of the lessee or buyer. If out of these and such-like matters the town planner produces something which people want because of its attractiveness, he has done only what his employer, the United States Government, should have to validate its investment.

Respectively submitted.

F. L. OLMSTED,
Manager, Town Planning Division.

APPENDIX VII.

REQUIREMENTS DIVISION.

Between the work of the divisions charged with design and the building activities of the Construction Division stands the Requirements Division, coordinating the functions of both by gathering and disseminating information about building materials, their use and cost; by preparing in advance the lists needed for purchase and shipment; by advance analysis of the cost of projects and by subsequent checking of those costs.

It is further charged with the investigation and determination of all applications for Federal licenses to construct houses for workers in war industries where these are financed by private capital.

The Requirements Division is subdivided into the following sections, whose duties are described below:

1. Materials Information Section.
2. Estimating.
3. Private Housing Project.

1. The Materials Information Section works closely with the Building Materials Section. War Industries Board, in the conferences of the Board on Building Materials and lends to the board the benefit of its judgment and experience on subjects pertaining to standardization, conservation, and centralized control over building materials. It disseminates the resolutions of the Building Materials Section among the various interested parts of the corporation, keeping them informed of all developments in the materials situation, and sees that the recommendations of the War Industries Board are made effective and immediately applied to housing projects.

It investigates the relative merits of different materials appropriate for housing use and attempts so to direct their use as to stabilize business and secure for each branch of the building material industry its fair apportionment of orders placed, having in mind the appropriateness of material to certain localities and at all times the broad national aspect of the situation.

It has arranged fire protection and prevention for all buildings under the corporation's program.

2. The Estimating Section functions more directly with the Construction Division. This section advises the production divisions, and through them the project architects, upon prevailing costs, as a guide in the preliminary preparation of drawings; prepares lists of anticipated building material requirements and advises the Requirements Division, War Industries Board, of future probable needs, in order that advance provision for their production may be made; it further advises the Car Service Section, Railroad Administration, in order that car requirements may be anticipated.

It prepares advance purchase lists of building materials in order that materials may be allocated, purchased, and started in transit to the project while competitive bids are being taken and contracts

awarded, thus obviating delays in receiving material after contracts are signed and work begun.

The Estimating Section, upon receipt of final architectural drawings and at the time contractor's estimates are being taken, makes a quantitative estimate of the cost of each project and this carefully prepared itemized estimate is held in the files of this section. Upon contractor's estimates being received, a comparison is made between these bids and this estimate. The Construction Division is advised as to the reasonableness of the bids received and is guided accordingly.

As construction work progresses, comparisons between actual and estimated costs on all "units" of construction are kept and where actual costs show increases over estimated, the reason for this "overrun" is immediately investigated. If this "overrun" is due to remediable causes, the remedy is applied; if not, arrangement for financing the additional cost is made or the extent of the project is curtailed to fall within the allotment.

All bills of material or purchase orders from contractors are checked by the Estimating Section in order that any "over ordering" or "under ordering" may be detected and corrected before transportation begins.

Since the active work of the United States Housing Corporation began, the Estimating Section has prepared itemized quantitative estimates for 41 projects with an aggregate value for buildings alone of approximately \$38,000,000. It has furnished preliminary estimates and advance material-requirement estimates for these projects, and has checked all bills of quantities and costs units on the work that has proceeded.

3. Applications originating anywhere in the United States for Federal licenses for privately initiated and financed projects for housing workers in war industries are transmitted to and passed upon by the Requirements Division.

Through an agreement between the War Industries Board, Council of National Defense, and the United States Housing Corporation this corporation, through its Requirements Division, is designated as the sole authority to give final recommendation to the Non War Construction Section, War Industries Board, for the granting of Federal building licenses for all such private work.

By so doing, it is possible to exercise centralized control over all private housing work; to take advantage of the facilities for investigation and to bring to bear upon the subject the vast amount of data pertaining to housing needs possessed by the United States Housing Corporation.

The Requirements Division has assiduously encouraged the building by private capital of houses for war workers in those localities where there existed an acute housing shortage and where relief would otherwise necessarily have to be afforded by the Government.

This division has thus far succeeded in interesting private capital to build approximately 13,552 houses for workmen, at a cost of \$43,000,000, and has passed upon and approved privately financed dormitories, Young Men's Christian Associations, Young Women's Christian Associations, apartments, barracks, etc., accommodating for living purposes an additional 2,100 persons, costing approxi-

mately \$2,500,000, thus reducing in a substantial manner demands upon the Federal Treasury.

The success so far achieved, considering the short time the Requirements Division has been in operation, leads one to believe that, with restrictions further removed, private capital may be depended upon in an increasing degree to help solve the industrial housing situation.

Respectfully submitted.

N. MAX DUNNING,
Manager, Requirements Division.

APPENDIX VIII.

CONSTRUCTION DIVISION.

When the labors of the designers are concluded; when all the drawings and specifications prepared by architect, engineer, and town planner are complete, the Construction Division enters upon the scene for action. Not that it has been entirely absent therefrom during the design stage, for there have had to be the many consultations which tie up the work of the planner with that of the builder and are so important a feature of the conception of this corporation as a unifying of all participants into a team; and the project managers have been the constant link between the progress of designers' offices and all divisions of the corporation up to the time when the burden upon them shifts from the office to the field.

The formation of the Construction Division began about March 15, but a definite arrangement of personnel was not decided upon until about a month later, pending an indication of policy of action in view of the act which was pending before Congress during that period.

In the meantime, as the problems incident to the handling of a great volume of separate and diverse projects over a wide area, for which no ordinary contracting experience offered an exact precedent, disclosed themselves, and as the magnitude of the work became evident, it became necessary to frame and to create the nucleus of the administrative staff in the division, and to secure the services of well qualified men as chiefs of its different branches, in order to be prepared for the anticipated requirements when actual construction work should proceed, and also to prepare the formation of the field executive staffs.

As a description of what the administrative problem was and of its solution, the following statement of the work of the division, of its component branches and their duties should suffice.

The Construction Division organization consists of the manager, an assistant manager, and a general supervisor. The assistant manager has general supervision of the personnel and work of the office in Washington and of the personnel of the field staff; the general supervisor has charge of the field work, though the lines are not strictly drawn, both keeping in touch with all branches of the work. In the corporation office are stationed project managers, each of whom has from three to six of the projects under his charge; in addition to these men the Construction Division also contains the Contract Branch, Cost Reports Branch, and the Materials Procurement Branch with sections for ordering material by requisition (Requisition Section), for the procurement of the material so ordered (Procurement Section), for the expediting and delivery of the material (Traffic Section), and the obtaining of priority (Priority Section). Besides these there are a number of traveling supervisors who have

direct supervision of the work in the field; they are directly under the general supervisor.

THE CONTRACT BRANCH.

To this branch was allotted the duty of keeping a record of all contractors' questionnaires, and the records in connection therewith; the obtaining of estimates and their tabulation; the preparation of contract forms, and the filing of all records pertaining to the contracts.

MATERIALS PROCUREMENT BRANCH.

The creation of the Materials Procurement Branch was necessary because under war conditions it was neither possible nor desirable for the individual contractors to buy large quantities of materials in the open market. It was essential that the division's purchases, as well as those of the Army, Navy, and other Government departments, should be controlled by the War Industries Board.

The functions of the Materials Procurement Branch are just what its name implies, for it supervises the procurement of the public utility and building materials required for the entire program of the corporation. To this end it performs nearly all the duties of a huge purchasing office, and in addition has several branches of work—such as priorities and clearances through the War Industries Board—which were not known before the war. It prepares or approves requisitions for materials, determines prices, locates sources of supply, issues purchase orders, inspects and expedites materials and insures their prompt transportation to widely separated projects, furnishes standard prices on which contractors may figure their bids, cooperates with the Requirements, Facilities, and Priorities Divisions and the several Commodity Sections of the War Industries Board, and acts in close cooperation with the Army.

Not only is a huge amount of material required but it has had to be secured in a very short time. The first order was placed late in July, and by the end of October almost thirty million dollars' worth had been procured. During the latter part of October the purchases averaged almost a million dollars daily. In addition to this the Materials Procurement Branch had aided municipalities and private corporations in securing materials required in making the extensions of existing public utility or transportation facilities made necessary by the housing projects.

Arrangements were made with the Construction Division of the Army to allocate, order, inspect, and expedite the production of most of the division's requirements. The contractors, too, assumed much of the responsibility for expediting the delivery of their materials.

Four sections were created in the branch—the Requisition, Materials, Priorities, and Traffic Sections—and a chief of each was appointed. These men planned the work of the branch, prepared requisition and other forms, and so far as possible arranged the routine to be employed. On November 1, when the height of purchasing was reached, the personnel of the branch numbered 39.

COST REPORTS BRANCH.

This branch is headed by a cost engineer. Its functions are two-fold—the keeping of accurate records of both the cost and progress of work performed on each project and the utilizing of this record to improve existing conditions.

The contracts, determined after competitive bidding, are usually of the kind known as “cost plus a fixed fee,” the corporation paying actual cost of construction and the contractor receiving an agreed sum for the use of his plant, equipment, organization, and for his personal attention. It is therefore necessary to maintain constant and careful record and analysis of cost; this is done upon the basis of unit prices for all parts of the work, designed to cover materials and labor, these unit prices being agreed upon at the time of making the contract. Their determination as well as their subsequent use is a matter of close and ingenious computation. Under the system employed by this branch a check is kept upon current costs in the field, in comparison with those estimated by the contractor and embodied in the contract; when they show overrun, then, through information to the contractor and the activities of the works superintendent, proper remedies are applied and reduction effected.

The Cost Reports Branch has an engineer on each project, together with the necessary assistants, who keep account of all material built and work done and check the unit costs and total costs from week to week, keeping the works superintendent and contractor advised as to the relation between the actual and estimated costs.

A staff of project managers was organized—to act as assistants to the assistant manager—to follow up the details of each project from inception to completion. Part of their duties has been indicated above; in addition thereto they, with the works superintendents, aid the selected contractors in the preparation of official estimates, progress schedules showing the time of beginning and finishing each division of the work, labor schedules showing amount of labor in each trade necessary from week to week, and schedules of contractors' organizations and of the corporation's field forces. Each one of these, consisting of works superintendent, assistants, and inspectors, field auditor, and cost reports engineer, and the three chief members are instructed in Washington as to their duties under the direction of the project manager. He also checks the requisitions for materials sent in by contractors, to see that they comply with the requirements of the drawings and specifications.

There is also a corps of traveling supervisors reporting to the manager after periodical visits to the various sites where work is in progress.

The detailed duties of each member of the organization were defined in manuals of instructions.

The selection of the work superintendents in charge of the field staffs was arranged in conjunction with the committee of design (composed of the architect, engineer, and town planner) for each project, and the nominee then thoroughly questioned and investigated by the division heads before approval was made, and if satisfactory they were then appointed shortly prior to actual work being started; in addition the division appointed a direct corporation representa-

tive, whose special duties are to keep the manager thoroughly posted as to conditions of the work while in progress, in addition to the weekly and biweekly reports received from the works superintendent.

The work in the field is in the sole charge of the works superintendent, who reports directly to the manager of the Construction Division. The traveling supervisor of the district in which the project is located is the only person in the Construction Division other than the manager who has authority to direct the works superintendent in the field, and they have authority superior to that of the works superintendent only in dealing with the contractor.

The works superintendent reports daily to the manager of the Construction Division, giving the details of the work done, the number of men employed, and such other information as may from time to time be pertinent. In addition to this he renders a short weekly report on the state of advancement of the work and a detailed report every two weeks, prepared in conjunction with the cost reports engineer, giving the cost of the work to date, estimated cost to finish, and the percentage of work done, comparing this with the original estimated cost and time for the entire project.

The field auditor, who, though a member of the field force and under the direction of the works superintendent, is appointed by and reports to the chief auditor of the Fiscal Division of this bureau, not only keeps an account of all pay rolls and labor costs, but also supervises the checking of all materials delivered to the work and audits and pays all bills for both labor and material. All orders for material placed and all bills and pay rolls, when audited, are approved by the works superintendent before the materials are actually ordered or any payment made.

The duties of the field staff are fully set forth in the Field Staff Manual. The manual also instructs the superintendents as to the method of planning, the commencement of the work, and the arrangements to be made with regard to fire protection, hospital requirements, distribution of material, and the functions of the departments coordinating with the Construction Division.

The selection of contractors to estimate upon the various contracts has been a serious matter; each applicant was required to fill out a special questionnaire form for record, and, furthermore, through the courtesy of the Emergency Construction Committee of the Council of National Defense, access was had to the questionnaire files and records for additional data. Bradstreet and Dun reports were referred to for financial standing of the selected contractors and in many instances our traveling supervisors investigate the actual standing of the contractors in the vicinity of the projected contracts, and the data were compiled for reference, together with information obtained from other sources.

To insure competent and responsible bidders, taking into consideration the size of the contract, location, and type of work to be done, when a project was ready for estimate a tentative list of eligible contractors was prepared by the Contract Branch, checked by the manager and referred with comments to the president for final analysis and approval.

Estimates were delivered in specially prepared envelopes, stamped when received as to date and time, tabulated and rated by a committee, after analysis, and the results presented to the general manager and president for award based on the construction manager's recommendation; the successful contractor was notified and instructed by the various branch chiefs in methods to which he must conform governing the execution of his contract.

In beginning the work on each project various and interesting problems presented themselves to be solved. In many cases the preliminary operations were as important as the actual building of the houses; sites had to be cleared, barracks and commissary buildings erected, and other accommodations prepared for the welfare of the workmen engaged on the work; railway sidings to be constructed; sawmills and trestles for material erected; transportation arranged; and general organization effected. Special reports from the project manager and works superintendents explain in detail the manner in which this was done; also a schedule of the actual work completed or under way for each project up to December 1, 1918.

The requirements for labor are forwarded to and handled by the Industrial Relations Division of this bureau.

Of necessity, in the organization of an entirely new machine, there were complications and difficulties to be met in its preliminary operations, and rearrangements had to be made from time to time as conditions became evident. Each such case was taken promptly in hand and proper adjustments made to insure a harmonious and effective working staff in conjunction with that of the contractors. Labor difficulties have been prevalent and it was unfortunately not possible to find a sufficient staff of men to operate the jobs as expeditiously as was desired; there has been also the need to compete with other governmental branches that were trying to rush the work assigned to them and experiencing similar difficulties; the allocation and delivery of material was retarded in many instances because of congestion and extraordinary demand; yet with the aid of the War Industries Board and affiliated governmental assistance and the efforts of the staff of this division and the cooperation of the contractor, in the main contracts have proceeded with fairly uniform speed and on schedule time in the majority of instances.

Weekly meetings have been held under the direction of the assistant construction manager for the interchange of views by the project managers and other members of the Construction Division, and also in order to perfect and coordinate the functions of the various branches of this division and the corporation in general.

The traveling supervisors are in constant touch with the president of the corporation, acting as his confidential agents in conjunction with their other duties as supervisors of the Construction Division, enabling him always to be closely familiar with actual conditions at the works, their reports being supplemented by the routine reports from works superintendents and project managers and the personal reports of the manager.

To expedite the emergency work on temporary accommodations for employees of the powder plants, a separate branch has been organized, where drawings and specifications have been prepared,

orders and contracts placed, and the construction supervised. This branch in its operation closely conforms to the procedure described above for the Construction Division.

Another Special Emergency Construction Branch was created and is actively employed in conjunction with the Homes Registration Bureau in Washington to attend to the repairs and alterations of vacant and requisitioned buildings in Washington, D. C., and to date 38 houses have been finished for rental and 16 are in course of being completed; this branch is under the control of a superintendent and employs its own labor and acts as a contracting agent to the Construction Division, this being deemed a more economical and expeditious method of conducting this minor emergency repair work rather than to employ contractors.

In connection with the cancellation and curtailment of contracts a special adjustment committee was formed to consider all data with the view of effecting equitable adjustments with contractors and manufacturers and the results of these deliberations are then passed upon by the manager and transmitted to the general manager and president for final review and approval.

SALES DEPARTMENT.

Since the abandonment of several of the projects and the curtailment of others it has transpired that considerable material will be left on the several operations. Some of this is perishable and all must be handled by sale or storage and protected from the elements and unloaded to save demurrage. This same condition exists on many other government operations, and in order to conserve all such materials and get the best values for them intelligently, a new division, known as the sales department, has been organized, with a chief and an advisory committee of two members from the Construction Division, to get all data, formulate policies and keep the records of sales, making recommendation through the manager of the Construction Division to the president of this corporation for disposal of any material left from our several projects.

The first contract was awarded July 8; since then 79 contracts were placed, 36 contracts were canceled, 12 contracts were curtailed, and at present 31 are under way.

The average fee or profit on contracts as indicated by records to date is 0.0311 per cent, less the salary of the contractor's superintendent and office overhead.

The average plant or contractor's equipment rental to date is 0.0142 per cent, this rate being based on the estimated total cost of contracts in operation.

Respectfully submitted.

DANIEL T. WEBSTER,
Manager, Construction Division.

Summary of contracts to date, showing approximate final cost.

(Dec. 2, 1918.)

	Contract amounts.	Approximate final costs.
(A) Projects to proceed: Contract amounts.....	\$23,073,961.11	\$23,073,961.11
(B) Projects to be reduced: Contract amounts.....	17,320,967.29	11,297,471.00
(C) Projects to be canceled: Contract amounts.....	17,627,952.50	4,053,483.00
(D) Projects canceled without loss: Amount.....	5,458,275.75	
Total	63,481,146.65	38,424,915.11
Less approximate final costs.....	38,424,915.11	
Reduction.....	25,056,231.54	
NOTE.—To all these items 15 per cent should be added for safety, making a total approximate cost of construction under way about \$45,000,000.		5,763,737.27
		44,188,652.38

Amounts of contracts for work which is to proceed as originally planned.

Project.	Contractor.	Amount, including changes.
36, Aberdeen, Md.....	Sutton & Corson Co.....	\$395,418.03
59, Bath, Me.....	Leighton-Mitchell Co.....	482,861.00
24, Bethlehem, Pa. (railroad spur—Central R. R. of New Jersey).....	Central R. R. of New Jersey.....	10,000.00
102, Bridgeport, Conn.....	Canldwell-Wingate Co.....	3,437,985.00
18, Charleston, W. Va.....	Wills-Egelhof Co.....	360,534.04
244, Elizabeth, N. J. (alteration).....	M. Byrnes Building Co.....	21,179.72
10, Erie, Pa. (alteration Casselman Building).....	Edw. B. Lee.....	27,000.00
10, Erie, Pa. (alteration Conrad Building).....	do.....	5,345.00
457, Hammond, Ind.....	Wells Bros. Construction Co.....	576,000.00
496, Indian Head, Md.....	Wesley B. Porch.....	583,422.91
581, Mare Island, Cal. (housing).....	Dinwiddle Construction Co.....	668,500.00
581, Mare Island, Cal. (utilities).....	J. A. Marshall.....	212,427.00
157, New London, Conn.....	H. P. Cummings Construction Co.....	701,508.20
481, Niles, Ohio.....	Yoho & Hooker.....	244,450.00
840, Pannimann, Va.....	Du Pont Engineering Co.....	275,000.00
503, Philadelphia, Pa.....	Roydhouse-Arey Co.....	2,612,270.00
2126, Pompton Lakes, N. J.....	Charles Alberg.....	1,865.00
604, Portsmouth, N. H. (heating).....	Howard I. Norton.....	24,362.00
150A, Portsmouth, Va.....	Hegeman-Harris Co.....	3,179,563.67
150A, Portsmouth, Va. (footbridge).....	S. G. Williams.....	19,800.00
150A, Portsmouth, Va. (barracks).....	Wise Granite & Construction Co.....	102,375.00
141, Puget Sound, Wash.....	A. W. Quist Co.....	1,236,000.00
62A, Quincy, Mass.....	Casper-Ranger Construction Co.....	1,604,654.00
62B, Quincy, Mass.....	Geo. Howard & Sons Co.....	500,847.63
62B, Quincy, Mass.....	Quincy Electric Light & Power Co.....	1,652.03
246, 246A-B, Rock Island, Ill.....	Henry W. Horst Co.....	1,617,562.00
1368, Seven Pines, Va.....	Owen-Ames-Kimball Co.....	200,000.00
1368, Seven Pines, Va. (railroad spur).....	U. S. Housing Corporation.....	8,000.00
150C, Truxton, Va.....	Hegeman-Harris Co.....	730,710.00
27B, Washington, D. C. (Navy).....	F. C. Lewin.....	1,123,073.68
27C, Washington, D. C. (Navy).....	Richardson & Burgess (Inc.).....	200,585.20
27A-B-C, Washington, D. C. (Navy) (excavation).....	R. G. Collins.....	70,000.00
54A-B-D, Washington, D. C. (dormitories).....	Geo. A. Fuller Co.....	1,634,500.00
380, Waterbury, Conn. (clearing on site).....	Edw. Schoeck.....	1,500.00
Total		23,073,961.11

Approximate final cost of work on projects which have been reduced in size.

Project.	Contractor.	Cost of contract, including changes.
621, Alliance, Ohio.....	Cullen & Vaughn Co.....	\$774,857.44
24, Bethlehem Pa. (utilities).....	R. S. Rathbun.....	1,016,093.00
24, Bethlehem, Pa. (housing).....	The Whitney Co.....	4,639,236.00
246C, Davenport, Iowa.....	Central Engineering Co.....	1,362,377.85
246C, Davenport, Iowa (sewers).....	D. E. Keeler (unit prices).....	37,501.00
10, Erie Pa.....	Jas. Stewart & Co.....	3,019,619.00
227, New Brunswick, N. J.....	J. Lowry, jr.....	1,059,380.00
382, Newport, R. I.....	R. F. Jones.....	233,000.00
404, Niagara Falls, N. Y.....	Geo. W. Stiles Construction Co.....	1,394,925.00
27A, Washington, D. C. (Navy).....	Fred F. French Co.....	1,324,553.00
380, Waterbury, Conn.....	Tracy Bros. Co.....	964,941.00
Watertown, N. Y.....	E. K. Fenno.....	1,504,474.00
Total.....		17,320,957.29
Less approximate final cost.....		11,297,471.00
Reduction.....		6,023,486.29

Approximate final ultimate cost of work on projects which have been canceled.

Project.	Contractor.	Amount of contract, including changes.
456, Butler, Pa.....	Edw. Wehr.....	\$438,250.00
119, Chester, Pa. (alterations).....	John H. Yardley.....	57,065.00
1635, Eddystone, Pa.....	Edw. Fay & Son.....	144,900.00
244A-D Elizabeth, N. J.....	M. Byrnes Building Co.....	394,530.74
244B, Elizabeth, N. J.....	Charles Flocken.....	339,294.00
Fernwood, Pa. (alterations).....	John H. Yardley.....	15,846.00
578, Ilion, N. Y.....	Hoggsword Bros.....	524,125.23
1314, Indianapolis, Ind.....	John A. Schumacher Co.....	127,400.00
607, Kenilworth, N. J.....	H. Wilhelm's Sons Co.....	258,427.00
Kings Mills, Ohio.....	U. S. Housing Corporation (approximate.).....	50,000.00
398, Lowell, Mass. (houses).....	J. E. Poland Co.....	501,660.00
398A, Lowell, Mass. (dormitories).....	George Howard & Sons Co.....	273,280.00
381, Milton, Pa.....	D. T. Riffle.....	248,339.00
1371, New Castle, Del.....	Piel Construction Co.....	394,544.00
880, Neville Island, Pa. (temporary).....	The Rodd Co.....	56,733.54
481, Niles, Ohio.....	A. F. Wendling Co.....	290,000.00
150B, Norfolk, Va. (barracks).....	Hegeman-Harris Co.....	279,800.00
604, Portsmouth, N. H.....	Murphy Construction Co.....	235,418.00
141, Puget Sound, Wash. (outside utilities).....	Miller & Bauer.....	190,500.00
1368, Seven Pines, Va.....	Owen-Ames-Kimball Co.....	1,918,482.00
138, Sharon, Pa.....	Sharon Building Co.....	660,884.79
South Amboy, N. J.....	Irvington Lumber & Door Co.....	3,178.00
130, Staten Island, N. Y.....	Bing & Bing.....	381,618.00
118, Warren, Ohio.....	A. F. Wendling Co.....	820,000.00
54C, Washington, D. C.....	Moss, Taylor & Crawford.....	2,212,300.00
151, Watervliet, N. Y.....	Central Building Co.....	274,000.00
564, Wickliffe, Ohio.....	U. S. Engineering & Construction Co.....	57,360.00
Barracks.....	Sears, Roebuck & Co.....	97,005.30
Bungalows.....	Huntington Lumber & Supply Co.....	959,972.40
Bungalows.....	J. H. Gerlach Co.....	19,100.00
Bungalows.....	J. K. Joyce Co.....	507,000.00
Bungalows.....	Owen-Ames-Kimball Co.....	1,012,500.00
Bungalows.....	O. W. Rosenthal Co.....	487,500.00
Bungalows.....	Sears, Roebuck & Co.....	476,075.00
Bungalows.....	A. C. Tuxbury Lumber Co.....	506,250.00
Bungalows.....	Gordon-Van Tine Co.....	1,000,602.50
Dormitories.....	International Mill & Timber Co.....	849,212.00
Dormitories.....	O. W. Rosenthal Co.....	1,045,000.00
Total.....		17,627,952.50
Less approximate final cost subject to adjustment.....		4,063,483.00
Reduction.....		13,574,469.50

Projects canceled without loss.

Project.	Amounts.
565, Charleston, S. C.....	\$470,494.27
1635, Eddystone, Pa.....	830,660.00
997, Muskegon, Mich.....	772,092.00
57A, Newport News, Va. (labor camp clear site).....	216,300.00
57BC, Newport News, Va. (labor camp).....	325,500.00
150B, Norfolk, Va. (housing).....	1,339,208.00
150B, Norfolk, Va. (utilities).....	175,614.00
1525, South Bend, Ind.....	633,910.00
54H, Washington, D. C. (hospital).....	690,507.48
151, Watervliet, N. Y. (sewers).....	4,000.00
Total.....	5,458,275.75

APPENDIX IX.

INDUSTRIAL RELATIONS DIVISION.

For the successful accomplishment of the United States housing program it was realized at the outset that provision must be made for taking care of the inevitable labor problems, embodying wages, hours of work, and general working conditions. This is the field covered by the Industrial Relations Division.

Its object and scope may be briefly summarized as follows:

To deal on behalf of the corporation with all questions of wages, labor, and employment affecting the production of contracts being supervised by the corporation.

To function in connection with the employees of the bureau and those of all contractors employed, and perhaps in some instances indirectly with the war industries.

To handle all matters relative to health and recreation for the benefit of employees of the bureau, contractors, and employees of war industries living in temporary quarters provided by the bureau.

Owing to the conditions of the labor supply in August, 1918, practically all the common labor had been absorbed by the other war industries of the Government, which had been operating before the Housing Corporation began its work, and this corporation thus came into the market for labor with the supply almost completely exhausted. Thus this division was seriously handicapped not only in its efforts to secure an adequate supply of labor but also to retain the labor on the projects that it was able to secure. By October 26 the requirements of the division as laid before the United States Employment Service numbered 12,356.

Notwithstanding the efforts of the United States Employment Service, the necessary labor was coming to the Housing Corporation projects in such small numbers that the Industrial Relations Division found it necessary to establish field agents in New York City and Boston, employ traveling field agents on its staff, and instruct all the Housing Corporation contractors to employ one or more labor scouts to take care of their own particular needs. Advertisements were also inserted in the newspapers.

By November 1 all the projects were about 50 per cent manned on the average. This means, of course, that some projects had a much larger labor supply and others, especially those just starting operations, a smaller working force.

Second in importance only to the securing of labor was the problem of retaining the labor after it had been secured.

There being no centralized governmental control over wages, hours of work, and general working conditions, each contractor and each Government department was a law unto himself and itself. The

hourly rate for common labor rose within a few months from 25 cents to as high as 60 cents in places. Hours of work were increased from eight for each week day excepting Saturday to as high as 14. The Saturday afternoon holiday soon went a-glimmering, work thereon being paid for at time and a half and double for overtime above four hours. Sunday work with double pay in many instances became the rule, in order to secure and hold the men. The "stealing" of labor by one department of the Government from another was an almost daily occurrence.

To retain labor after it was secured had been a big undertaking in itself. To the end of keeping its labor turnover down, the Industrial Relations Division endeavored to establish on each of its projects conditions conducive to making the employees satisfied and contented. A corps of special representatives was organized by the division and sent to the projects to investigate the conditions of food, housing, and other facilities for the contentment and comfort of the workers.

A corps of welfare directors was attached to the staff of the Industrial Relations Division. These had as their object the welfare and comfort of the men employed on the housing projects, and each director was put in charge of from three to six or seven projects, depending upon their extent and importance. These welfare directors not only investigated conditions and remedied those found to be disadvantageous but also acted as representatives of the Industrial Relations Division in preventing the development of and in cases in smoothing out differences that arose between the employees and the contractor and the works superintendent.

The activities of our welfare directors operated to reduce very considerably the labor turnover on our various projects. From reports received daily by the Industrial Relations Division, a close watch was kept on the labor turnover on each project and when this report showed a project to be exceeding a fair per cent of turnover, steps were immediately taken to remedy the conditions so far as possible. Every man who either left voluntarily or was discharged was interviewed as to the reason; in many cases satisfactory results were obtained by changing his employment, by placing him under a different foreman, and in numerous other ways, thus retaining the man on the project.

In the matter of wage scale the policy of the division has been to instruct the contractor to secure a copy of the rates of wages and working time in any particular locality from the examiner in charge of the nearest branch of the United States Employment Service, and not to vary from these established rates and conditions without instructions from the division. But in very few localities were the established rates being observed, and the Industrial Relations Division soon found itself involved in a contest of wage increases. In only two instances, so far as the manager of the division is aware, were the contractors of the Housing Corporation the first to vary from the established local rates.

Wage increases have been necessarily made effective by the Industrial Relations Division to meet competition. These included increases to common laborers to 40 cents an hour in the Hampton Roads (Va.) district, Bethlehem, Pa., and Charleston, W. Va.; to 45 cents an hour in Alliance, Ohio, Philadelphia, and Washington,

D. C.; to 50 cents an hour at Bath, Me., Quincy, Mass., and Erie, Pa. Carpenters' hourly rate was increased to 72.5 cents at Moline and Rock Island, Ill., and Davenport, Iowa; to 75 cents at Quincy, Mass., and Niagara Falls, N. Y. Hod carriers' hourly rate was increased to 55 cents at Erie, Pa. In the Hampton Roads (Va.) district, painters, plumbers, and steam fitters' hourly rate was increased to 75 cents.

In October wage rates were considerably disturbed by the award of the Wage Adjustment Board of the United States Shipping Board. Briefly, this award increased wages approximately 15 per cent to cover the increase in cost of living. Common labor was raised to between 46 cents and 54 cents. These higher rates affected disadvantageously the labor supply on a number of the Housing Corporation projects, especially the supply of carpenters, numbers of this trade leaving for the higher wage of the Shipping Board. It was decided that for the time being the Housing Corporation would not meet the increases of the Shipping Board.

Early in the beginning of its project the Industrial Relations Division entered into agreement with the Bureau of Housing and Transportation of the Emergency Fleet Corporation, United States Shipping Board, to the effect that whenever either entered with a project a locality in which there was also a project of the other corporation, the representatives of both parties were to put into effect the same rate of wages, hours of work, etc.

It was apparent very soon upon the beginning of hostilities against Germany that the extreme urgency demanded an extension of the working day beyond eight hours, at least in such directions as the manufacture of arms and munitions. Soon the 10-hour day was an established fact on nearly all Government projects. In many instances contractors seized upon the suspension of the 8-hour law as an advantage in competition and on many projects the 12-hour day and even longer hours prevailed. Saturday afternoon, long regarded as a holiday in many occupations, was also soon involved in the extension of working time, with overtime payment for all hours worked beyond the four hours of the morning. Sunday, too, also fell into the claws of competition, so that on many projects with which the Housing Corporation had to compete for labor men were working from one week's end to the other.

All through this fierce competition the Housing Corporation attempted to maintain a 10-hour work day, six days a week, with no Sunday work. In this it succeeded, although at the expense of not securing all the labor on its projects it might have been able to secure if it had joined the general scramble for labor by letting down these economic safeguards to efficiency. For the Industrial Relations Divisions maintained that all hours beyond 10 each day and all Sunday work was an economic loss rather than a gain. In cases where a particular emergency confronted some one project, Sunday work and work beyond 10 hours each day were permitted temporarily on Housing Corporation projects, but as a general statement these excesses in working hours were not permitted. On projects wherever it was possible the working day was kept down to 9 hours.

The Industrial Relations Division was frequently called upon to render decisions on disputed questions that arose between employees

and their contractors, such questions running almost the entire gamut of the issues between capital and labor. They can be only briefly illustrated here.

The interpretation of the 10-hour day, objections to "punching" the time clock, the employment of nonunion men, the discharge of men not members of the union, conformity or nonconformity with union rules and practices, supplying free of charge board and lodging to men at work on a project distant from their place of residence, meeting the cost of transportation of men going to a project, "stealing" of labor by one contractor from another, the relations of the employee to the draft while on the housing project, the offering of rates higher than the local practice, the offering of inducements affecting adversely another project—these are only a few of the many questions constantly before the Industrial Relations Division for decision and action.

A very important phase of the work of the Industrial Relations Division has been its investigations of the probable rentals that employees who are to occupy the Housing Corporation houses and apartments can afford to pay. They are the results of a collection and study of wage statistics paid by employers of workers who it is anticipated will occupy the houses.

Whatever degree of importance may be attached to the past work of the Industrial Relations Division as herein described in its relation to contributing to the successful fruition of the extensive program of the United States Housing Corporation, it should be realized that its work will be even more vital to the corporation during the period which it now confronts. This period is unquestionably one of great uncertainty as to the trend or development of the many aspects of the labor problem with which the division has been dealing. Wages and hours of work have been increased considerably and the transition stage back to conditions more resembling those that existed before the war must necessarily be accompanied by industrial unrest and possible causes of dissatisfaction. It will require constant vigilance and intelligent decisions in labor matters if the Housing Corporation projects are to continue uninterrupted to their early completion. In brief, there is most vital work ahead of the Industrial Relations Division.

Respectfully submitted.

FRANK J. WARNE,
Manager, Industrial Relations Division.

APPENDIX X.

OPERATING DIVISION.

When the Government inaugurated the policy of housing war workers throughout the United States, through the medium of the United States Housing Corporation, it was laid down as the policy that the houses would be built by the United States and operated by it, and that after the war the houses would be sold, but only by act of Congress. This placed upon those in charge of the Government housing program three duties:

1. Investigation of housing needs in the munition centers;
2. The construction of such houses as appeared to be necessary when upon investigation all other relief was insufficient; and
3. The operation of the houses upon completion.

It is to the third phase of the program that the present article relates. An operating division was organized by the United States Housing Corporation composed of men of experience in the management of housing on a large scale, who entered upon their duties in June and July of 1918. The Operating Division was charged with three duties, two of which were immediate, viz: Approval of plans of the various projects from the operating point of view, based on a knowledge of real estate conditions and a knowledge of the habits of living of those who were to tenant them. This included cottages, dormitories, and cafeterias, and required procuring experts in the different lines to criticize constructively the plans being prepared. The second duty was the purchase of all furniture and equipment for dormitories, cafeterias, and hotels, as this was deemed so intimately related to the operating conditions of the property as to be placed directly under the charge of the Operating Division. The third, and perhaps principal duty, was the creating of an organization of men who had an intimate knowledge of housing and a keen desire to better conditions in industrial communities. This latter work has been started at several points and as the projects are completed will assume increasing importance.

The aims of the Operating Division with regard to the management of completed properties may be summarized as follows:

1. First and foremost the increased production of munitions.
2. As an aid to this primary aim the establishment of a well-ordered community, with such social, recreational, and welfare features as will maintain a high morale among the workers, and provide a type of home life leading to higher ideals and a more enlightened citizenship.
3. The proper care of the physical property owned by the Housing Corporation, in order that it may return a reasonable income and avoid undue depreciation.

It may be interesting to attempt to visualize the duties of the town manager, or the person put in charge of a housing project. In this connection the question of rental must first be fixed at an equitable figure, which may not bear an economic relation to the cost of the project because it was so great, owing to the scarcity of labor and materials in conducting building operations in war time. Having, however, fixed the rentals on an equitable basis, it is next important for the town manager to see that the houses are occupied by tenants whose importance to the war program is largely determined by the recommendation of the Army and Navy or munition plant concerned.

As a means of extending his influence, the town manager must make the physical conditions governing the upkeep and management of the properties—including hotels, dormitories, and cafeterias in many cases—satisfactory. Having thus established the mechanical side of the business satisfactorily, it is then possible for the town manager to exert his influence on a social side of community activities by encouraging local organizations for specific benefits, and procuring for the tenants the benefits of all such community service. His activity extends to the organizing of community meetings, the establishment or cooperation with such lines of endeavor as—

- (a) A visiting nurse.
- (b) An infant welfare station.
- (c) Individual and community gardens.
- (d) Games and recreation.
- (e) A good housekeeping club.
- (f) A community buying club.
- (g) Educational work, such as lecture courses, debating clubs, night schools, parent-teachers associations, and similar work.

He will keep in constant touch with the lieutenants through periodical visits to their homes. He can do much in the way of encouraging or offering prizes for the best kept kitchen, the best kept house, the best kept garden, and so on. In other words, to summarize, the town manager should be the energizer of community life in the best sense of the word, and by encouraging all forms of useful activity make the communities desirable places to live in.

English experience has shown without question that the modern war-time community requires more than mere houses, more than bricks and mortar; it requires the encouragement of the best that there is in human relations through the medium of intelligent management and control; in other words, that while the management is and should be a matter of business, yet there should exist between landlord and tenant a spirit of cooperation free from the taint of charity or of that paternalism with which so many industrial towns are infested. The importance of such work as this is hardly less great in the period of reconstruction than in the period of actual warfare, and it is to be hoped that the work of the United States Housing Corporation begun during the period of strife may be carried through into peace time and serve as a model of what an industrial community should be.]

FURNITURE AND EQUIPMENT.

The Furniture and Equipment Section of the Operating Division was organized for the purchase and installation of the equipment required in the several projects. It was realized at an early date that in order to properly provide for the handling of this work the services of specialists would be required, and with that end in view the personnel of the section was built up by drawing experts in the various lines from commercial houses throughout the country.

In order to insure the success of the building program and to make certain that the housing accommodations would provide the relief sought for, it was decided that certain classes of housing would require furnishing. Buildings of the following types, dormitories, hotels, boarding houses, hospitals, recreational centers, etc., must, in their very nature, be completely furnished in order that they might serve the purpose for which they were intended. The type of equipment to go into each project was decided after careful study and investigation. Representatives from this section visited each typical industry to ascertain its requirements and in addition consulted with the welfare and works managers of the various plants. As a further check on the policy laid out by the section, trips of inspection were made to industrial plants which had already had experience in industrial housing problems.

In addition, the furnishing and equipment of the restaurants and cafeterias required to feed the occupants of the aforementioned types of structures was a necessary part of the work of the section.

For purposes of economy it was decided to standardize the furnishing that were to be placed in each type of building. Specifications and drawings were made of substantial yet simple furniture, and these specifications were sent to practically every reliable furniture manufacturer in the country able to make this class of goods. In this part of the work, the war service committee of the furniture industries rendered valuable assistance. When these estimates were received a list of estimated quantities was prepared and contracts were made with the low bidders for the several classes of merchandise. Generally the estimated requirements were in excess of the amount that any one manufacturer could undertake to deliver with reasonable promptness and it was found expedient to distribute the orders amongst several of the next lowest bidders. In certain cases, due to restrictions on manufacturing and the delays in production, it was found advantageous to deal with jobbers, and wherever this was done goods were bought on the basis of competitive estimates and in many cases at prices lower than could have been obtained from manufacturers, who would necessarily have had to produce the merchandise at higher operating cost.

The same general procedure was followed in the placing of orders for kitchen, restaurant, and cafeteria equipment in so far as practicable. Merchandise, such as crockery, glassware, silver, etc., which was equally adaptable to all projects, was bought in quantities, with arrangements made for shipping directions to follow, so that as the goods were needed at the several projects they could be ordered out and shipped without delay. Special articles such as, for example, ice

boxes, ranges, etc., had to be bought individually for each project, as it was impossible to standardize this equipment to fit all cases.

Wherever recreation buildings were planned the section made a survey of the situation by an expert and the furnishings for the recreation rooms were plotted out and then carefully selected to meet the requirements of the particular community. The erection of all furnishings was handled by this section, including uncrating goods, setting up, and placing in position; also the installation of all kitchen and restaurant apparatus.

The kitchen and restaurant equipment was carefully selected in order that prompt service and good food could be furnished at reasonable cost without waste or excessive labor.

It is worthy of note that although the great majority of the goods purchased was standard commercial merchandise, nevertheless, due to its simple lines and good construction, it has been found possible to equip living quarters in an attractive manner and at the same time without waste or extravagance. This was taken to be the essence of the problem and favorable comment has been expressed on several occasions as to the manner in which the proposition has been met.

It is interesting from an equipment point of view to note that the section had to provide accommodations for all classes of people, ranging from the superior accommodations required by the personnel of the many bureaus in Washington, as shown in the Washington hotels for women war workers, down to the bare necessities required for ordinary labor construction camps, and within this range there fall skilled mechanics at industrial plants, women workers, and ordinary common laborers at ship building, ordnance, and other plants.

NOTE.—As an example of the cost of equipping a single bedroom in two typical projects, the following figures may be given: For the Washington dormitories, representing a high-class installation, the furniture amounts to \$57.55, the bedding \$23.58, making a total of \$81.13. For a typical industrial dormitory job the cost of the furniture for a single bedroom would average \$25 and the bedding \$21.90, making a total of \$46.90.

Respectfully submitted.

ALLAN ROBINSON,
Manager, Operating Division.

APPENDIX XI.

LEGAL DIVISION.

ADVISORY WORK AND CONFERENCES.

While the housing act was not finally approved until May 16, 1918, much preliminary investigation and organization work was done during the preceding months. The Legal Division began its labors as a part of the Bureau of Industrial Housing and Transportation under the Department of Labor in April, and at that time the force consisted of four men. This number has since been increased from time to time as the work of the division grew.

During all this period and down to the present time the Legal Division has been called upon for much work of an advisory nature. It has been necessary to attend all the important conferences where questions of policy and procedure were involved, or where it was necessary to determine the character of work to be done in a particular project or in aid of a particular public or private corporation, and many of the questions of policy are so closely related to questions of law that the aid of the members of the Legal Division has been constantly invoked in the determination of such matters.

There has also been much advisory work involving questions of law for which few, if any, precedents have been found. As in the work of many other departments of the Government, the war has given rise to many problems, legal and practical, in the solution of which little light could be gained from the books. The construction of the housing act itself has not always been free from difficulty, and the relation of the bureau and of the Housing Corporation to other departments of the Government and to the particular communities in which operations were being carried on has also given rise to many questions requiring solution by the Legal Division.

INCORPORATION.

By an amendment to the housing act approved June 4, 1918, authority was given to form a corporation for the purpose of carrying out the powers conferred by the act of May 16. The organization and operation of this corporation have involved many further questions of law. After careful investigation it was decided to incorporate under the laws of the State of New York, the stock being of non par value and held by the Secretary of Labor. A board of directors was duly formed and all of the usual machinery of corporate existence was devised and has been consistently carried out. As the activities of the corporation have extended into 23 States, in addition to the District of Columbia, it was found necessary to consult the laws of these States on various subjects, and also to determine whether or not as a purely Federal or Government agency it would be necessary

for the corporation to qualify to do business in these various States as a foreign corporation. It was finally decided that being a purely Federal agency, the corporation is not amenable to State regulations applying to ordinary profit-earning corporations and this view has been acquiesced in by the authorities of practically all the States where this question has come up. As the corporation is acquiring much property in the several States and improving this property as ordinary private owners might do, a further question has arisen as to the extent to which this property is subject to local taxation. We anticipate that attempts may be made to impose an operation or privilege tax upon the corporation as such, and that the several States will seek to tax all of the real and personal property located therein. While it was stated in the course of debates in Congress that it would be desirable that the property held by the corporation should be subject to State taxation, the housing act does not make this clear, and to clarify the doubt an amendment to the bill should be passed giving this power, if that is the desire of Congress. The Legal Division has made a tentative draft of such a bill.

REAL ESTATE.

A large part of the work of the Legal Division has been in connection with the acquisition by purchase and by requisition of the real property needed for the purposes designated in the act, and about half the members of the Legal Division have devoted their entire time to this work. As in the case of the Fleet Corporation and other Government agencies acquiring property, it was found desirable to employ local counsel to make the necessary examination of titles and otherwise to advise as to local laws. These title examinations have been submitted to the Legal Division for review and criticism, and the entire work has been under our general direction from Washington. As much real property has been acquired in more than 20 different States, the task involved in the purchase or requisition of this property has been a considerable one. The Legal Division has acted in cooperation with the Real Estate Division in the negotiation of all purchases, in the removal of liens and encumbrances, in the framing and execution of the various contracts for purchase, and of the deeds and in the recording thereof, together with the payment of the purchase price. Our contracts for the purchase of property provide for the right of immediate entry and possession by the Housing Corporation pending examinations of title and delivery of the deeds, and we have thus avoided the long delay so common in the taking of property by the Government. We also arranged for the payment of the purchase price direct from Washington rather than through the local fiscal agencies of the corporation, and the money has been withheld until there was a proper certification of title by the local title examiner.

Deeds, contracts, and other papers affecting our titles have been preserved, filed, and indexed according to the methods of a title company, and our successors should have no difficulty in finding any information which such files ought to contain.

The requisition of real property has been handled almost entirely from Washington. Very little aid in the procedure to be followed

could be gained from precedents, and the Legal Division has drawn up all of the forms which seemed necessary and has devised the procedure to be followed in each case, this procedure being quite different from ordinary condemnation proceedings. It was important that we should acquire the property so to be used for our purposes as speedily as possible, and appeal to a court was unnecessary, as the housing act requires it only where an occupied place of abode is sought to be requisitioned. In addition to the forms to be used and the procedure to be followed in the case of requisition, a method of compensation has also been worked out and rules formulated as a guide to determine what is "just compensation" within the meaning of the housing act and of the Constitution.

In addition to requisitioning the fee of property, we have also requisitioned the use of hundreds of unoccupied houses suitable for residence purposes, both in the city of Washington and in other places. The property thus acquired has been improved where necessary and leased or rented to war workers. In the majority of cases after requisition, however, it has been found possible to make an amicable arrangement with the owners, who have taken back the property under an agreement to fill the houses with war workers, and thus we have been saved the necessity of making compensation for the use so taken during the period of the war and of managing such houses.

Standard forms of leases from the owners of property to the Housing Corporation and from the Housing Corporation to individuals have been prepared and are now in use in Washington and in the various States.

In connection with the use and occupation of property for the purposes of housing industrial and other war workers the Legal Division has been frequently called upon to give advice for relief in the many cases of rent profiteering which have arisen in various parts of the country. A rent profiteering bill was drawn and submitted to Congress by the Housing Corporation with the indorsement of the War Labor Policies Board. This bill was accompanied by a memorandum of law and a full statement of the need for such legislation. Representatives of the Legal Division appeared before the Building and Grounds Committee of the House after the introduction of the bill, which is still pending.

CONSTRUCTION AND PERSONAL SERVICE CONTRACTS.

Certain restrictions were prescribed by the housing act governing the letting of contracts for the work to be done by the Housing Corporation, and after the general plan and terms for letting these contracts had been agreed upon by other divisions the Legal Division made a study of similar Government contracts and prepared a standard form to meet the requirements of the act and to carry out the general plan recommended by the other divisions. A standard form of subcontract was also prepared and printed, to be used under this general construction contract. There were also prepared standard contracts to be used for the employment of architects, engineers, and town planners, and when finally executed all these contracts have been submitted to the Legal Division for its approval. In the

framing of these and other contracts it was found desirable to have numerous conferences with other departments of the Government in an effort to arrive at a common policy, especially with reference to the insertion of clauses governing the employment of labor.

CONTRACTS WITH TRANSPORTATION AND PUBLIC UTILITY COMPANIES AND WITH MUNICIPALITIES.

Under the housing act the corporation was authorized to aid by loan or otherwise in providing local transportation and general community utilities, and a large part of the work of the Legal Division has been devoted to carrying out this provision of the act. It was first necessary to crystallize the policy to be followed in the extension of such aid and then to standardize as far as possible the form of contracts to be used. In the case of transportation companies needing aid, many of which were found to be in weak financial condition, no little difficulty was experienced in complying with the provisions of the act that all loans must be "properly secured," but in every case after investigation and negotiation we have obtained compliance with this provision.

In one instance, that of the Virginia & Seven Pines Railway Co., operating between Richmond and the bag-loading plant of the Du Pont company near Seven Pines, Va., a distance of 7 miles, it was found necessary to purchase the company outright and to make a contract with the Virginia Light & Power Co. for its operation during the period of the war. A ferry company operating in waters near Norfolk, Va., was also taken over and arrangements made for its operation.

In order to secure the cooperation of the companies having transportation facilities but feeling no inducement to make changes in their operating facilities at the high cost of such changes in war time and thereby to avoid the necessity of the Housing Corporation itself constructing or supplying the facilities required (which could have been done only at a greatly increased expense to the corporation), the policy was adopted of agreeing to deduct from the principal of loans to the companies an amount representing the excess cost of labor and materials due directly to the existence of the war and called in the agreements the "excess war cost." The fairness of such a concession is obvious as the Housing Corporation, had it supplied direct the facilities required, would have been compelled to assume this loss (and substantially more also) on the ultimate sale after the declaration of peace, and the companies were asked because of urgent war needs to make the improvements at this time rather than after the war.

We found that the companies themselves were financially unable to assume this burden unaided and that the banks were unwilling to make loans upon the usual terms to such companies when the money market was so uncertain and prices so abnormal. In fact it was the existence of the need of the Government on the one hand and the abnormal war costs on the other which made Government aid on such terms imperative, and but for such aid it would have been impossible for us to secure the facilities necessary to our part of the war program.

The agreements, generally speaking, provide for an appraisal to be made during some period to be fixed by the Housing Corporation from one to three years after the war, when it appears that prices have reached a fairly normal peace basis, in order to determine the reproduction cost, new at that time, of the facilities supplied out of the proceeds of the loan; the difference between this sum and the actual cost of the purchase or construction is to be deducted from the principal of the loan as war cost where such reproduction cost is less than the actual cost. The Housing Corporation reserves the right to reject the appraisal and to retain or take title to the property. All loans bear 5 per cent interest from date, as required by the housing act.

With reference to contracts with municipalities and private utility companies the corporation found it necessary through these organizations to see that its housing projects were equipped with gas and electricity and provided with paving, sewerage, and water facilities. It has been the practice of most of the municipalities with which we have dealt to defray at least part of the expense of installing utilities in new housing projects, covering the cost from funds in their treasury, by bond issues, special assessments, or by a combination of these methods. The Legal and the Engineering Divisions were intrusted with the negotiation of these contracts, the technical matters being in charge of the engineers and the legal phases in charge of the lawyers. The negotiations were carried on either through local counsel (to whom further reference is made below), by personal attendance of a member of the Legal Division at council meetings of the different cities, by conferences on the ground with city officials, or by summoning the officials to Washington for conference.

Charter and other limitations of the cities involved were investigated, as well as their practice in furnishing utilities to housing projects of a similar nature. It was found that both legal limitations and custom varied greatly among the different municipalities, as did also their financial ability to undertake the sometimes extensive improvements required by our developments. Here, also, an attempt was made at standardization of the agreements, although from the nature of the factors involved it was impossible to establish absolute uniformity. Standard clauses, however, were drafted and used.

The aid to the municipalities in providing community facilities has taken the form of loans in some instances; in others, of the construction by the Housing Corporation, as agent of the particular municipality or otherwise, of the facilities desired, with a provision for reimbursement by the municipality.

It may be added that with few exceptions the municipalities with which we have had to deal have shown a disposition to cooperate patriotically with the Federal Government to the best of their ability, but they were in many instances hampered by legal and financial limitations.

Contracts have also been entered into with water, gas, and electric companies providing for the supply of our various projects. We have tried in all cases to get the same treatment from municipalities and private utility companies that is given to individual property owners similarly situated.

EMPLOYMENT OF LOCAL COUNSEL.

The Legal Division has been particularly fortunate in the personnel of its local counsel. In every case we have asked counsel so employed to put their employment on a patriotic basis, and they have responded generously, many of them agreeing to make no charge for their services. There was no element of patronage involved, therefore, in their selection. They have been of the greatest aid in our work, as many of the legal questions are so distinctly local in character that we have been compelled largely to depend upon local counsel for their solution. This is particularly true with reference to questions of real property.

Respectfully submitted,

CHARLES P. HOWLAND,
Chief Counsel.

APPENDIX XII. FISCAL DIVISION.

HISTORY AND ORGANIZATION.

The Fiscal Division was created to properly control the financial transactions of the corporation and to comply with the requirements set forth in section 6 of the act of Congress approved May 16, 1918. It immediately established an adequate organization both at the main office and in the field, separating and coordinating the various functions for prompt and efficient disposition and recording of all financial transactions of the corporation.

The division has been divided into two main groups as follows:

1. Treasurer.
2. Auditing and accounting.

TREASURER.

The treasurer is responsible for all cash receipts, for the prompt payment of all audited vouchers, and for the preparation of schedules of disbursements. He has direct charge of all disbursing officers in the field to whom he has delegated the power to sign checks (after proper bonding) on vouchers properly prepared and audited.

AUDITING AND ACCOUNTING.

The comptroller is responsible for the proper audit of all payments and their record, for the control of all transactions of the corporation, and the accounting in connection therewith. He is assisted by a general auditor, chief accountant, and a chief clerk, to all of whom certain responsibilities have been delegated and assistants given.

SCOPE.

The scope of the Fiscal Division has been very specifically outlined by section 6 of the act, and has been followed without any deviation.

POLICY.

The policy of this division as established from time to time as occasion demanded has had for its object, first, the payment of all vouchers promptly; and, secondly, to properly make record thereof.

It has designed and installed systems for every purpose to meet the many exigencies of the moment which had to be attended to.

The audit of the voucher preceding its payment involved reference to contracts or to copies of purchase orders or to other authorized sources, examination of all supporting data, the verification of prices, terms, extensions and footings, and satisfaction that all

requisite signatures are affixed thereto. No voucher is passed for payment until all conditions have been complied with and is in every way in order. When payment has been made, it is sent to the accounting department for record, thus completing the transaction.

ACCOMPLISHMENT.

The Fiscal Division has accomplished, we believe, all the objects for which it was created. The number of vouchers passed for payment and the number of entries made offer no criterion for the work involved, since each voucher carries a certain amount of detail, the amount depending upon its character and complexity. For instance, the vouchers in payment of real estate purchases involve a great deal of detail and time before the division is satisfied that the vouchers are in order. Similarly, vouchers for payment of construction work require a great deal of reference, correspondence, etc., before they can be satisfactorily passed. On the other hand, vouchers for salaries and expenses of personnel can be passed very quickly, depending, of course, upon the completeness of the supporting data.

The books of record are up to date, and the report for the period ending October 31, 1918, is hereto attached.

Respectfully submitted.

GEORGE G. Box, *Treasurer.*

APPENDIX XIII.

COMMITTEE ON REQUISITIONED HOUSES.

HOUSES COMMANDEERED IN WASHINGTON FOR THE HOUSING OF WAR WORKERS.

DECEMBER 2, 1918.

In August of this year the housing situation in Washington was most serious. There had been for over a year a steady net increase in population of approximately a thousand persons a week, and there was no indication of an end to that weekly increase. The dormitories which the Housing Corporation was building would not be completed for several months, and even then could only provide for the increase of a few weeks, provided the war should continue. There was very little private building being done and the situation demanded radical action.

There were in Washington several hundred vacant houses, which, consisted roughly of three classes, namely, the houses of wealthy persons who occupied them for short periods each year, houses which were for sale but not for rent, and houses in such bad condition that they could not readily be sold or rented. On August 28 the use of 18 of these houses, including all three classes, was commandeered, and from that time until the signing of the armistice houses were requisitioned from time to time, until the list totaled 141.

The taking over of these houses was accompanied by considerable publicity, which probably contributed as much to the relief of the housing situation as did the commandeering, for many owners of large houses who were away for the summer and had not realized the serious conditions returned to Washington much sooner than they had intended and agreed to open their houses for the accommodation of war workers of their own selection. Some, perhaps, were influenced by the fear of commandeering proceedings, but most of them acted with a patriotic spirit when they realized the need. The Real Estate and Commandeering Division approached in person many of the owners of the largest private houses with satisfactory results. One man owning two houses in the city when approached in this way agreed to keep one filled with war workers and gave the other for use as a hospital for soldiers suffering from poison gas. Another citizen gave his residence for the housing of foreign war commissioners. There was only one conspicuous example of a man owning a large residence and refusing to assist in any way. The publicity also helped by bringing home to the citizens of Washington generally the sufferings of the war workers, so that many more rooms were offered them. The sale and renting of houses standing vacant was also much hastened, presumably at more reasonable rates.

The disposition of the Committee on Requisitioned Houses was to keep the good will of the residents of Washington and to cooperate with them so far as possible, pointing out that the chief object was to see that all available houses were used, and an agreement by the owner to use a house to its capacity was usually accepted. A few householders have failed to keep their agreements, but the great

majority have acted in good faith. The committee also released a few houses which were found to be unsuitable for housing purposes or were already occupied. Two of the first houses requisitioned were new houses built to sell, and the committee was advised that the damage which would be caused by the use of such houses for lodging purposes would be very great, and they were therefore released. They were soon sold and occupied. It has been the policy since then to give a builder a reasonable time to sell a new or newly renovated house.

The publicity of commandeering houses, however, hampered the committee in getting them ready for occupancy because it was at once besieged by thousands of applicants for houses. The applicants were of all classes and descriptions, but nearly all were suffering on account of the conditions under which they were living. It soon became obvious that the committee could not handle the individual applicants for rooms in the houses and the Government departments were asked as to their needs, with the intention to allot houses to each department in proportion to its immediate requirements. More than a thousand applications were received from women who were willing to act as matrons and from persons desirous of renting the houses for the purpose of lodging war workers. The number of such applications made the choice of the few for whom provision could be made most difficult.

Many of the applicants for rooms were people who were being actually put out on the street and a few of those were cared for. One group of people who had been so dispossessed took a house in very bad condition, the repairs being made while they occupied it.

The group applications soon began to come in from the Government departments and they were overwhelming. The War Risk Insurance Bureau, for instance, requested accommodations for fifteen hundred new women clerks in one week. Besides the applications from the departments themselves, there came applications from groups of girls belonging to some college fraternity or some national or local organization, or from the same city or State. All these applications were strongly indorsed and were worthy of every consideration, but they could not be considered in view of the demands from the departments.

The first policy of the committee was to lease the houses that were commandeered to persons who would agree to take in groups from specified departments. In the smaller houses, however, families were selected who seemed most in need, and they were allowed to fill the vacant rooms with war workers of their own selection, although the committee often specified that they should be women.

Women were clearly most in need of better housing accommodations; single men could usually find rooms, but women had very great difficulty in doing so. Accommodations were provided for a few executives and officers, but as a rule it was impossible to provide accommodations for their families, and the committee tried to discourage them from bringing their families to Washington under the existing conditions.

A number of persons reported vacant houses, asking that they be commandeered for them, and then complained bitterly if this was not done. Such action was absolutely contrary to the committee's policy, which was to try to provide houses for those who needed them

most and it was not always the person who reported the house who needed it most. Most of the desirable vacant houses were reported by several persons and there was very little difficulty in finding such houses. The reports of the most seemingly reliable persons could not be trusted, for they usually did not make the careful inspections considered necessary before starting requisition proceedings. About one-third of the houses reported as vacant were found, upon inspection, to be occupied; a second third were found to be in such bad condition as not to be worth taking; and only a majority of the remaining third were considered suitable for commandeering.

After the houses had been commandeered the owners were given 10 days to apply for a release and nothing could properly be done during that period, except to have the appraisal committee make its report. Whereas the inspector, who was sent out before requisition, could not always gain access to the property, the appraisal committee had authority to go in and could get more accurate information as to the suitability of the property for housing purposes, and in a few instances the committee found houses to be occupied which had presented to the inspectors all the appearances of being vacant. Further care had to be exercised to see that property belonging to high officials of foreign countries and to institutions which were exempt by law was not taken.

The question of "just compensation" to owners for the use of the houses has received careful consideration. An appraisal committee composed of Messrs. Randall H. Hagner (chairman), Thomas Bones, John L. Weaver, Thomas Bradley, and W. H. Walker, leading local realtors and builders, was selected. These appraisers have examined all properties which have been retained for any length of time and have furnished information as to their condition, giving a detailed description of each, and have appraised the rental values. Effort was then made to lease from the owners the desirable requisitioned properties, and in most cases the rent appraised has been satisfactory to the owners. In a few instances where extensive repairs were made by the committee, the properties have been obtained at less than the appraised rental in consideration of the repairs. In other cases, where the houses were furnished, it has been necessary to obtain agreements with the owners for the use of the furniture. This has not always been easy, but the appraisal committee has done such fair and expert work that usually the committee has been able to make the owners realize the justice of the appraisals and that it was advisable and their patriotic duty to accept them.

Most of the houses which were retained were in more or less bad condition. To obtain a sufficient force of mechanics and laborers and the necessary materials to make substantial repairs of all kinds on about 40 houses was a difficult undertaking and to the prospective occupants the necessary delays have seemed long, although a few realized that for the private individual it would have been impossible to get the required alterations made at all. Even houses which were in fair repair and which were built to accommodate a few persons had to be altered to be made comfortable for housing to the limit of their capacity. Such alterations consisted chiefly of the addition of bathrooms and the enlargement or repairing of the heating plants.

The houses then had to be furnished with a view to the reasonable comfort of the occupants, and careful inspection and study were

necessary to determine the exact articles of furniture needed for each house. The purchase and distribution of this furniture required a great deal of exacting work, but the committee was generally able to supply the furniture when a house was otherwise ready for occupancy.

The operation of the houses retained has been handled by the Washington Division of the Homes Registration Service at 1414 H Street NW., under the management of Mr. Edwin S. Hege. Noteworthy cooperation from the District authorities, who consented to the transfer of the room registration office of the District Council of Defense and its manager, Mr. Hege, and of the War Department, which consented to the removal to the same address of the Housing and Health Division, and its chief, Capt. Julius I. Peyser, has made possible at one central point the operation of the room registry, the management of the commandeered houses and of the houses formerly under the Department of the Interior (which were transferred during the war period to the Housing Bureau), the making of loans to matrons (formerly handled by the Washington Committee on the Equipment of Houses), and the handling of landlord and tenant cases falling under the Saulsbury resolution. Mr. Henry R. Brigham, assistant manager of the Homes Registration and Information Division, represented the Committee on Requisitioned Houses at that office on all matters regarding the requisitioned houses in Washington.

At first houses were leased to persons who agreed to take war workers as lodgers. That was satisfactory in many cases, but the policy of operating houses was later approved because it would give more opportunity for supervision and the power to meet the needs which seemed greatest. Therefore, matrons are now employed to manage the houses which have not been leased and an experienced hotel man advises and assists them in securing servants and in obtaining food at the most reasonable prices. There are women inspectors who keep in touch with the houses and see that they are kept full and that the girls are receiving proper attention, and there are men to care for the running repairs, the collection of rents, and the keeping of accounts. In the cases of these operated houses the matrons are bonded, and small amounts of money are advanced to cover the necessary initial expenses. The rates of board charged vary in the different houses.

The armistice was signed about 10 weeks after the commandeering proceedings were begun and ended the emergency, so that further proceedings were stopped. Nineteen houses which had been recently taken or on which repairs had not been started were released. Twenty-one houses which had been leased to war workers and 22 which were either being operated or for which full plans had been made were retained. All but one of the last named are now repaired, furnished, and occupied. The one exception has proved to require more repairs than were anticipated and latent defects are now appearing in the other houses, which are keeping our repair men busy.

The houses, without exception, are giving comfort to the occupants, and rooms in them are still in demand. Girls who had become discouraged from living under uncomfortable conditions and were ready to leave Washington have been induced to remain, and their increased comfort has doubtless been reflected in their increased efficiency. In general, the Government department to which a house

has been assigned chooses the employees who are to board in it. As these departments decrease the number of their employees, the houses will be assigned to war workers generally, preferably to women, but will be released to the owners as soon as we are satisfied that the workers can be comfortably housed elsewhere.

The commandeering of these houses has, in three months' time, resulted directly in housing thirteen hundred war workers and indirectly in making better housing conditions in Washington generally. It was stopped before the full results expected had been reached, but even so we feel that the results have well justified the actions.

A brief summary and a record of the disposition of each house is annexed.

STATISTICAL SUMMARY.

Altogether 141 properties have been requisitioned. Of these properties 13 were released prior to the armistice, as unsuitable or found to be occupied, and 64 were released to the owner or lessee upon agreement that all vacant bedrooms not needed for actual use by himself and members of his family should be used for housing war workers with or without their families. After the signing of the armistice, 19 more properties were released to their owners owing to the anticipated decrease in the number of war workers in the city.

Twenty-one properties have been retained and have been leased to persons appointed by the bureau for the purpose of housing war workers.

Twenty-two houses have been put in charge of salaried matrons to operate the houses as boarding houses for women war workers.

The houses leased by the bureau and those put in charge of matrons have been put in good repair by the bureau prior to occupancy or during occupancy. The houses in charge of matrons have been supplied with furniture by the Government and are operated in a manner similar to that to be employed in the residence halls on the Union Station Plaza site.

Altogether approximately 643 persons were housed in released houses on December 2, 344 in the leased houses, and 353 in the houses operated by matrons. The total number of persons housed on December 2 in houses which had been requisitioned by this bureau was approximately 1,340.

Eleven of the properties which were released at the time of the signing of the armistice and which are still vacant would have provided for housing 634 more persons, and the committee had made arrangements for taking over the Hotel Gordon in February, which would have housed 600 more.

In the houses operated as boarding houses for girls, the rates range from \$32.50 to \$40 per month with board, with the exception of a few houses for higher paid workers in which the rates are from \$45 to \$50. In three houses assigned to executives the rates are higher. The rates in the houses leased are about the same, but the tenants are not obliged to furnish meals.

Respectfully submitted.

COMMITTEE ON REQUISITIONED HOUSES.
 JAMES FORD, *Chairman*.
 W. E. SHANNON.
 ALLAN ROBINSON.

Commandeered houses in the District of Columbia, Dec. 2, 1918.

PART I. HOUSES RELEASED FROM REQUISITION.

Address.	Requisitioned.	Appraisal.	Disposition.	Total number of rooms.	Number of occupants.
121 B Street SE.....	1918. Nov. 2	None.....	Released on agreement to new owner, Henry P. Blair, administrator, and Thomas L. Frank, lessee, Nov. 4.	9	15
932 B Street SW.....	Oct. 1	do.....	Released on agreement to owner, V. T. De Knight, and A. L. Thompson, lessee, Oct. 2.	9	9
2132 Bancroft Place.....	Aug. 28	\$250 a month.....	Released on agreement to new owner, Lieut. Luttrell, Sept. 14.	12	8
1110 C Street SE.....	Oct. 28	None.....	Released because of change in war conditions.	6	8
Northwest corner C Street and New Jersey Avenue.	Oct. 19	\$2,400 a year.....	This is an old hotel on which extensive repairs had been begun and which it was planned to use as a receiving station for women war workers, but it has now been released because of the change in war conditions.	39	.....
1824 California Street.....	Sept. 13	\$125 a month, furnished.....	Released on agreement to lessee, Mrs. Haigne, Sept. 21. She was unable to keep her agreement and was dispossessed. Possession again taken and it was released on agreement to Mr. O'Connor, lessee, and Col. William T. Johnston, owner, Nov. 1.	12	14
1875 California Street.....	Oct. 22	None.....	Released on agreement to W. W. Stewart, owner, Oct. 29.	12	10
1023 East Capitol Street.....	Sept. 16	\$40 a month.....	Released on agreement to Pvt. H. P. Orndorff, lessee, Sept. 18. Released to Augustine N. Mandell, owner, Nov. 22.	7	11
1100 East Capitol Street.....	do.....	\$55 a month.....	Released on agreement to Albert A. Icenhour, new owner, Sept. 24. Mr. Icenhour had failed to complete the terms of his purchase, so that the house is still unoccupied. Released to Fanny Meyers Consul, owner, Dec. 2.	9	.....
266 Carroll Street, Takoma Park.....	Nov. 2	None.....	Released on agreement to Merrie L. Howe, owner, and Vivian G. Holmes, lessee, Nov. 7.	10	.....
Chevy Chase Lodge.....	Oct. 26	\$83.33 a month.....	This property was commandeered with the consent of the occupants since a new heating plant was necessary and they had agreed to pay for the cost in a year by increased rental, but it was released on account of the change in war conditions, since repairs had not been actually started, to the owner, Francis E. Forst, guardian of Francis Hitz Mayer, Nov. 23.	10	5
1901 Columbia Road.....	Sept. 16	\$333.33 a month, furnished.....	Released on agreement to Capt. K. T. G. Webster, lessee, Sept. 21.	10	9
2033 Columbia Road.....	Oct. 15	\$150 a month.....	Released on agreement to the French High Commission, lessees.	10	7
2056 Columbia Road.....	do.....	None.....	Released on agreement to Alphonse Rio, lessee, and Lieut. F. N. Van Vleeck, owner, Oct. 16.	10	8
1817 Connecticut Avenue.....	Sept. 13	None.....	Released on agreement to Mrs. Beata Hawksworth, lessee, Sept. 19.	22	10
1639 Connecticut Avenue.....	Sept. 20	Advised release.....	Released on agreement to Ward M. Burgess, lessee, Oct. 10.	11	8
Northwest corner Connecticut Avenue and Bradley Lane.	Oct. 26	\$100 a month.....	Necessary repairs on this property were estimated at \$146, but the property was released on account of the change in war conditions, Nov. 19. There was a few days' delay because it was offered to the occupants of the Chevy Chase Lodge before it was released.	12	.....
822 D Street N.E.....	Nov. 9	\$22.50 a month.....	Released on account of change in war conditions to H. E. Robinson, owner, Nov. 14.	6	4
1304 D Street SE.....	Oct. 5	\$25 a month.....	Released on agreement to James Wilson, lessee, and John O'Keefe, owner, Oct. 10.	6	4

1294 D Street SE	Oct. 22	.....do.		Released on agreement to Lewis E. Luria, owner, and John Kurts, purchaser, Oct. 30.	6
612 Eighth Street NE	Sept. 19	\$35 a month		Released on agreement to Mrs. J. D. Parker, lessee, Oct. 25, and to John A. Flather, owner, Nov. 22.	6
1298 Euclid Street	Oct. 1	\$85 a month		Released on agreement to W. H. Reed, lessee, Oct. 9, and to George W. Knapp, Jr., owner, Nov. 22.	10
823 Fifteenth Street	Oct. 28	\$333.33 a month		This property was requisitioned with consent of the owner, Maj. Thomas B. Ferguson, and it was planned to use it for Army officers and their families after the repairs, estimated to cost \$600, had been made, but it was released on account of the change in war conditions, Nov. 16.	18
1205 Fifteenth Street	Sept. 20	None		Released to the French High Commission, lessees, for offices, Sept. 28	
2154 Florida Avenue	Aug. 28	\$2,500 a year, plus damages		This was a new house and as the appraisal committee advised that its use as a lodging house would give the owner a just claim for serious damages, it was released to the owner, David J. Dumligan, Sept. 19.	11
2188 Florida Avenue	do.	do.		Released on agreement to the Washington Hotel, Sept. 26, and released to owner, Mrs. Hannah Lansburgh, Nov. 23.	11
2611 Fourteenth Street	Sept. 13	\$2,500 a year, furnished		Released on agreement to H. Carson, new owner, Sept. 21.	6
3443 Fourteenth Street	Sept. 16	\$100 a month		Released on agreement to W. M. Archer, new owner, Oct. 7.	12
901 G Street SE	Oct. 5	\$23 a month		This is a large apartment house which was requisitioned while in the process of construction and which is still not completely finished. It was reserved for the use of naval officers and their families. Owing to the change in war conditions it was decided to offer the Navy Department the privilege of assuming responsibility for these apartments, and whether or not it accepted the proposition, to release the property from requisition, Nov. 20.	10
1819 G Street	Sept. 18	None		Released to War Camp Community Service for housing student soldiers, Oct. 19.	8
1624 H Street	Oct. 19	Advised release		Released to Walter D. Davidge, Nov. 27.	14
1415 Harvard Street	Oct. 23	\$55 a month		Released on agreement to Maud P. Hopkins, owner, Nov. 5.	8
3150 Highland Street	Oct. 5	\$110 a month		Released on agreement to William P. Eagan, new owner, Oct. 30.	3
1625 I Street	Oct. 19	\$35 a month		This property was in bad repair and the estimate on necessary repairs was \$2,500. The owner, at his request, was given time to consider using the property himself to our satisfaction, but it was released because of the change in war condition, Nov. 14.	11
2003 I Street	Sept. 16	\$100 a month		Released on agreement to Miss F. B. Johnston, new owner, Sept. 21. Miss Johnston has not been able to meet the terms of her purchase and the building is still vacant.	15
1312 Irving Street	do.	\$50 a month		Released on agreement to Mabelle Thurston, new owner, Sept. 26.	9
1820 Jefferson Place	Sept. 18	\$110 a month		Released on agreement to Pvt. Orville R. Thompson, lessee, Sept. 18.	7
1833 Jefferson Place	Sept. 10	None		Released on agreement to H. K. Willard, owner, Oct. 30.	18
1333 K Street	Oct. 26	do.		Released to American Security & Trust Co., trustees, because of change in war conditions.	4
1407 K Street	Nov. 9	\$150 a month, furnished		The appraisal committee advised against the use of this because the damages caused by its use would be great. There was also a claim made as to occupancy. It was therefore released on Sept. 20, to the owner, Jerome N. Bonaparte, who refused to agree to use any part of it for the benefit of war workers.	4
1627 K Street	Sept. 13	Advised release		Released because found occupied by Mr. Stokes, lessee. It is now occupied by Western Union Telegraph girls. Released to National Savings & Trust Co., trustees, owners, Nov. 26.	17
1628 K Street	Aug. 28	\$150 a month		Released because unsuitable because of expensive furnishings to Mrs. Susan Draper, owner, Nov. 11.	65
1705 K Street	Oct. 5	\$20,000 a year, furnished			4

Commandeered houses in the District of Columbia, Dec. 2, 1918—Continued.

PART I. HOUSES RELEASED FROM REQUISITION—Continued.

Address.	Requisitioned.	Appraisal.	Disposition.	Total number of rooms.	Number of occupants.
1243 Kenyon Street.....	Oct. 22	None.....	Released on agreement to Blanche W. Johnson, new owner, Oct. 24.....	9	10
1247 Kenyon Street.....	Sept. 16	\$60 a month.....	Released on agreement to Edith S. Gilson, lessee, Sept. 27.....	9	4
1805 Kenyon Street.....	Sept. 13	\$75 a month.....	Released on agreement to George E. Wightman, new owner, Sept. 26.....	9	5
1322 L Street.....	Sept. 18	\$100 a month.....	Released on agreement to Mrs. O. L. Neville, lessee, and H. K. Willard, owner, Sept. 26.....	15	21
1108 M Street.....	.....do.....	\$40 a month.....	This was leased from the owner, Alice E. Brown, at \$40 per month, and repairs estimated to cost \$900 had been begun, but the property was released to the owner on account of the change in war conditions, Nov. 19.....	9	.....
2421 M Street.....	Sept. 13	\$32.50 a month.....	This was first leased to P. H. Barteman, United States police department, at \$32.50 a month from Sept. 15. It was released to the owner, Samuel Goldberg, who accepted the tenant, Nov. 22.....	6	4
3804 McKinley Street.....	Nov. 2	\$65 a month.....	Released because of change in war conditions to Col. T. A. Clark, owner, Nov. 15.....	9	4
635 Massachusetts Avenue.....	Oct. 28	\$125 a month.....	It had been planned to use this for Aircraft Production women employees as soon as the necessary alterations had been made, but it was released on account of change in war conditions to A. T. Coumbe, owner, Nov. 18.....	14	.....
903 Massachusetts Avenue NE.....	Oct. 22	\$30 a month.....	It had been planned to repair this house at a cost of \$127 and to lease it to war workers, but it was released on account of change in war conditions to Eldridge E. Jordan, owner, Nov. 16.....	6	.....
1447 Massachusetts Avenue.....	Sept. 26	\$125 a month.....	Released on agreement to Barry Mohun, owner, Sept. 28.....	8	11
1600 Massachusetts Avenue.....	Oct. 9	None.....	Released to American Red Cross, lessee, Oct. 11.....	25	14
1603 Massachusetts Avenue.....	Aug. 28	\$33.33 a month, furnished.....	Released on account of legal question and risk involved on account of valuable paintings to Mrs. Hutchins, owner, Oct. 9.....	18	.....
1716 Massachusetts Avenue.....	Oct. 19	Advised release.....	Released as unsuitable because of poor condition, Nov. 5.....	8	.....
1761 Massachusetts Avenue.....	.....do.....	\$5,500 a year.....	Released on agreement to William McC. Ritter, new owner, Oct. 30.....	19	.....
2801 Massachusetts Avenue.....	Sept. 16	\$17,500 a year, furnished.....	Released on agreement to Mrs. Margaret K. C. Beale, owner, Sept. 26.....	22	1
1741 N Street.....	Sept. 20	None.....	Released to Isabella W. Campbell, owner, because found occupied, Sept. 20.....	13	6
1744 N Street.....	Aug. 28	.....do.....	Released on agreement to Mrs. H. H. Kerr, lessee, Sept. 19.....	11	8
3034 Newark Street.....	Sept. 16	\$100 a month.....	Released on agreement to Mrs. William Hahn, new owner, Sept. 23.....	8	4
1272 New Hampshire Avenue.....	Nov. 9	\$70 a month.....	Released because of change in war conditions to W. H. Saunders & Co., agents, Nov. 18.....	15	.....
1120 New Jersey Avenue SE.....	Nov. 6	\$20 a month.....	Released because of change in war conditions to Thomas D. Waisl, owner, Nov. 14.....	7	.....
1928 Nineteenth Street.....	Aug. 28	None.....	Released on agreement to Mrs. K. A. Derbyshire, owner, in September. She failed to keep her agreement and the property was to be retaken, but proceedings were stopped because of the change in war conditions.....	15	.....
1200 O Street.....	Nov. 9	\$40 a month.....	Released on agreement to Mrs. Maud Hadley, lessee, and to Mrs. Lillie V. Peterson, owner, Nov. 14.....	10	9

1811 Ontario Place.....	Oct. 15	\$50 a month.....	This is store property which had been leased from J. Terre at \$50 per month and plans had been made to alter it into an apartment which was to be leased to Miss Clara Mortenson of the War Labor Policies Board, but as repairs had not been started it was released on account of change in war conditions, Nov. 18.	3
1203 Orren Street NE.....	Oct. 22	None.....	Released on agreement to Mr. and Mrs. Samuel L. Young, new owners, Oct. 30.	6
1748 P Street.....	Oct. 19	\$90 a month.....	The owner had requested release and had been given until Nov. 23 to make a satisfactory disposition of the house, but it was released on account of change in war conditions on Oct. 14.	9
1205 Pennsylvania Avenue.....	Oct. 1	\$4,000 a year.....	This is store property which was commandeered at the request of the War Camp Community Service, which planned to make necessary repairs and to use it for housing soldiers, but when we were ready to turn it over to them they had secured other quarters and declined this. It was therefore released as unsuitable, Oct. 24.	2
1824 R Street.....	Aug. 28	\$4,000 a year.....	Released on agreement to J. W. Allison, Jr., new owner, Sept. 16.	12
1616 Rhode Island Avenue.....	Sept. 18	\$112.50 a month.....	Released on agreement to Capt. Roessing, lessee, Sept. 20, and to Henry E. Pellev, owner, Nov. 22.	9
1622 Rhode Island Avenue.....	Aug. 28	\$60 a month.....	Released on agreement to Lieut. Harold E. Porter, U. S. Army, lessee, Sept. 23.	9
1709 Rhode Island Avenue.....	Oct. 17	\$10,000 a year.....	Released on agreement to the General Electric Co. for its employees, Nov. 4.	11
1713 Rhode Island Avenue.....	Nov. 2	\$150 a month.....	Released on agreement to Mrs. Mary Perry, owner, Nov. 15.	10
1735 S Street.....	Sept. 16	\$83.33 a month.....	Released to W. W. Poushkaroff, owner, Sept. 19.	7
Northeast corner Seventh and P Streets.....	Sept. 13	\$500 a month.....	Released on agreement to Meyer Baturin, lessee, Sept. 19.	53
119 Seaton Place.....	Nov. 2	\$85 a month.....	Released on agreement to Admiral Robert S. Griffin, owner, and Mrs. Corella Johnson, lessee, Nov. 5.	6
1022 Seventeenth Street.....	Sept. 26	.....do.....	The owner was given time to remove furniture and then repairs estimated to cost \$850 were ordered, but the house was released because of change in war conditions, Nov. 15.	9
1300 Seventeenth Street.....	Aug. 28	\$6,000 a year, furnished.....	This house was furnished when taken and the owner asked for time to remove the furniture and surrendered the house on Sept. 4. Several plans were made for the use of this house, but it was finally released on agreement to Mr. Dillon, lessee, Oct. 9.	11
1621 Seventeenth Street.....	Sept. 10	\$35 a month.....	Released on agreement to Felix Lake, lessee, Oct. 30.	6
14 Sixteenth Street SE.....	Aug. 31	None.....	A navy-yard worker who had been dismissed was temporarily placed in this house, but it was released on Sept. 28 to W. J. Browne, who was found to have bought the house for his own occupancy just before it was requisitioned.	6
16 Sixteenth Street SE.....	Nov. 9	\$27.50 a month.....	Released on agreement to W. E. Kleason, lessee, and H. E. Robinson, owner, Nov. 14.	6
1813 Sixteenth Street.....	Sept. 18	None.....	Released to Harry A. Kite, owner, because it had been previously renovated and the resulting damages would have been too great.	12
1922 Sunderland Place.....	Aug. 28	.....do.....	Released on agreement to Lieut. de Luitre, lessee, Sept. 5, and to Anna C. McFee, owner, Nov. 22.	13
2911 Thirteenth Street.....	Sept. 18	\$83.33 a month.....	Released on agreement to Charles H. Potter, owner, Sept. 19.	12
5732 Thirteenth Street.....	.....do.....	\$40 a month.....	Released on agreement to H. C. Bailey, new owner, Sept. 26.	6
2041 Thirty-fifth Street.....	Oct. 5	\$60 a month.....	Released on agreement to F. F. Jenks, lessee, Oct. 28.	7
2943 Tilden Street.....	Oct. 2	.....do.....	Released on agreement to Benjamin C. Marsh, lessee, Oct. 14.	6
1730 Trilobed Avenue NE.....	.....do.....	.....do.....	Released on agreement to Charles E. Gauze, owner, Oct. 30.	4
1315 Twentieth Street.....	.....do.....	None.....	Released on agreement to Frank L. Devaux, lessee, Oct. 30, and to Emma F. Hoopes, owner, Nov. 22.	9

Commandeered houses in the District of Columbia, Dec. 2, 1918—Continued.

PART I. HOUSES RELEASED FROM REQUISITION—Continued

Address.	Requisitioned.	Appraisal.	Disposition.	Total number of rooms.	Number of occupants.
1416 Twentieth Street.....	Sept. 16	\$2,500 a year.....	Released on agreement to Mrs. Lee, lessee, Sept. 30, and to Mrs. A. P. Westcott, owner, Dec. 2.....	15	11
1512 Twenty-first Street.....	do.	\$135 a month.....	Released on agreement to Edward Easton, Jr., lessee, Sept. 30.....	10	12
1723 Twenty-first Street.....	Oct. 19	\$40 a month.....	Released on agreement to Miss Elizabeth Emory, owner, Oct. 25.....	7	3
1823 U Street.....	Sept. 20	\$65 a month.....	Released on agreement to Mrs. McMillan, owner, Sept. 21.....	10	16
815 Vermont Avenue.....	Oct. 18	None.....	Released to Shoreham Hotel because found occupied by its employees, Oct. 18.....	.....	.....
2711 Wisconsin Avenue.....	Sept. 16	\$1,000 a year.....	Released on agreement to Mrs. Edith B. Culley, new owner, Sept. 21.....	7	6

PART II. HOUSES RETAINED AND LEASED BY CORPORATION.

Address.	Requisitioned.	Appraisal.	Disposition.	Cost of furniture. ^a	Total number of rooms.	Number of persons.	Cost of rent per person per month, exclusive of repairs.
1816 Belmont Road.....	1918 Sept. 10	\$80 a month.....	Leased from John B. Lord, at \$75 a month. Leased to Mrs. Mary R. G. Davis at \$80 a month from Oct. 1, for women war workers.....	.....	12	19	\$3.95
1006 East Capitol Street.....	Sept. 16	\$65 a month.....	Leased to Mrs. M. C. Burwell, of Military Intelligence Department, at \$65 a month from Oct. 1.....	.....	11	20	3.25
1323 North Capitol Street.....	Sept. 10	\$25 a month.....	Leased from Kathleen McGrath at \$25.50 a month. Leased to Mrs. E. M. Engler, of the Government Printing Office, at \$35 a month from Oct. 15.....	.....	6	7	3.64
1332 Columbia Road.....	Sept. 16	\$83.33 a month.....	Leased from Herbert A. Gill, owner, at \$83.33 a month. Leased to S. D. Maddock, at \$83.33 a month, from Oct. 21, for War Trade Board women employees.....	.....	12	18	4.63
1406 Columbia Street.....	Oct. 5	\$77.50 a month.....	Leased to Dr. Herbert R. Moody, of War Industries Board at \$85 a month for first year and \$85 a month for second year from Nov. 7.....	.....	7	4	6.88
133 Eleventh Street S. E.....	Oct. 11	\$55 a month.....	Leased from Robert O. Holt, owner, at \$50 a month. Leased to B. J. Wormesley, United States police department, from Oct. 17, at \$50 a month.....	.....	8	10	5.00
1629 Fourteenth Street.....	Sept. 26	\$75 a month.....	Leased from Lieberman & Hawn at \$75 a month. Leased to Miss Margaret Shale for women war workers at \$75 a month from Oct. 15.....	.....	12	17	4.41

Address	Term	Rent	Description	Month	Cost	Days	Days	Cost
1700 I Street.....	Sept. 18	\$7,500 a year.....	Leased to Mrs. Herbert Hoover for Food Administration women employees at \$225 a month from Nov. 15.	16	\$1,373.75	29	21.55	
1711 I Street.....	Aug. 26	\$3,300 a year, furnished.....	Leased from Mrs. E. S. W. Churchill at \$275 a month. Leased to Miss Jane Johnson for Ordnance Department women employees at \$275 a month from Oct. 1.	13	1,690.26	19	14.47	
1375 Irving Street.....	Sept. 19	\$60 a month.....	Leased to Mrs. E. D. Hall for women war workers at \$60 a month from Oct. 15.	10	.....	18	3.33
1606 L Street.....	Sept. 26	\$50 a month.....	Leased to Dr. E. R. Young, of the Department of Commerce, at \$65 a month, from Oct. 10.	9	.....	15	3.33
1628 L Street.....	Sept. 19	Advised against it.....	Leased from P. E. Johnson at \$246 a year. Leased to G. F. Bloom of the United States Housing Corporation, from Nov. 15, for 17 months at \$50 a month.	5	.....	3	6.83
3033 M Street.....	Oct. 5	\$60 a month.....	Leased from Harry Wardman, owner, at \$60 a month, at \$60 a month from Nov. 15.	12	.....	3	20.00
925 Massachusetts Avenue.....	Aug. 29	\$45 a month.....	Leased to Mrs. C. F. Rougeau at \$65 a month from Oct. 1.	11	1,945.60	18	3.61	
1627 Massachusetts Avenue.....	Sept. 13	\$2,800 a year, furnished.....	Leased from Florence Vance at \$225 a month. Leased to R. T. Sexton, of United States Housing Corporation, for executives and women war workers at \$270 a year.	13	1,679.54	11	20.45	
1733 N Street.....	.....do.....	\$350 a month.....	Leased from Union Trust Co. trustees, at \$350 a month. Leased to Mrs. R. L. Cook for women war workers, at \$350 a month, from Oct. 15.	20	.....	26	13.46
3015 Q Street.....	Sept. 10	\$125 a month.....	Leased from Allan E. Walker at \$125 a month. Leased to Capt. Lloyd D. Smoot at \$150 a month, from Sept. 24.	13	.....	20	6.25
1629 R Street.....	.....do.....	\$33.33 a month.....	Leased to W. F. Keohan, for Alien Property Custodian employees, at \$88.33 a month, from Nov. 1.	9	1,444.88	15	5.55
1721 Rhode Island Avenue.....	Aug. 29	\$4,500 a year.....	Leased to Miss H. C. Davis, for War Risk Insurance girls, at \$375 a month, from Nov. 1.	17	148.66	30	12.50	
1636 Sixteenth Street.....	Aug. 26	\$200 a month.....	Leased from Mrs. Fanny S. Perry, at \$200 a month. Leased to Mrs. T. M. Anderson for women war workers, at \$200 a month, from Oct. 24.	14	.....	26	7.60
1912 Sunderland Place.....	.....do.....	\$90 a month.....	Leased from Ida Barklie, at \$90 a month. First assigned to be leased to Miss Mary Anderson, but this was canceled because of disagreement as to use. Leased to Miss M. D. Osborn, at \$90 a month, from Nov. 1, for group of women formerly in the Gifford Pinchot house.	9	1,523.96	16	5.63

SPECIAL HOUSES.

2111 Pennsylvania Avenue.....	Sept. 26	\$10 a month.....	Leased from Henry Eberbeck at \$10 a month. Substantial repairs had been made on this property at the time the armistice was signed and it was decided to hold it in the hope of being able to lease it as it is, in order to obtain some return.	14	.....	.....	.....
Second and Kirby Streets.....	Oct. 19	\$3,000 a year.....	Used by the operating division for the storage of furniture. This is an old hospital building which was to be used for housing purposes as soon as the use for storage was over, but on account of the change in war conditions it is to be released Dec. 15.	47	.....	.....	.....

* The leases of these houses are charged 20 per cent per annum of the cost of the furniture in addition to the rental of the house.

Commandeered houses in the District of Columbia, Dec. 2, 1918—Continued.

PART III. HOUSES RETAINED AND OPERATED FOR THE HOUSING OF WAR WORKERS.

Address.	Requisitioned.	Appraisal.	Disposition.	Cost of furniture.	Total number of rooms.	Number of occupants.	Cost of rent per month per person, exclusive of repairs.
1654 Columbia Road.....	1918, Oct. 19	\$200 a month.....	Leased from owner, Perry Garst, at \$200 a month. Originally assigned for use of women war workers of the War Industries Board, but their need for it has passed, and it is now operated for women war workers generally, with Mrs. Jessie R. Porter Wood, matron.	\$3,182.27	17	22	\$6.09
2001 Columbia Road.....	Oct. 15	\$175 a month.....	Leased from Joseph D. McAuley, owner, at \$175 a month. Assigned for the use of the women employees of the Surgeon General's Office, Mrs. Anne Hazeltine Delevan, matron. It is not fully occupied, as repairs have only just been completed.	\$1,798.83	14	5	.....
1324 Eighteenth Street.....	Sept. 10	\$250 a month, furnished.....	Leased from Mrs. M. V. H. Wylie, at \$250 a month, partially furnished. This was released on agreement on Sept. 13 to Capt. James C. Auchincloss, lessee, but he stated on Sept. 25 that he had not leased the house and did not want it. It was then assigned to be leased to Lewis H. Wehle, of the U. S. Shipping Board, but there was necessary delay in making negotiations for the use of the furniture and Mr. Wehle gave it up Oct. 16. It was then offered to Miss Pauline Goldmark, of the Department of Labor, for war workers, but she declined it. It is now operated for the use of older women war workers, Miss Elizabeth Kelly, matron.	\$960.00	11	14	17.86
602 F Street.....	Sept. 16	\$200 a month.....	Leased from the American Security & Trust Co., at \$200 a month. This was used from Oct. 3 to Nov. 9, by the U. S. Public Health Service for housing nurses. Since then it has been used for girls from Camp Columbia, Mrs. Mary Burkhardt, matron.	\$3,200.00	25	42	4.76
612 F Street.....	do.	\$400 a month.....	Leased from Isabel H. Lennan, at \$400 a month. This has been used since Oct. 3 as a hospital by the U. S. Public Health Service, and was surrendered by it on Nov. 23. It has been cleaned and furnished and is to be managed in connection with 602 F Street, Mrs. Burkhardt, matron. Women are just moving in.	\$2,030.48	35	5	.....

Address	Term	Monthly Rent	Description	8	1	Cost
819 Fifteenth Street.....	Oct. 15	\$200 a month; \$20 a month for garage.	Leased from R. S. Van Vliet, at \$2,640 a year. The lower floors were formerly occupied by a paper hanger and decorator who was bought out by the U. S. Housing Corporation, which is using these floors for its shops and offices of the construction division. The upper floors were assigned for secret service men in the White House. Mrs. C. V. Cramblitt, matron. They have just given them up because of the President's trip abroad, and they will be used for men war workers generally.	19	28	\$2,982.70
821 Fifteenth Street.....	Sept. 13	\$200 a month.....	Leased from C. Jewell, at \$200 a month. Assigned for use of U. S. Employment Service women employees, with Mrs. Ferné R. Allbright, matron. It was ready for occupancy Nov. 19.	16	32	\$3,775.46
826 Fifteenth Street.....	do.....	\$6,000 a year.....	Assigned for use of War Risk Insurance women employees, Mrs. W. W. Raunth, matron.	10	12	\$2,100.00
2384 Fourteenth Street.....	Sept. 16	\$60 a month.....	Leased from Charles S. Chase, at \$840 a year. Assigned for use of Women's Radio Corps, Mrs. Herbert Sumner Owen, matron.	16	5	\$3,060.00
3720 Georgia Avenue.....	Sept. 26	\$100 a month.....	Leased from Mrs. C. Loffler, at \$75 a month. Assigned for use of Army Signal Corps women employees, Miss Alice Hammond, matron. The house is not fully occupied because the Signal Corps has moved its headquarters and given up this house, and it was opened to women war workers generally Nov. 30.	12	7	\$2,600.00
1818 H Street.....	Oct. 1	\$100 a month.....	Assigned for the use of U. S. Employment Service women employees, Mrs. A. M. Law, matron. Leased from J. J. Darlington, R. W. Hegner, and H. Gordon, at \$100 a month.	22	14	\$2,801.98
1781 K Street.....	Sept. 13	\$250 a month.....	Leased from William F. Wharton, at \$250 a month. Assigned for use of executives and their families, Mrs. Carey, matron.	12		\$1,700.00
1623 Massachusetts Avenue.....	Aug. 28	\$2,000 a year.....	There was furniture in this house which could not be removed without an order of court, and possession was not obtained until Nov. 6. Assigned for use of women employees in Surgeon General's Office, Miss Esther Evans, matron. Repairs are being made and the house will probably be ready for occupancy Dec. 15.	21	27	\$2,588.00
1720 Massachusetts Avenue.....	Sept. 24	\$4,200 a year.....	Leased from owner, Cole St. George H. Blunt, at \$4,200 a year. Assigned for use of girls in the Navy Department, Mrs. F. A. Garces, matron.	14	15	\$1,714.00
1707 Nineteenth Street.....	Oct. 19	\$100 a month.....	Leased from Harry A. Kille, at \$100 a month. Assigned for War Risk Insurance employees, Mrs. M. S. Mitchell, matron.	11	15	\$1,767.32
1814 Nineteenth Street.....	Sept. 10	\$185 a month.....	Leased from Mary H. Willis, at \$175 a month. Assigned for women employees of the Housing Corporation, Mrs. Talbot Smith, matron.	11	16	\$1,648.00
1110 P Street.....	Oct. 11	\$60 a month.....	Assigned for use of Catholic women war workers under the auspices of the National Catholic War Council, Mrs. Catherine Judge, matron.			\$ Estimated.

Commandeered houses in the District of Columbia, Dec. 2, 1918—Continued.

PART III. HOUSES RETAINED AND OPERATED FOR THE HOUSING OF WAR WORKERS—Continued.

Address.	Requistioned.	Appraisal.	Disposition.	Cost of furniture.	Total number of rooms.	Number of occupants.	Cost of rent per month per person, exclusive of repairs.
3007 Q Street.....	Oct. 28	\$200 a month; furnished.....	Leased from Mrs. K. M. C. Magruder, owner, at \$200 a month. Assigned for use of Ordnance Department women employees, Mrs. Lillian B. Bridgman, matron.	\$1,072.00	17	19	\$10.52
2223 B Street.....	Aug. 28	\$6,500 a year.....	Leased from Mrs. A. P. Hermmick, at \$5,000 a year. Assigned for use of Navy officers and their families, Mrs. Alice Maurer, matron.	3,050.00	20	19	21.98
1449 Rhode Island Avenue.....	.....do.....	\$135 a month; furnished.....	Leased from Ada M. Hill, at \$135 a month. First assigned to Col. Ahern, for housing war workers, but he later gave it up. Assigned for the use of Housing Corporation women employees with Mrs. Mand S. Harding, matron.	1,392.85	12	10	13.50
1467 Rhode Island Avenue.....	.....do.....	\$600 a month; furnished.....	Leased from Webster Egerly, owner, at \$600 a month. Assigned for use of male executives.	1,622.10	14	9	66.66
1114 Vermont Avenue.....	Sept. 16	\$12,500 a year; furnished.....	Negotiations with the owner for the use of the furniture in this house were not completed until Oct. 28. Assigned for use of women war workers, with Mrs. M. L. Hatch, matron.	2,284.00	32	36	28.93

• Estimated.

GOVERNMENT HOUSES IN WASHINGTON TRANSFERRED TO THE BUREAU OF INDUSTRIAL HOUSING AND TRANSPORTATION.

Under the act "to authorize the President to provide housing for war needs" the bureau was authorized "to take possession of, alter, repair, improve, and suitably arrange for living purposes * * * all houses on square 633, except the Maltby Building, owned by the United States, together with any other houses in the District of Columbia owned by the Government and not now occupied."

In accordance with this provision the 28 properties described in the accompanying table were taken over and operated by the Committee on Requisitioned Houses through the Washington Division of the Homes Registration Service. It was found that the majority of these properties were in exceedingly bad repair. Twenty of the properties were already partially occupied at rentals ranging generally from \$1 to \$5 per month. Under the terms of the Saulsbury resolution it was impossible to raise the rents of these properties without the consent of the occupants, even though many thousands of dollars might be spent on their improvement. The unoccupied properties were, therefore, repaired first and have been leased to competent persons for the housing of war workers at reasonable rentals.

Agreements were signed in several cases by persons residing in the houses which had been found occupied by which the occupant consented to an allotment of a specified number of rooms for their own use, leaving the rest of the house to be filled and operated by the bureau.

Owing to the relatively high cost of the necessary repairs per room made available through such agreements, repairs were begun in only six of these houses and had been completed in but one at the time of the signing of the armistice. In view of the change in war conditions it was voted by the committee at that time that extensive improvements and repairs to these houses should be stopped.

Respectfully submitted.

COMMITTEE ON REQUISITIONED HOUSES.
JAMES FORD, *Chairman.*
W. E. SHANNON.
ALLAN ROBINSON.

Report on Department of Interior houses, Dec. 2, 1918.

Address.	Appraisal.	Disposition.	Cost of furniture.	Total number of rooms.	Number of occupants.
235 Arthur Place NW.....	\$25 a month.	Rented by the United States Housing Corporation to William O. Bowie at \$25 a month from Nov. 9.	.....	5	.....
23 B Street NW.....	\$50 a month.	Occupied by the United States Senate folding room.	.....	.....	.....
27 B Street NW.....	None.....	Occupied by Miss Ida Marshall, who has lived there 30 years and now pays \$5 a month rent. The Saulsbury resolution prevents increasing the rent of this house.	.....	.....	12
20-31 B Street NW.....	None.....	Occupied by Miss S. L. Keyser, who has lived there about 14 years and now pays \$5 a month for rent for each of the two houses. The Saulsbury resolution prevents increasing the rent of these houses.	.....	.....	32

Report on Department of Interior houses, Dec. 2, 1918—Continued.

Address.	Appraisal.	Disposition.	Cost of furniture.	Total number of rooms.	Number of occupants.
33 B Street NW	None.....	Occupied by Mrs. Barker, who pays \$5 a month rent. The Saulsbury resolution prevents increasing the rent of this house.	.....	.....	16
40 C Street NW. and 238 New Jersey Avenue.	None.....	Occupied by Mrs. Boswell, who pays \$1 a month for 40 C Street and \$5 a month for 238 New Jersey Avenue. The buildings connect. The inspector was unable to get accurate information as to the number of occupants, but was told the houses were full and that at least 9 are war workers. The Saulsbury resolution prevents increasing the rents on these houses.	.....	.....	.....
44 C Street NW.....	None.....	Occupied by Mrs. Pauline Proctor, an invalid, who pays \$1 a month rent. She has lived in the house for 27 years and has made her own repairs. The Saulsbury resolution prevents increasing the rent of this house.	.....	.....	8
46 C Street.....	\$40 a month.	Leased by the United States Housing Corporation to Lieut. Cowen for \$40 a month from Nov. 1.	.....	9	7
48 C Street.....	\$40 a month.	Leased by the United States Housing Corporation to Mrs. Magee, of United States Navy, and Mrs. Burns, of Quartermaster Corps, at \$40 a month plus 20 per cent per annum of the cost of the furniture from Oct. 30.	\$955.12	9	9
50 C Street.....	None.....	Occupied by Mrs. Taylor, who has lived there 27 years. The Saulsbury resolution prevents increasing the rent of this house.	.....	.....	4
210 New Jersey Avenue....	\$50 a month.	Leased by the United States Housing Corporation to Mrs. M. H. King at \$35 a month from Sept. 21.	.....	8	11
212 New Jersey Avenue....	\$60 a month.	Leased by the United States Housing Corporation to Mrs. B. M. Morrison at \$40 a month from Oct. 15.	.....	1	13
214 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. Minton, who has been paying \$5 a month for rent and has now been offered the house at \$40 a month, she having agreed to have rent adjusted on account of repairs.	.....	8	5
216 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. S. E. Pinkerton, who pays \$5 a month for rent, but who has agreed to pay increased rent when repairs are completed. Rent has been set at \$40 a month.	.....	8	10
218 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. R. D. Wetmore, who pays \$1 a month for rent, but has agreed to pay increased rent when repairs are completed. Rent has been set at \$40 a month.	.....	8	8
220 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. Loretta E. Smith, who pays \$1 a month for rent, but has agreed to pay an increased rent when repairs are completed. Rent has been set at \$40 a month.	.....	8	11
222 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. Mary D. Thornton, who pays \$1 a month for rent and who refused to agree to pay an increased rent in consideration of proposed repairs.	.....	8	10
224 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. J. M. Williams, who pays \$5 a month for rent, but is far in arrears. She has agreed to pay increased rent on the completion of repairs. Rent has been set at \$40 a month.	.....	8	8
226 New Jersey Avenue....	\$60 a month.	Occupied by Mrs. M. J. McAndrews, who pays \$5 a month for rent, but has agreed to pay increased rent on the completion of repairs. Rent has been set at \$40 a month.	.....	8	8

Report on Department of Interior houses, Dec. 2, 1918—Continued.

Address.	Appraisal.	Disposition.	Cost of furniture.	Total number of rooms.	Number of occupants.
228 New Jersey Avenue....	None.....	Occupied by Mrs. Ayres, who pays \$1 a month for rent. The Saultsbury resolution prevents increasing the rent of this house.	.....	.....	9
230 New Jersey Avenue....	None.....	Occupied by Mr. and Mrs. Myers, who pay \$5 a month for rent. The Saultsbury resolution prevents increasing the rent of this house.	.....	.....	10
232 New Jersey Avenue....	None.....	Occupied by Mrs. Lamont, who pays \$5 a month for rent. The Saultsbury resolution prevents increasing the rent of this house.	.....	.....	15
234-236 New Jersey Avenue	None.....	Occupied by Mrs. Davis, who has lived here 16 years and who pays \$1 a year for rent for 234 and \$5 a year for rent for 236. She claims to have spent \$600 on repairs on 234 New Jersey Avenue. The Saultsbury resolution prevents increasing the rent of these houses.	.....	.....	22
1323 Twenty-fourth Street NW.	\$22.50 a month	Leased by the United States Housing Corporation to George Playfair, a navy yard worker, at \$20 a month from Sept. 20.	.....	6	7
1108 Twenty-sixth Street NW.	\$25 a month.	The United States Housing Corporation has been unable to rent this house because it is in a colored neighborhood and because there is no running water in the house.	.....	6	.....

APPENDIX XIV.

WASHINGTON DIVISION, HOMES REGISTRATION SERVICE.

In the fall of 1917 the Washington Chamber of Commerce, perceiving the rapidity with which war workers were coming to this city, endeavored to compile a list of vacant bedrooms for the purpose of furnishing the addresses to the workers mentioned, publicity to this activity being given in letters to various chambers of commerce throughout the United States.

The applications for rooms grew in volume daily and the Federal Government then became interested in the matter, a room registration office, functioning under the District Council of Defense, having been established at 1321 New York Avenue in the latter part of January, 1918. This office became a part of the Government of the District of Columbia on August 31, 1918. On September 17, 1918, the Room Registration Office was taken over by the Bureau of Industrial Housing and its activities were coordinated with those of the Washington Committee on Equipment of Houses and the Committee on Requisitioned Houses. (See separate report.)

The following are statistics regarding the activities of the room registry within the period from February 1 to November 1, 1918:

Month.	Persons receiving addresses.	Pay roll and rent.	Cost per person.
February.....	2,439	\$1,487.56	\$.61
March.....	3,462	1,617.31	.43
April.....	5,025	1,655.38	.30
May.....	2,612	1,596.84	.61
June.....	2,535	1,647.33	.65
July.....	2,665	1,795.16	.67
August.....	3,662	1,837.70	.50
September.....	5,410	2,557.08	.47
October.....	3,805	4,709.94	1.24
Total.....	31,615	18,704.25	\$.59

* Average.

The increase in cost per person placed in October is due chiefly to the following three facts:

1. The opening of the registry in the evening, which necessitates the installation of a double shift.
2. Enlargement of the force of inspectors and clerks due to demands of the War Risk Insurance and other bureaus for hundreds of rooms on short notice.
3. The opening of a separate office for the placement of colored persons.

The Room Registration Office has, of course, been a target for some criticism, but it has been the object of a vast amount of praise for

the assistance it has rendered to the war program of the Government, and also for the large element of human interest and sympathy it has infused into its work, holding itself out to incoming war workers as their friend and as an agency that would establish contact between strangers within our gates and churches, other excellent organizations, and friends from home, in addition to assuring anxious parents and their sons and daughters who had failed to write home were well and happy.

Incoming war workers might be compared to an assortment of pegs of various shapes and sizes, and it has been the desire and aim of the Room Registration Office to fit those pegs in properly as regards living accommodations. This has not always been an easy problem. The young girl from a small town who has never been away from home restraint, much less both away from home and in a large city, has been the cause of our greatest difficulty and anxiety. As a general rule she has desired living accommodations close to the place of her employment and also close to the bright lights and the picture shows.

On the other hand, the college woman has been comparatively easy to house and the type of worker coming here has been steadily improving, due, it is believed, largely to the fact that business concerns in the States have advanced their salary scales to the point where the Government wage is no longer attractive to the person who formerly came here simply for a frolic or half-hearted work.

It has been the constant aim of this office to hold down room and board prices to reasonable levels. Some persons have offered rooms at exorbitant prices, and it was politely suggested to them that their prices were too high. Many of the persons receiving such suggestions modified their prices, but in a number of instances they replied that "if we did not want the room we need not take it," and generally it was not taken. The persons whose rooms were declined because of an unwillingness to assist in profiteering have in numerous instances been the harshest critics of the Registration Office, both in and out of the press.

There has been not only an intensely human side to the work but humorous instances have crept in here and there. A number of persons, planning to come here for war work at salaries of \$100 per month and less, have requested lists of the best hotels in Washington. One young woman asked that some one meet her at the station, as she had never been on a street car.

Numerous interesting restrictions were also made by householders as to the types of roomers they would receive into their homes. Some did not want young women who would raid the family refrigerator, use the family bathtub for laundry purposes, put worn-out garments in toilets, set hot irons on varnished surfaces, monopolize the parlor to the exclusion of the family, return late at night with soldiers and sailors and turkey trot around the parlor to graphophone music, etc., and others would not receive young men who smoked cigarettes, or pipes, or cigars, or who chewed tobacco, some limiting their rooms to Hebrew girls, or men from New York, or Catholic girls from Louisiana.

Fortunately the supply of rooms at the Registration Office has never been totally exhausted. Sometimes the supply would get quite

low, but prompt steps would then be taken to increase it through a canvass or appeals through the churches, and much has been done in the way of publicity by distributing thousands of posters and handbills and by news items in the local press, the columns of the latter having been cheerfully tendered.

In the interest of economy and efficiency a policy of employing most of the office workers on the per diem basis was inaugurated and has been continued, the result of which has been a good showing as to attendance of employees.

LOANS TO BOARDING-HOUSE KEEPERS.

Transmitted herewith is a statistical statement as to loans made through this office to aid in equipping and operating emergency boarding houses for war workers.

To date, as will be observed from the statement mentioned, there have been expended \$16,447.43 in the payment of bills incurred by borrowers and approved by this office for furniture, bedding, dishes, and other needed merchandise. The sum of \$2,140 has been repaid by these borrowers, leaving an outstanding balance due of \$14,157.43, to be paid within 12 months in equal monthly installments.

The plan under which these loans are made is substantially the same as was followed by the Housing and Health Division of the War Department in rendering financial assistance to matrons of approximately 25 emergency boarding houses opened in the spring and summer of the present year. An outline of the plan is deemed proper in this report:

All persons applying for loans for the purpose indicated were carefully investigated, particularly as to their training, experience, ability, financial responsibility, morality, honesty, general health, and their capacity to exercise a firm and tactful control over but sympathetic interest in the occupants of their houses. We proceeded on the theory that an effort should be made to improve the living standards and health of war workers. Being satisfied as to the advisability of making a loan, the office authorized the applicant to incur bills, subject to approval, up to the amount of the loan agreed upon, secured such loan by a demand note bearing interest at the rate of 5 per cent per annum and secured by a chattel deed of trust duly recorded, required the borrower to pay premium for fire insurance on the chattels, stipulated dates and amounts of monthly cur-tails, limited the number of persons to be accommodated in the various rooms of the house and the prices to be charged such persons, and specified that the house was to be subject to inspection. In a few instances, the office also obtained collateral security for the loan, or had the repayment of all or a part of the loan guaranteed by a third person. The plan of the Housing and Health Division of the War Department, hereinbefore referred to, worked very successfully and the plan adopted by the office should do likewise, except that it may be difficult, in view of changed housing conditions following the signing of the armistice to keep the houses practically full for one year after the respective dates of the loans. But even if foreclosure should become necessary at some future time, there would be small risk of loss on any transaction in which the borrower had curtailed as much as 50 per cent of the loan.

It is proper to remark that for the 303 persons accommodated in the houses for which there is an outstanding balance of \$14,157.43, the cost per person is \$46.72, which per capita under the plan adopted by this office decreases at the rate of about 9 per cent per month, as the loans are payable in some cases in 10 equal monthly installments, and in other cases in 12 such installments.

Respectfully submitted.

EDWIN S. HEGE,

Manager Washington Division Homes Registration Service.

Statement of loans made through the Room Registration Office.

Borrower's name and address.	Kind of property.	War work- ers accom- mod- ated.	Mortgage amount of loan.	Agree- ment date.	Amount ex- panded.	Amount curtailed.
Mrs. Mary A. Webb, 1907 F Street.	Noncommandeered.	18	\$1,000.00	Aug. 23	\$1,000.00	\$100.00
Miss E. E. Johnson, 1860 California Street.	.....do.....	10	200.00	Aug. 29	200.00	150.00
Mrs. Margaret Baker, 1402 Fourteenth Street.	.....do.....	6	800.00	Sept. 6	794.22	240.00
Mr. M. Baturin, 1501 Seventh Street.	.....do.....	125	3,500.00	Sept. 18	3,385.87	300.00
Mrs. M. C. Moore, 1212 Twenty-fifth Street.	.....do.....	6	500.00	...do....	495.71	50.00
Mrs. B. M. Bell, 1737 Riggs Place.	.....do.....	14	1,000.00	Sept. 19	1,000.00	100.00
Mrs. Mary N. Dudley, 1301 Rhode Island Avenue.	.....do.....	10	275.00	Sept. 24	275.00	35.00
Mrs. Fanny W. Abbe, 3100 R Street.	.....do.....	32	3,000.00	Sept. 27	2,917.47	350.00
Mrs. R. S. Towson, 1437 Irving Street.	.....do.....	26	4,000.00	Sept. 28	3,652.20	200.00
Mrs. B. M. Morrison, 212 New Jersey Avenue.	.....do.....	16	500.00	Oct. 2	488.81	.....
Mrs. Bertha C. Burwell, 1006 East Capitol Street.	Commandeered.....	20	1,200.00	...do....	1,157.15	200.00
Miss Virginia Berry, 1534 Twenty-eighth Street.	Noncommandeered.	8	500.00	...do....	500.00	50.00
M. Popowski, 26 and 38 G Street SW.	.....do.....	12	1,000.00	Oct. 9	581.00	100.00
Mrs. T. M. Anderson, 1536 Sixteenth Street.	Commandeered.....	24	2,000.00	Oct. 21	.....	175.00
Mrs. B. R. Cook, 1753 N Street.	.....do.....	21	2,000.00	Nov. 1	.....	150.00
Mrs. Margaret Baker, 1402 Fourteenth Street.	Noncommandeered.	6	500.00	Nov. 2	.....	50.00
C. P. Fortner, 244 Eleventh Street NE.	.....do.....	4	150.00	...do....	.....	15.00
C. E. Pendleton, 1223 Franklin Street NE.	.....do.....	6	300.00	...do....	.....	25.00
Mrs. Mary Gale Davis, 1816 Belmont Road.	Commandeered.....	20	2,903.14	...do....
Total.....	384	25,328.14	16,447.43	2,290.00

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