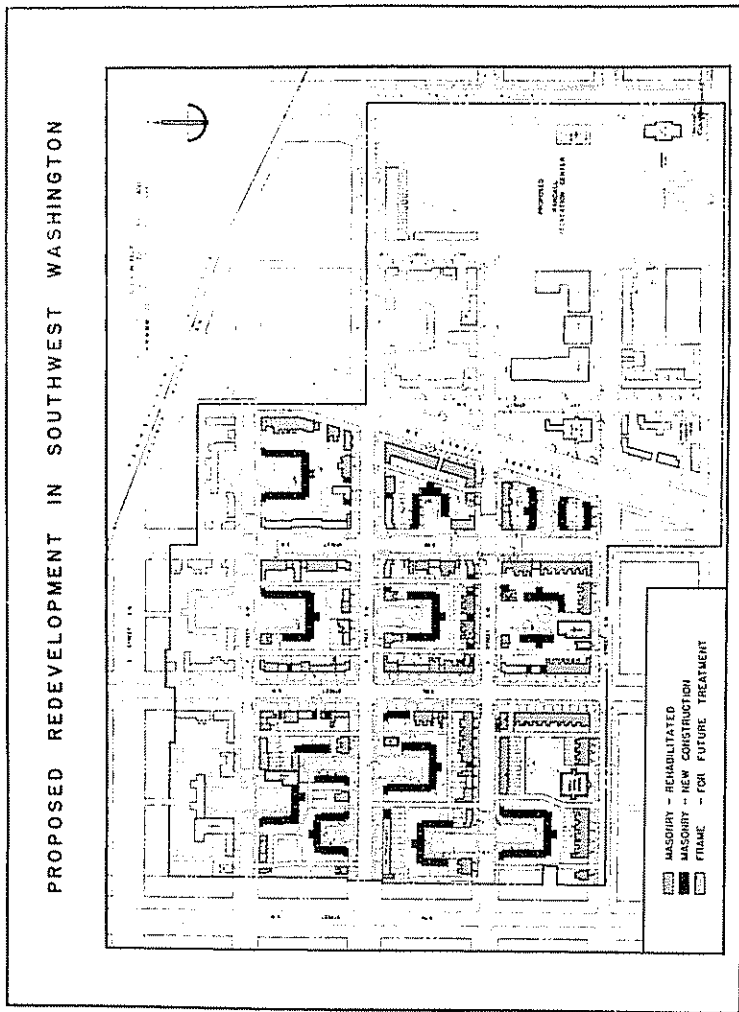


THE
REHABILITATION OF SOUTHWEST WASHINGTON
AS A WAR HOUSING MEASURE

A Memorandum
To
THE FEDERAL HOME LOAN BANK BOARD



By Arthur Goodwillie
Director of Conservation Service
Home Owners' Loan Corporation

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THE USE OF EXISTING COMMUNITY ASSETS
IN THE
PRODUCTION OF WAR HOUSING

This memorandum describes a program under which standard war housing, of a quality which will warrant 40 year amortization, can be developed out of existing community assets, at a very considerable saving in cost, as compared with that of new housing produced on the urban rim. Sound but substandard residential structures and public works already in place -- and usually paid for -- will be used for this purpose, instead of being abandoned in one locality and duplicated in another. A considerable saving in critical materials will be effected. The program will develop a large pool of standard but low cost housing, having a low economic rent level, which can be leased to low income families, both during and after the war, at a price representing little or no subsidy. As a by-product, numerous decrepit neighborhoods and slum areas will be eliminated, without direct cost.

The Conservation of Neighborhood Assets for the Production of War-time Housing is a process, which involves direct governmental acquisition, replanning, repair, financing and operation. The construction of new war housing, on adjacent vacant property, already served by existing streets, schools and utilities, may frequently be amalgamated with it. The combined operation will not solve every war housing problem, but insofar as it is employed, will expedite its production, will lower its cost and will develop social by-products of considerable value.

ACKNOWLEDGEMENT

Valuable assistance in the preparation of this Memorandum was given by --

- The Alley Dwelling Authority
- The Commissioners of the District of Columbia
- The Division of Defense Housing Coordination
- The Federal Works Agency
- Howard University
- The National Capital Park & Planning Commission
- The National Youth Administration
- The Washington Housing Association

ADEQUATE HOUSING ESSENTIAL
TO NATIONAL DEFENSE

The United States has sufficient natural and industrial resources to win this war, if it can employ these resources at full capacity. Production -- which is one of the two major elements in an effective war effort -- cannot be brought to and held at maximum capacity, without efficient workmen, and workers cannot carry on effectively unless they have comfortable homes and decent surroundings in which to live and rear their families. Since proper housing for both skilled and unskilled workers builds up morale, increases productive efficiency and reduces labor turnover, it is of only a little less importance to the operation of our great national armament plant than are the steel mills, the shipyards and the factories in which the materials essential to the national war effort are produced.

COMMUNITY ASSETS

Those industrial, military, naval and aeronautic concentration and production centers in which residential deficiencies are likely to occur, have largely been charted, and important labor movements into virtually all of them are now under way. A tremendous expansion in present residential facilities will be required to provide adequate housing for all of the workers who will eventually be employed in these areas. In order to hold down the cost of this additional housing and to expedite its completion, the use of existing community assets should be coordinated with the construction of new homes.

Included in the classification of "existing community assets" are --

(1) Urban residential structures, adjacent to defense areas, which -- though now more or less obsolete or substandard -- are still structurally sound and worthy of reclamation.

(2) Streets, pavements, sidewalks, sewers, gas and water mains, electric lines, schools, parks, playgrounds, etc. already in place and largely or wholly paid for.

COMPETITION OR MIGRATION

Many of the substandard structures and public works referred to above are now used by local labor -- formerly unemployed and on the relief rolls, but now commencing to profit from war activities. These workers are beginning to demand those better living conditions which their improved economic status warrants. It is probable that, if they can obtain modern accommodations in the neighborhoods where they now live, most of them would prefer to remain there.

If, however, standard housing is not promptly provided for them in these areas, they will soon begin to compete for the inadequate supply of new dwellings which is being built for incoming labor -- or, as an alternative, they will migrate to other centers, in the hope of there finding homes of the quality for which they are now prepared to pay -- and will thus themselves become "incoming labor".

VALUES

To include the rehabilitation of substandard but basically sound residential structures and the use of existing public works in the war housing blue print -- and thus to synchronize the use of these existing facilities with new construction -- will:

(1) Increase the available supply of standard dwelling units, suitable for war workers.

(2) Expedite the war housing program to the extent that additional units are produced.

(3) Lower the unit cost of war housing (a) some times by as much as almost one-half, when produced through the rehabilitation of existing structural assets, and (b) by the value of the already available pavements, utilities, schools, etc. when produced through new construction.

(4) Effect a considerable saving in the use of critical materials.

The rehabilitation of existing substandard structures, will thus meet the residential requirements of local war workers and will reduce later turnover -- always high when housing is inadequate -- at a substantial saving in cost and production time, as compared with new building. The related construction of additional units will substantially increase the supply of new housing for workers who are moving in from other localities. The combined program will effect a considerable reduction in the use of critical materials.

ACQUISITION AND OPERATION

In order to (a) expedite the conversion of obsolete dwellings, (b) assure harmonious architectural treatment and land use, and (c) insure effective subsequent management and cost amortization -- governmental acquisition, reclamation and operation of at least the earlier projects developed under this program are essential. The right of government to commandeer and administer private property in the interest of national defense has long been settled. Legislative provision which makes it at once available for public use, leaving the determination of a just compensation to the court's later convenience, is not novel, works no essen-

tial hardship, and definitely protects the nation against serious delay and price hold-ups, in periods of national emergency.

"WAR HOUSING" DEFINED

The sole purpose of the War Housing Program is to provide modern, sanitary and attractive dwellings, in which workers and their families may live healthfully and happily. This objective is not based upon social considerations. It is determined primarily by past governmental experience with these two costly products of improper or insufficient housing -- inefficiency and migration.

To be classified as War Housing, a dwelling must be piecemeal situated, of sound construction and in good repair, provided with modern sanitary, lighting and domestic working equipment, have a sufficient supply of light and air, be reasonably attractive architecturally and, in all other respects, provide home surroundings which will satisfy the reasonable requirements of the worker, within the limits of his rent paying or installment buying capacity. Conversely, a building which is obsolete, substandard and spiritually depressing -- even though it provides primary shelter from the elements -- must be omitted from any census of available War Housing.

It is true that thousands of war workers, who are economically able to pay for decent living accommodations, are now compelled to live in dilapidated, unsanitary structures, because they cannot anywhere find decent living quarters. Their problem -- and that of the Government, their employer -- cannot be lightly dismissed, however, on the plea that the forced

occupancy of a substandard dwelling by a war worker gives that dwelling a war housing status. The complete demolition of all such structures would not subtract a single dwelling unit from the nation's war housing count.

It is the obligation of the government -- solely in its own interest -- to provide standard and healthful dwellings for all of its war workers, not otherwise supplied with such facilities. Until this has been done, its war housing program will remain incomplete.

If, for the purpose of providing its workers with standard housing, the government elects to utilize a substandard neighborhood in which existing structures do not conform to the housing standards defined above -- it may (a) demolish all of these existing structures, discard all material now in them, and rebuild the area with entirely new materials; or (b) in its rebuilding operations, it may reclaim and use materials from the demolished structures; or (c) it may let the walls and roofs of some of the existing buildings stand where they now are -- and rehabilitate them.

The result of any one of these processes will be the same -- the production of War Housing where none existed before. The tally of available housing will then be (a) the number of dwelling units which were developed through new construction -- plus (b) the number created through the rehabilitation of old, substandard buildings, formerly unfit for decent human habitation.

BY-PRODUCTS

Maximum war production -- which includes the production of an adequate supply of housing for war workers -- is now one of the two para-

mount national objectives, to which all other considerations must give way. Within that specification, however, the war effort should be so organized as to avoid unnecessary damage to the important peace-time values which in part -- it must be remembered -- we are seeking to defend. If it can be carried forward so that subordinate but highly important economic and social values will also flow from it -- as by-products -- the failure to do so to develop it is both shortsighted and indefensible.

The production of standard war housing in areas where only obsolete structures and vacant city lots now exist, as recommended in this memorandum, will also (a) eliminate -- without direct cost -- large slum and blighted areas; (b) restore value to much substandard Class "B" residential real estate; (c) lessen the post-war impact of new war housing on Class "B" property value and mortgage security; (d) reduce the volume of uneconomic suburban development and the costly duplication of schools, streets, utilities, etc.; (e) help stabilize the declining municipal tax base and put to productive use much unproductive, municipally owned real estate, acquired through the enforcement of tax liens; (f) provide local housing authorities with many units to offer as "equivalent elimination"; and (g) set up a large reserve of standard but low cost housing, for post-war rental to low income families, at rent levels that will reflect little or no subsidy.

PERMANENT PLACE IN THE PUBLIC HOUSING PROGRAM

Perhaps, also, a program which uses existing community assets to

produce war housing at a sharply reduced cost -- which eliminates urban slums without direct expenditures -- and which develops a reserve of standard dwellings, suitable for the post-war accommodation of low income families, at rent levels reflecting little or no subsidy -- can be profitably built into our present public housing pattern.

THE PLACE OF PRIVATE CAPITAL IN THE PROGRAM

Because the housing described in this memorandum is intended primarily for those war workers whose income level does not permit the payment of full apartment rent for standard living quarters, governmental acquisition, redevelopment and management will at first be necessary in order to assure prompt site assembly, redevelopment and subsequent rent assistance.

Under the program here described, a large section of that vast group which heretofore has been unable to pay full economic rent for standard housing, can now -- for equivalent facilities, more cheaply produced through rehabilitation -- meet a monthly rental that will cover taxes, operation costs, amortization and a profit to the private redevelopment agency. The program should, therefore, not only set a pattern for the production of low cost, low rent public housing, but should also point the way to the entry of private capital into the field of residential rehabilitation, under a plan in which (a) revolving government funds are used for acquisition and redevelopment and (b) the completed project is subsequently turned over to private investors, mutual ownership groups, home financing agencies and redevelopment corporations for management and cost amortization.

It should be noted that, since a decrease in the cost of housing automatically lowers its economic rent level, many families, which must be subsidized under our present public housing program, will be able to defray the entire cost of family shelter out of income, when rehabilitated housing is made available to them. This will, of course considerably increase the number of American families which are fully self-sustaining.

PLANNING A RESERVE OF POST-WAR EMPLOYMENT

The normal working population of the United States numbers approximately 60,000,000 persons.

The National Resources Planning Board, in its pamphlet "After Defense - What?", states that, if the present "defense" effort continues into 1944, there will then be 3,500,000 men in uniform and 23,500,000 in defense production. When the war emergency ends, therefore, we will have to face an immediate peace emergency which will directly involve almost half of our total normal working population. Unless -- by at once providing them with new jobs -- we can maintain the buying power of the 27,000,000 persons who will thus suddenly be released from military service and war activities, "we shall again" -- to quote the Planning Board -- "be back in the valley of the depression".

That this transition from a war to a peace economy may be accomplished without major economic and social dislocation, appropriate government agencies are even now preparing transition plans which are designed to reemploy all released war workers with a minimum of delay and con-

fusion. This planning covers, among its various items, a reserve program of public works in agriculture, soil conservation, power development, transportation, municipal services and -- public housing.

To the last named segment of the post-war employment "shelf", a nation-wide program for the re-use of existing community assets, by the rehabilitation of tens of thousands of low cost dwellings, for the use of low income families, can be made exceedingly valuable.

GRADED RENTS AND GRADED HOUSING

A graded rent scale which reflects the ability of each family to pay, provides a more scientific approach to the difficult problem of rent subsidy in public housing, than does a uniform rent scale, based on a uniform public contribution, which makes no distinctions in the comparative economic ability of the several families involved.

The redevelopment plan which is proposed in this memorandum can be so programmed as to relate graded ability to pay, through graded rent levels, to graded residential accommodations -- a highly valuable aid in developing the family will to attain a self-supporting status.

REDEVELOPMENT AND CITY PLANNING

Slums which are the product of basic urban changes should not be perpetuated. So far as possible, before any district is scheduled for rehabilitation as a war housing measure, its fitness for post-war res-

idential use should be clearly established.

In many critical areas, sound plans for future city development already exist. Comparatively brief reference to these plans and conference with local officials will usually establish the suitability of any proposed war housing project for incorporation in the over-all post-war city plan. The production of war housing cannot, of course, wait on the future preparation of non-existent city plans. If such plans do not exist, reasonable effort should be made by qualified technicians to establish the fact that areas scheduled for war-time redevelopment have a post-war residential future.

SUPPLY OF HOUSING SUITABLE FOR REHABILITATION

Until modern housing provision is made everywhere available for all classes of government workers, the National War Housing Program will not have been completed -- and discontent, inefficiency and costly migrations will be inevitable.

Substandard but structurally sound residential groups, suitable for reconditioning, and already served with streets, utilities and schools, now exist in many critical areas throughout the country. The modernization and re-use of these existing community assets -- and the related construction of new units -- will appreciably lessen the cost of -- and relieve the pressure for -- war housing in these areas, and will at the same time, as a by-product, perform long term social and economic services of great national value.

REPLANNING
SOUTHWEST WASHINGTON

In order to demonstrate the validity of these statements, the Federal Home Loan Board recently undertook the definitive study of a nine block slum area in Southwest Washington. A report of this study follows.



Photo By U. S. Forest Service

THE HOUSING RECONSTRUCTION
BY MEANS OF NEIGHBORHOOD CONSERVATION
IN SOUTHWEST WASHINGTON, D. C.

The Federal Home Loan Board's Neighborhood Conservation Service has prepared a detailed program for the rehabilitation of a portion of the city of Washington, D. C., under which standard war housing, of a quality that will warrant 40 year amortization, can be developed out of already existing community assets. For this purpose, sound but substandard and old residential structures -- and public works, such as playgrounds, schools, churches, etc., already in place and paid for -- will be retained, instead of being abandoned in one locality and duplicated in another. The cost of this housing, including land and structures, will be about 55% of the cost of equivalent new dwellings. A large pool of standard but low cost housing will be created; this housing will have a low economic rent level and can be leased to low income families, both during and after the war, at a price representing little or no subsidy.

By amalgamating the rehabilitation of old residential buildings with the construction of new, the proposed program will increase the number of rooms now in the Test Area from 2092 to 3276. This is at the rate of 50%. The number of rooms in the Area suitable for the use of war workers, however, will be increased from 0 to 3276.

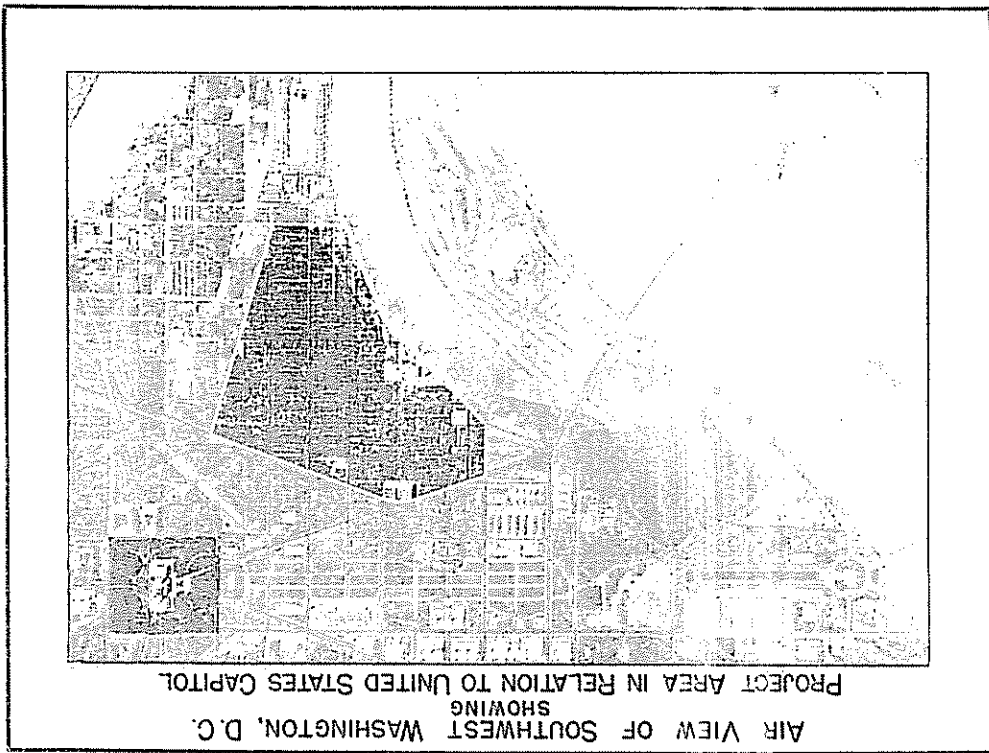
Washington's particularly difficult war-time housing problem will thus be expedited and its prospective cost reduced. A considerable saving in critical materials will be effected. A foul slum, lying but a few

blocks from the Capitol of the United States, will be eliminated without direct cost. The post-war impact of war-time residential construction on present Class "B" real estate values will be cushioned. The project will set the pattern for like war housing projects in many other critical areas. And it will be of great value in the development of plans for post-war re-employment in the field of low cost public housing.

OLD WASHINGTON

The term "Southwest Washington", as used in this memorandum, refers to the area which is bounded by First and "P" Streets Southwest, Maine Avenue and the Pennsylvania right-of-way. This territory comprises, roughly, 85 city squares.

The little town of Carrollsburgh had already been established in Southwest Washington for over two decades when, in 1791, the site of the District of Columbia was selected. The area surrounding the settlement was called "The Island" because it was then cut off from the balance of the District by James and Tiber Creeks. After the National Capital was moved to the District in 1800, many prominent persons built, purchased or rented homes on the "The Island". Among its distinguished residents were Thomas Law, who married the granddaughter of Martha Washington; Robert Brant, first mayor of the city; Col. Washington Lewis, a cousin of George Washington; John Tyler, later President of the United States; and Alexander R. Shepherd, the second and last Governor of the District. "Wheat Row" -- which was erected in 1793 on what later became Fourth Street Southwest and which is now considered an architectural landmark -- is reputed to be the oldest row of houses in Washington.



Before the Civil War, the Area was occupied only by white American families and their servants. The descendants of some of these families still live there. With the end of the war, a large negro influx occurred, and at that time the more prosperous white residents moved to other sections of the city. Southwest Washington is now a community of small homes and, for the most part, industrially unskilled workers. Its population is about half white and half colored. White families occupy the western portion of the district, negroes the eastern, and a racially mixed group the area between the two. This population is relatively stable. A study made some years ago among white residents of Southwest Washington developed the fact that of the 10,658 persons interviewed, 9981 wanted to continue living there. The recently completed nine block Bank Board survey, on which the following report is based, showed that about 80% of the negro population has lived in the district for 5 or more years.

Present construction within the Area consists largely of two story, brick, row houses, two and three rooms deep, among which is interspersed a smaller number of frame structures of the same general type.

HOUSING PROBLEM

Although it extends to within three blocks of the Capitol of the United States, structural, economic and social conditions in the Area are shameful. Though basically sound, the brick structures of the post Civil War period are almost uniformly substandard. Inside bathrooms, kitchen

sinks, central heating and electric lights are luxuries of extreme rarity. Many rooms lack adequate sunlight. With few exceptions, sanitary facilities are installed in the back yard, close to the hydrant from which one to a dozen families draw their domestic water supply. Service alleys are often littered with garbage and other waste. Interspersed among these brick dwellings is a considerable number of older frame houses. The latter are in a lamentable state of repair, dangerous, unhealthful, vermin and rat infested. They constitute a serious fire, safety and health hazard and should be demolished, as a slum clearance measure, at an early date.

Block interiors contain over 500 substandard alley dwellings, or are used as storage spaces for the miscellaneous accumulations of an indigent population. Moral and health conditions in many of these insanitary, unheated houses are deplorable. Fortunately, their use for residential purposes after 1944 is prohibited by law.

The Area, however, has many valuable assets. Were modern housing available, it would be an ideal residential location for the tens of thousands of persons who are employed in adjacent governmental Establishments, Departments and Agencies.

Streets are wide and well shaded. Water, light and sewer mains, sidewalks and pavements are in place, paid for and well maintained. Side by side with decrepit frame structures are some 2900 substandard but basically sound brick buildings, usually in rows, virtually all of which can be saved and are well worth saving. Vacant perimeter lots, vacant block interiors and land on which now stand decrepit frame structures, which should be demolished as a slum clearance measure, provide sites for an

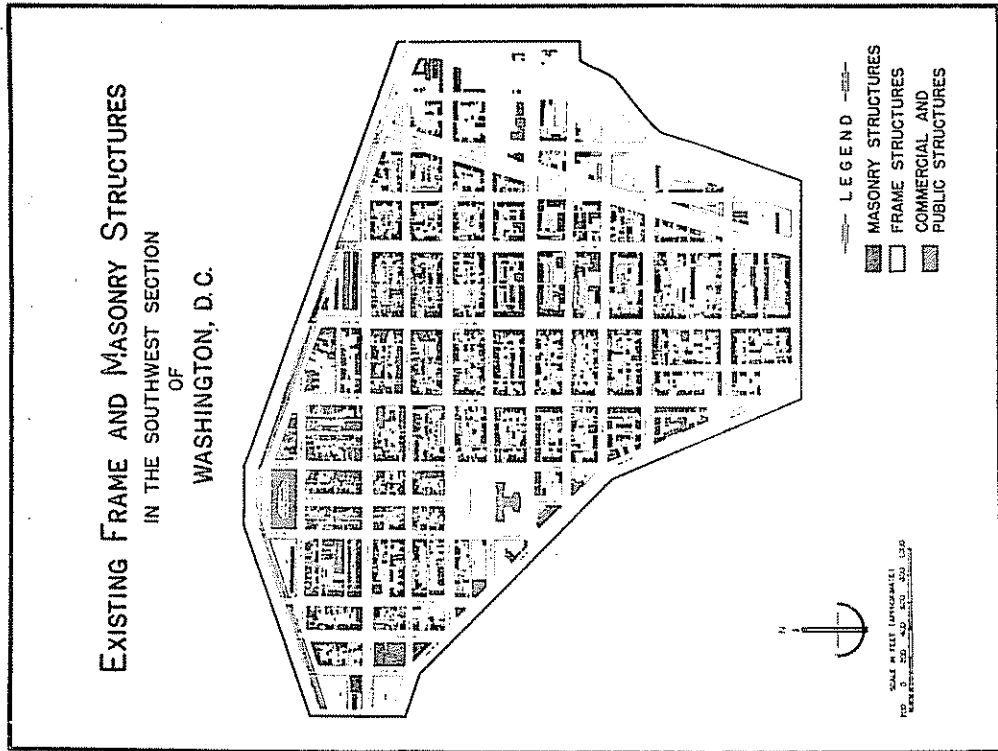
additional 5000 dwelling units. This is a total of about 8000 units for the Area, without over-crowding.

Block interiors are unusually large and offer a unique opportunity for development as open green commons and play spaces, abutting on the new construction referred to above. Along the entire western margin of Southwest Washington is the recently developed Washington Channel waterfront. At the West end of the district is the new Jefferson Junior High School for white children and at the East end, the Randall Junior High School for negro students. The Anthony Downer elementary school for negro children was completed on M Street in 1940 and is among the most modern plants of its kind in the city of Washington. Two neighborhood houses, 4 churches for white persons, and a like number of settlement houses and churches for the colored population, are available.

An exceedingly difficult question which now confronts most established residential communities -- whether they are depressed or not -- is how to supply necessary large additions to available neighborhood recreation spaces. Adequate park provision is not a problem in Southwest Washington, since the "Canal Reservation", a public park which will provide ample playground facilities for the adjacent residential section, lies along the entire eastern border of the Area. Because it occupies a wedge-shaped tract between the Pennsylvania Railroad and Washington Channel, through traffic problems are also virtually non-existent.

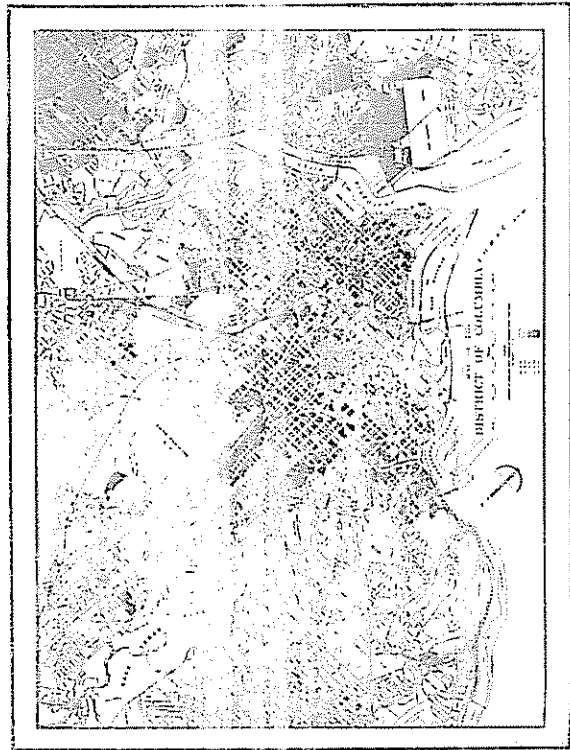
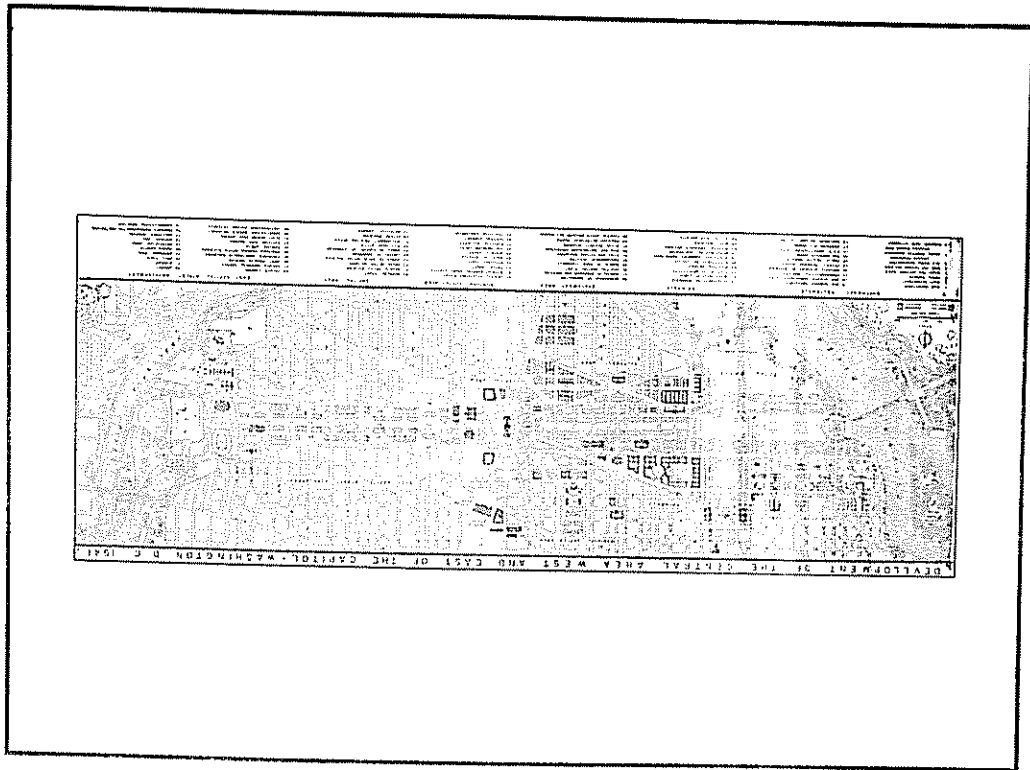
HOUSING MARKET

The statement that there is a dangerously increasing housing shortage in Washington will be accepted without debate. Residential construction



volume is falling far behind that of population increase. This is particularly true in the lower income categories. The unit rent level for three quarters of the residential building which has been done in Washington during the past year, is \$50 or more a month. The annual income of over 70% of the governmental employees stationed in that city is under \$2000. On a 1:5 shelter-rent-to-income basis, the highest paid of these families can afford to budget but \$35 to \$40 a month for rent.

The experience of the War Department in recruiting civilian personnel reflects the seriousness of the situation within and adjacent to the Dis-



Between Pennsylvania Avenue and the
Mall:

Department of Commerce.....	5,615 Employees
Civil Service Commission.....	1,931 "
Department of Labor.....	2,318 "
City Post Office.....	4,581 "
Department of Justice.....	4,651 "
Treasury Department.....	5,072 "
Federal Trade Commission.....	682 "
Interstate Commerce Commission.....	1,797 "
General Accounting.....	1,764 "
Miscellaneous Departments, etc.....	1,589 "
Total North of Mall.....	30,100 "
" South ".....	60,350 "
Total South of Pennsylvania Avenue.....	90,450 "

The most distant of the buildings listed above is less than 10 city squares from the 85 block Southwest Washington area.

TEST
PROJECT AREA

Nine blocks in Southwest Washington, bounded by Delaware Avenue on the East, "I" Street on the South, 4th Street on the West and "E" Street on the North, were selected for a field test of the theorem that the remodeling and modernization of existing substandard dwellings, when they are structurally sound, can frequently be combined with the construction of new war housing, so as to save time, money and materials.

Physically, these nine blocks are a fair cross section of the 85 block Southwest district described above. Rows of 4, 5 and 6 room, substandard but structurally sound brick houses are interspersed with decrepit frame construction and a few vacant lots. The test survey and study described in this memorandum made it clear that these brick houses -- and

tract. It is reported that over 60% of the persons tendered civilian employment by that Department during the month of November 1941 declined, because living quarters, within their means, were apparently not available.

Lack of suitable nearby accommodations likewise compels civilian employees of the Navy Yard to live as far away as Greenbelt, Maryland. That means a tedious trip of 32 miles a day, which the workers themselves must finance.

Were the Southwest section of the City improved with modern dwellings, it would be the most convenient residential area in Washington, or its environs, for over 90,000 government workers, now employed West of the Capitol, South of Pennsylvania Avenue and East of the White House.

The tally of these employees and the place of their employment, obtained from official sources, is as follows:

South of the Mall - West of the Capitol -
East of the White House:

Department of Agriculture.....	9,052 Employees
U. S. Treasury - Procurement Division.....	3,657 "
Bureau of Printing and Engraving.....	8,440 "
Railroad Retirement Board.....	4,289 "
OPM, OEA & OPA.....	8,982 "
U.S. Navy Yard (S.E. of Capitol).....	17,350*
Miscellaneous Departments, etc.....	9,570 "
Total South of Mall.....	60,350 "

*Of whom 2700 are colored - Facial breakdown of employees not available in other Agencies, etc.

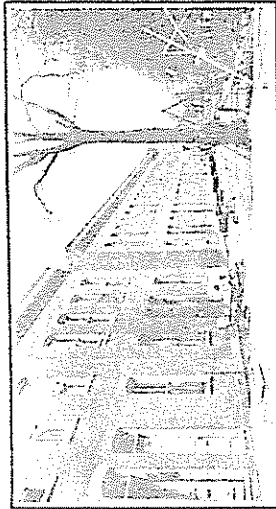
many thousands more like them in other critical areas throughout the country -- can be profitably redeveloped for present use as war housing and for subsequent use as low rental dwellings for low income families. So thorough will the proposed renovation be, that a 40 year cost amortization program is justified.

A health center, a recreational center, a neighborhood center, a modern junior high school, a fine new grade school and a large park and playground area, all lie within a few blocks of the most remote of the nine squares selected for the test. Unlike the usual urban residential district, whether it be old or new, all desirable neighborhood facilities are thus immediately available to the Project Area.

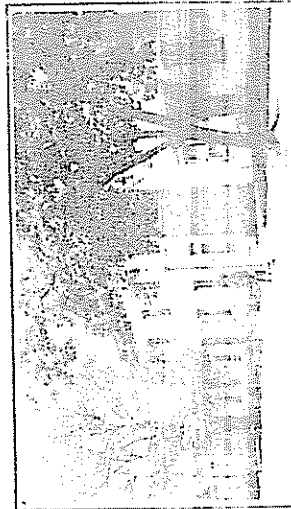
SURVEY AND PLANNING

The planning phase of the Southwest Washington Project included:

- (a) A house-to-house "occupancy, employment and family composition" field survey, made by eight enumerators -- detailed by the National Youth Administration -- and three "clean-up" enumerators, supplied by Howard University. These reports were checked against parallel records in the files of the Washington Housing Association and found substantially accurate.
- (b) Development -- by the City Planning Architect of the Home Owners' Loan Corporation -- of an overall land use, landscape and architectural plan



TYPICAL BRICK STRUCTURES
BEFORE RECONDITIONING



SOUTHWEST WASHINGTON

for the redevelopment of the nine block Project Area, designating:

- (1) Structures to be demolished in opening up block interiors;
- (2) Alley dwellings to be destroyed for site preparation;
- (3) Decrepit frame houses to be replaced with modern structures;
- (4) Existing brick dwellings to be rehabilitated;
- (5) New construction on land at present vacant;
- (6) Street adjustments, landscaping and the development of play courts and open green "sitting out" areas, within present block interiors, in harmony with the plans of the National Capital Park and Planning Commission for the redevelopment of the entire Southwest Area.

(c) Exact measurement and mapping -- by Home Owners' Loan Corporation. Reconditioning technicians -- of all structures in the Area, which are to be carried over into the New Project, and classification of these structures, on the basis of dimensions and floor plans. This process developed the fact that the floor plans of 96% of the residences in the Area can be grouped into 8 standard types.

(d) Preparation -- by Home Owners' Loan Corporation architects -- of a scale plan, detailed specifications and cost estimate, for the rearrangement and rehabilitation of each of these 8 types.

(e) Reexamination -- by Home Owners' Loan Corporation Reconditioning technicians -- of each building to be carried forward into the new Project, so as to determine its actual physical condition. Subsequent preparation of an individual specification and cost estimate for the rehabilitation of each building.

(f) Preparation of plans, specifications and cost estimates for all "special" structural types in the Area.

(g) Appraisal -- by Home Owners' Loan Corporation appraisers -- of the fair market value of each vacant lot and improved property in the Project Area, on the assumption that these values must be sustained in subsequent condemnation proceedings.

(h) Planning all new construction and estimating its cost, together with the cost of sidewalks, fencing, landscaping, etc. throughout the Project Area.

(i) Tabulation of total acquisition, rehabilitation and new construction costs for each building and for the entire Area.

COVERAGE

The field survey described above produced substantially complete reports on 65% of the families in the nine block Project Area. Hereafter in this memorandum, survey returns are weighted to reflect 100% coverage.

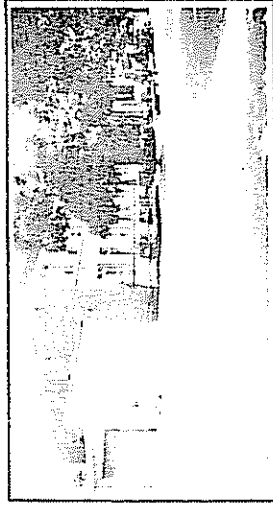
ECONOMIC

Due to the reluctance of the residents of the Area to supply enumerators with information on income, the economic data which were accumulated during the course of the field survey are somewhat incomplete. It appears, however, that a comparatively small proportion of the residents of the district are on direct relief, and that the number employed on WPA projects is proportionately large. In a total of 838 families, 255 persons are listed as employed in government departments or agencies other than WPA, or by contractors engaged in government construction. The average monthly income of all persons so employed is computed at \$76.84, and average rent paid at \$4.61 per month per room. It is believed that these figures reflect conditions with substantial accuracy, but they are not submitted as exact data. All other survey returns may be considered accurate.

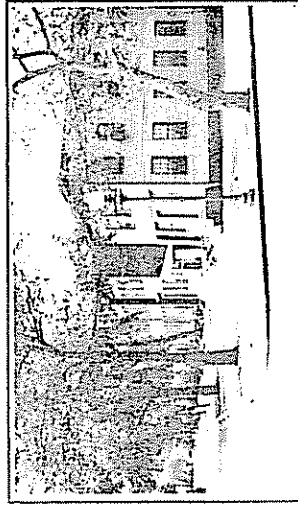
POPULATION

There are 556 dwellings in the Project Area, occupied by 838 families composed of 2703 adults and children. Including 253 roomers, 2956 persons thus live in 2640 rooms. This is at the rate of .9 room per person. The average family, exclusive of roomers, numbers 3.2 persons. The following table shows family distribution:

Total Families	838
Adults Male	791
Female	944
	1735

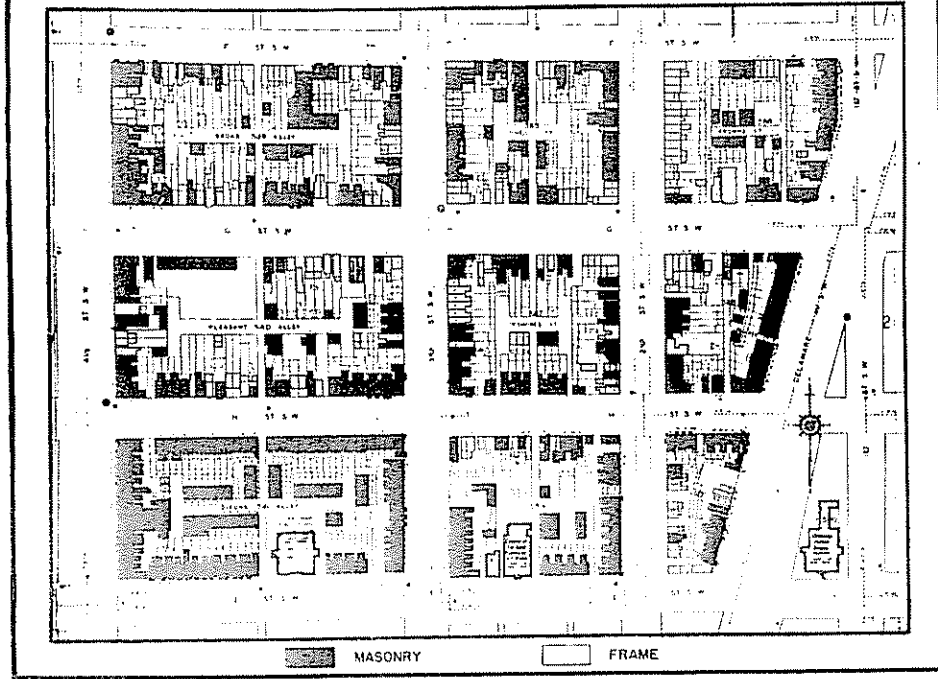


TYPICAL BRICK AND FRAME STRUCTURES



SOUTHWEST WASHINGTON

EXISTING MASONRY DWELLINGS IN REHABILITATION AREA
SOUTHWEST WASHINGTON



Under 6 Male	146	
Female	171	317
6 to 15 Male	215	
Female	247	462
Over 15 Male	91	
Female	98	189
Total in Families		2703
Add Roomers		253

The nine block Project comprises 35.3 acres. Its present population density is therefore at the rate of 84 persons per acre. If the 11 acres of school and playgrounds which adjoin it on the East are included in the 35.3 acre Project Area, then density drops to 64 persons per acre.

Overcrowding -- a condition which the increasing housing shortage in Washington is accentuating -- is therefore not serious in the Area, but there is definite evidence of its development in scattered buildings throughout the 9 blocks.

STRUCTURES

Because virtually all buildings in the Area lack bathroom and kitchen equipment, it was somewhat difficult to distinguish dwelling units. Final calculations and comparisons in this report are therefore usually expressed in terms of buildings and rooms, rather than in units. So far as they could be applied, the following definitions were used in the calculation of housing accommodations and family overcrowding:

A "Dwelling Unit" is a room or group of rooms in which one or more individuals lead a separate family life and use one set of cooking

facilities.

The "Primary Family" in a Dwelling Unit is the occupant or group of occupants who (1) own the unit or pay rent for it to some person residing outside it, and (2) share meals.

A "Secondary Family" is an individual or group of individuals which (1) sublets space from the Primary Family, and (2) uses the cooking facilities of that family, but (3) does not share the latter's meals.

A "Roomer" is an occupant who pays rent to either a Primary Family or to someone else, for quarters which have neither cooking facilities nor cooking privileges.

There are 531 brick and frame buildings in the nine block Project Area used wholly as residences and 24 used for combined residential and commercial purposes. These 556 buildings house 632 families in a total of 2640 rooms. While dwelling units could not be accurately calculated, it is probable that they average about 3.5 rooms.

Approximately 6% of the properties within the area are owner occupied.

**REPLANNING
THE PROJECT AREA**

As they are laid out, the 9 blocks in the Project -- as well as the other 76 blocks in the balance of Southwest Washington -- have unusually large interior areas. This excess land is now "improved" with numerous substandard, unsanitary and overcrowded alley dwellings, or is used for the storage of trash and filth. For replanning purposes, however, it proved to have considerable value.

BUILDING AND EGG COUNT

This table indicates building and room count as before shown. The blocks, as a whole, are the recipient of existing structural deterioration in the Project Area, as explained.

Block	1934	1935	1936	1937	1938	1939	1940	1941	1942	1943	1944	1945	1946	1947	1948	1949	1950	Total
Block 1	10	7	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 2	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 3	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 4	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 5	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 6	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 7	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 8	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 9	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 10	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 11	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 12	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 13	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 14	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 15	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 16	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 17	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 18	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 19	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 20	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 21	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 22	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 23	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 24	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 25	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 26	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 27	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 28	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 29	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 30	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 31	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 32	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 33	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 34	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 35	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 36	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 37	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 38	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 39	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 40	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 41	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 42	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 43	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 44	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 45	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 46	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 47	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 48	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 49	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 50	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 51	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 52	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 53	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 54	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 55	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 56	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 57	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 58	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 59	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 60	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 61	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 62	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 63	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 64	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 65	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 66	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 67	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 68	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 69	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 70	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 71	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 72	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 73	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 74	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 75	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 76	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 77	10	10	0	14	10	5	5	1	2	1	1	1	1	1	1	1	1	10
Block 78	10	10	0</															

A number of studies were prepared by the Federal Home Loan Bank Board's City Planning Architect, for the improved land use of these block interiors. One of these plans appears as the frontispiece of this report. It provides for the rehabilitation of numerous existing standard dwellings, the development of 13 play courts and open green spaces, the construction of many additional dwelling units facing on these open spaces, and the readjustment of streets in order to develop 4 superblocks out of the 9 present city squares.

The Test Area's 568 residential structures, containing 2640 rooms, include 78 frame buildings which are totally unfit for human habitation, should at once be removed as a slum clearance measure and cannot properly be charged against either the cost or the room count of the Rehabilitation Project. Within the Area there are also 76 Alley Dwellings containing 278 rooms, the residential use of which, as at present located, will be outlawed after 1944. The dollar cost of acquiring this entire group of Alley Dwellings has been charged against the dollar cost of the new Project, but only 23 of the structures, containing 75 rooms -- which happen to be so located that they can properly be incorporated in the new Program -- have been included in the tally of buildings available for rehabilitation.

There will thus be carried over for treatment under the rehabilitation and new building plan, 427 buildings with a total of 2092 rooms, made up of 56 brick and framed dwellings, on block perimeters, which are scheduled for permanent demolition in order to open up block interiors for park and new building site development; 4 uninhabitable brick and frame buildings which will be torn down and at once replaced with new houses;

and 302 structures -- consisting of 23 brick alley dwellings so located that they can be included in the reconditioning project, and 279 brick buildings on block perimeters -- which are scheduled for rehabilitation.

ALLEYS

As at present laid out, alleys and lanes in the 9 block Project Area occupy approximately 115,220 square feet of space. Vitrified paving blocks and asphalt blocks, generally in good condition and suitable for re-use, are almost wholly employed in their pavement.

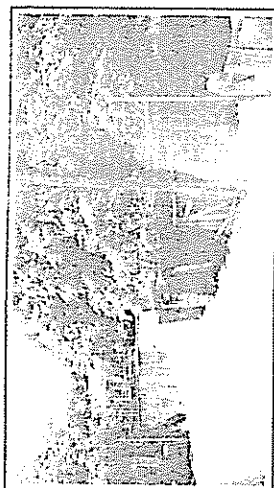
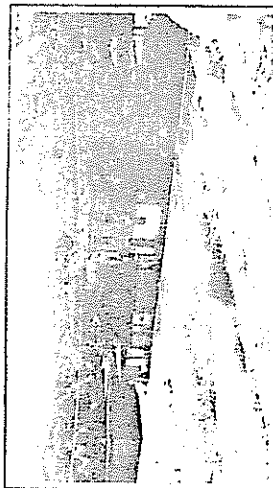
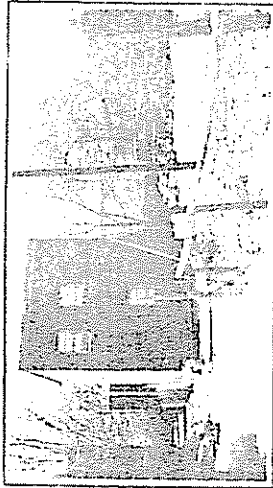
Alleys and lanes in the Project Area, as replanned, will occupy approximately 89,040 square feet of space. This represents a net recapture of 26,180 square feet of land and pavement.

No estimate has been made of the value of the land reclaimed and the materials salvaged, on the one hand, or of material and labor costs for alteration in alley locations, on the other. It is believed, however, that the net difference will represent but a negligible amount, either way, in the average production cost of the 3276 room replanned Area.

PLAY COURTS AND OPEN GREEN SPACES

The plan provides for the development of a total of 13 play courts and open green spaces, embracing an area of 124,275 square feet -- or 2.8 acres -- within the 9 block Project Area. No credit has been made to the physical value of the Project, however, for the higher use of this land.

TYPICAL BLOCK INTERIORS AVAILABLE FOR
NEW BUILDING AND PLAY COURT SITES



SOUTHWEST WASHINGTON

SITES FOR NEW BUILDINGS
AND BETTER LAND USE

As they are at present located, block interiors cannot be used as dwelling sites after 1944 and zoning legislation sharply circumscribes their use for most other purposes. The "as is" land value assigned to these interior areas is considerably less than their value will be when block perimeters are pierced and interiors become available as building sites. No credit, representing this considerable increase in value, however, was made to the Project cost.

APPRAISAL

The fair market value of each property in the 9 block Project Area was determined by Home Owners' Loan Corporation appraisers.

Properties on Block Perimeters: Each lot was measured and the interior and exterior of each dwelling closely examined. On the basis of these inspections, a tentative market value was assigned to each property on block perimeters. These values were checked against all recent sales in the neighborhood. Income was capitalized, using the factor generally accepted by buyers and sellers as an indicator of value. Assessment rolls were examined to uncover marked discrepancies, if any. All of these figures were given consideration in readjusting appraisal levels.

Properties Facing on Alleys: District legislation prohibits the use of alley structures for dwelling purposes after July 1, 1944. Probable income and expenses for all interior property was estimated for the period from October 1, 1941 to July 1, 1944, and to that prospective net return was added an amount sufficient to cover land value and estimated struc-

tural salvage value as of July 1, 1944.

Total Values: Based on this technique, the appraisers valued all privately owned property in the 9 subject blocks (*), as follows:

Land	\$259,375
Improvements	<u>645,244</u>
Total Land and Improvements (**)	\$904,619

The over-all acquisition cost thus works out at the average rate of \$1.49 a square foot, for the privately owned land and improvements which will be acquired in the Project Area. It is the opinion of the Home Owners' Loan Corporation appraisers that this represents a fair market value and that it can be sustained in subsequent condemnation proceedings, if required.

A total of 332 dwellings on block perimeters and in alleys are scheduled for rehabilitation. The value of these structures, containing 1519 rooms (***), was set at \$490,015 and of the land on which they stand, at \$173,400. This is a total of \$663,415.

In repaving the Project Area and relocating its alleys, the rear ends of many of these 332 lots fell within the interior area which will

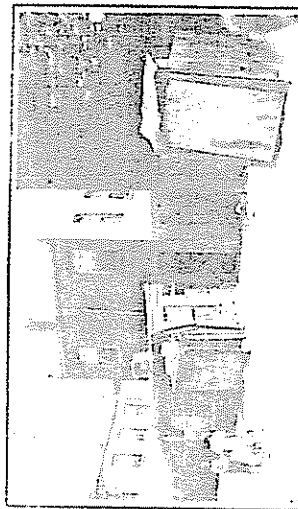
*Not including 78 decrepit frame properties recommended for demolition as a slum clearance operation and therefore not charged to the Southwest Washington War Housing Project. Not including, also, 9 recently constructed, wholly modern 2 story flat buildings on G Street, which will not be acquired. Not including, also, 16 alley dwellings in Block 541, reserved for an addition to the Smallwood School Grounds.

**About 17% higher than total assessed value.

***Exclusive of all one story kitchens, sheds, etc. which will be permanently demolished in the process of rehabilitation.



BLOCK INTERIORS



SOUTHWEST WASHINGTON

of the necessary rehabilitation, each masonry structure which is to be carried over into the new Project for reconditioning was carefully measured by qualified Home Owners' Loan Corporation reconditioning technicians, and its floor layout characteristics noted.

This field survey and office study disclosed the fact that in 98% of the brick dwellings in the Area, there are only 8 important floor plan variations. An exact "as is" scale drawing of these 8 types was made; the most feasible redevelopment plan for each basic variation, from the standpoints of health, convenience and cost, was prepared; rehabilitation specifications and detailed cost estimates were worked out; and its appropriate rehabilitation plan was assigned to each building.

Each building was then re-examined for maintenance variations and an individual, detailed specification and cost estimate for it was prepared.

Special plans and estimates were likewise developed for the small number of buildings which will require individual treatment.

Master specifications included the following items:

- Install a new slag roof.
- Repaint and repair exterior masonry.
- Install concrete slab in front of main entrance.
- Canopy above entrance.
- Replace all window frames with new.
- Exterior door frames with new.
- Sash with new.
- Exterior doors with new.
- Paint exterior masonry and frames, 2 coats.
- Replace all interior door frames with new.
- Score
- Trim
- Floors
- 1/2 first floor joists
- All plaster

be used as the site for new buildings and play courts. The appraised value of this land, \$40,674, was charged to "new construction sites". After crediting this amount to the gross appraised value of the 302 properties scheduled for rehabilitation, their net value was calculated at \$622,741.

This Is An Acquisition Cost Of \$40 Per Room.

REHABILITATION
PLANS AND COSTS

The following table shows the treatment scheduled for the 427 buildings, containing 2092 rooms, carried forward as a charge against the Southwest Washington War Housing Project:

ITEM	Bidgs.	Rooms
Demolish for "Top of U"	121	561
" Immediate New Construction	4	12
Loss in Replanning	x	78
To be Reconditioned	302	1441*
Totals Carried Forward to Project	427	2092
*Net after loss of 78 rooms in replanning		

Minimum reconditioning standards for the Project included, among other items, adequate light and ventilation and standard cubic content for living, working and sleeping rooms and closets. Entrance to bathrooms and bedrooms direct from hallways, and never through other bedrooms, was also made a basic requirement.

In order to determine the scope, cost and architectural detail

- Paint interior -- 2 coats throughout.
- Construct bathroom.
- Install complete lavatory, tub and toilet.
- " combination kitchen sink and laundry tub.
- " hot water back coal range.
- " 30 gallon extra heavy hot water tank.
- " coal burning circulating heater.

It is to be noted that, except for refrigeration, the above specification will produce the equivalent of a new modern building of its class. Almost invariably it was found desirable to include the complete specification in estimating rehabilitation scope and cost.

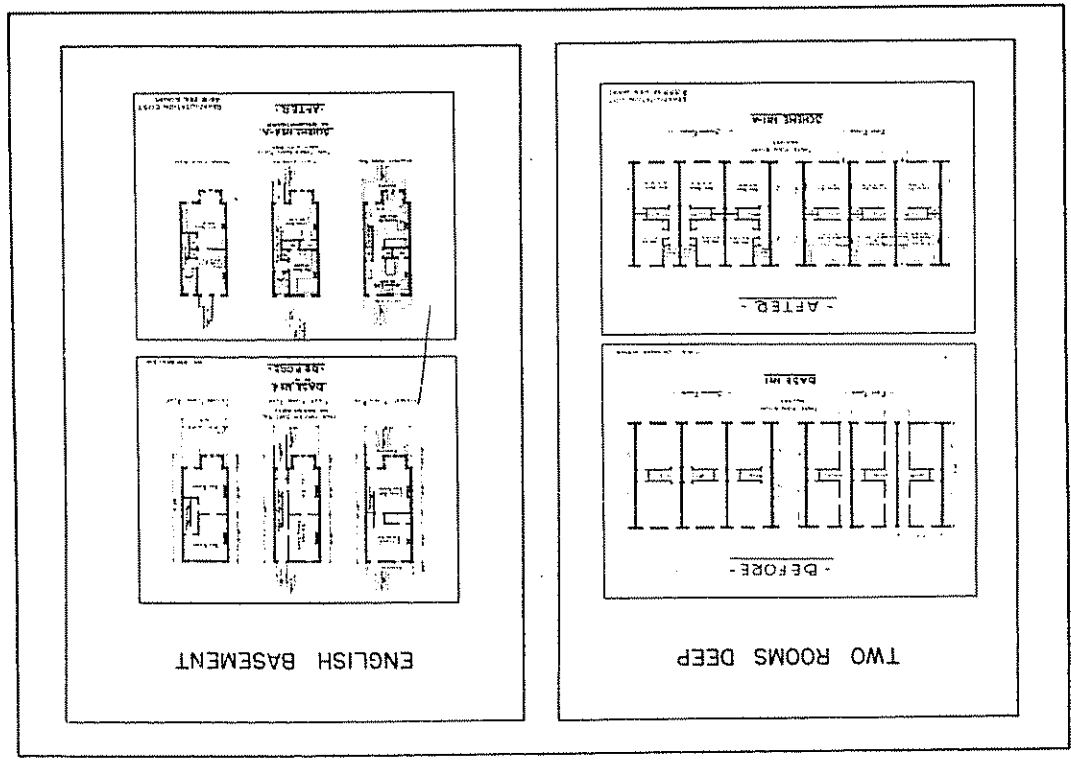
This technique produced an appropriate structural redevelopment plan, specification and cost estimate, for each building which is to be rehabilitated, and an accurate over-all cost projection for the reconditioning phase of the Project. The total cost to recondition the 1441 net rooms in the Project Area, before site improvement, will be \$507,232

and --
The Average Reconditioning Cost Per Room Will Be \$352.00.

TOTAL COST
REHABILITATED STRUCTURES

The total cost of installing posts and diagonal mesh woven wire fences, black top walks and yard surfacing, and landscaping for the 302 properties to be rehabilitated, was estimated at \$44,671 or \$31 a room. The average per room cost for Acquisition, Remodeling and Site Improvement will therefore be -

Acquisition.....	\$410 per room
Rehabilitation.....	352 "
Site Improvement.....	31 "
TOTAL COST PER ROOM.....	\$793



This compares with an average over-all room cost of about \$1850 for new public housing recently completed in a comparable section of Washington, where conditions relating to land values and existing structures, streets, utilities and schools are virtually identical with corresponding conditions in the Southwest Washington Project Area.

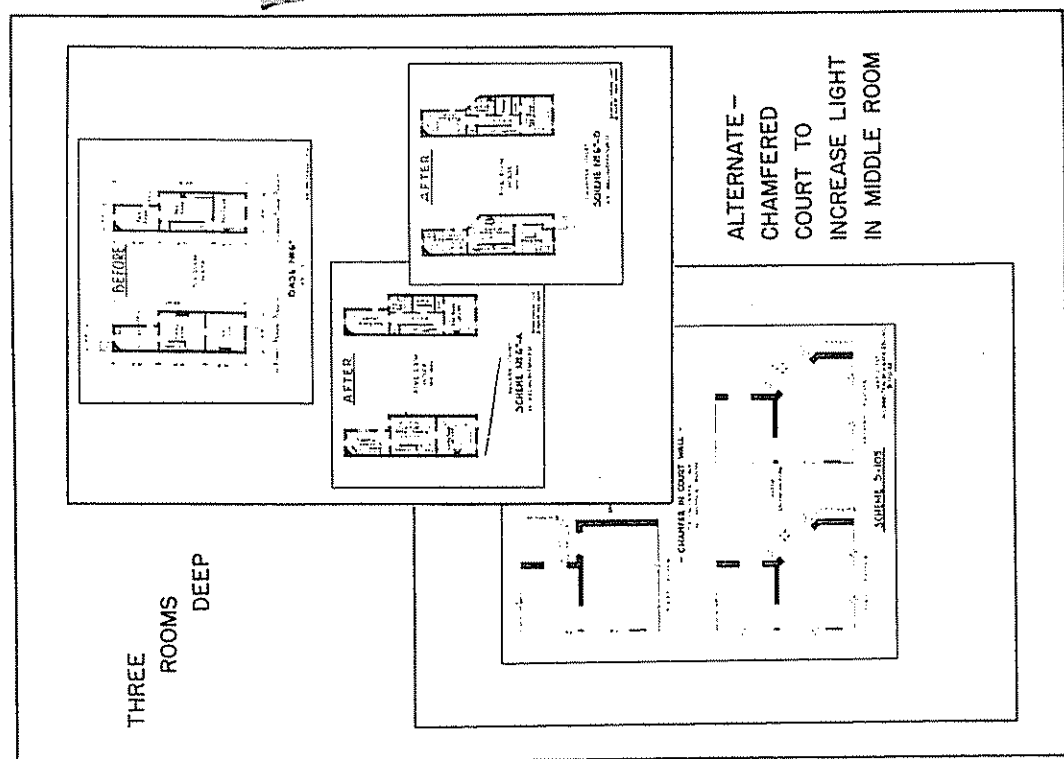
COMPARATIVE COST

The cost of land, reconditioning and site improvement will therefore be less than 60% of the cost of equivalent land, new construction and site improvement elsewhere in Washington. If pro rata credit be given for enhancement in the value of interior land on which new construction will be placed (see bottom Page 52) than acquisition cost, reconditioning and improvement works out at 54% of the parallel cost for similar new dwellings.

AMORTIZATION OF COST

This reduction in over-all production cost will warrant a reduction -- to perhaps 40 years -- in the period within which structural costs can be conveniently amortized.

Based on expense standards developed for the Washington Area by the United States Housing Authority, rent payments of \$7.56 per room per month for rehabilitated dwellings in the Project Area, will cover (a) taxes and insurance on the redeveloped property at the current rate; (b) all supervisory, operating, maintenance, replacement and labor expenses; (c) interest on the total capital investment at the rate of 3% per annum; and (d) annual contributions to a reserve which will completely amortize



the structural investment in 40 years.

Estimated Annual Income and Expense
Based upon USHA Management, Maintenance
and Operation Estimates, Region III

	Per D. U.	Per Room
	Per Year	Per Mo.
<u>Annual Income</u>		
Rent of D.U. (no utilities) @ \$29.46	\$353.50	\$7.36
Vacancy @ 3% (USHA assumption)	10.60	.22
Net annual income	342.90	7.14

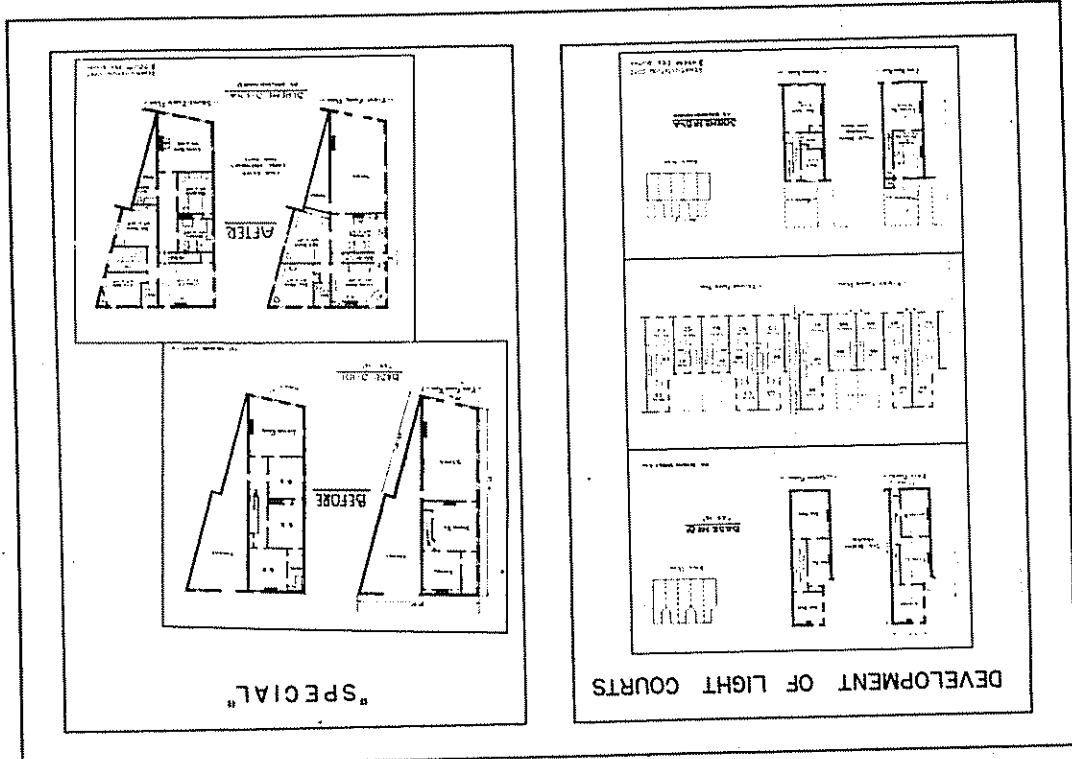
<u>Annual Expense</u>		
Interest on land (3% of \$648)	10.44	.22
Interest & Amortization on structures (3% - 40 yrs; .0433 x 2824)	122.28	2.55

Total Management
 (inc. salaries, fees, misc.) \$ 27.00
 (\$2.25 per D.U. per mo.)

Total Operating Service
 (inc. janitor, exterminating, refuse
 removal, watchman & commercial
 utilities) (.33 per D.U. per mo.) 3.96

Repairs, Maintenance & Replacement
 Grounds \$.70 per D.U. per mo. \$ 8.40
 Structure 2.50 per D.U. per mo. 30.60
 Paint & Dec. (based on cap. cost) 60.00
 Mechanical
 Plumbing 3% of \$325.00 \$9.75
 Heating 15% of 30.00 4.50
 Electric 3% of 75.00 2.25
 Ranges 12% of 60.00 7.20 23.70

Total R. M. & R.	122.70	153.66	3.20
Insurance \$.50 per D.U. per mo.		6.00	.13
Taxes - 1.75% of 90% of \$3172.00		49.96	1.04
		\$342.34	\$7.14



SAVINGS IN CRITICAL
MATERIALS AND INSTALLATION

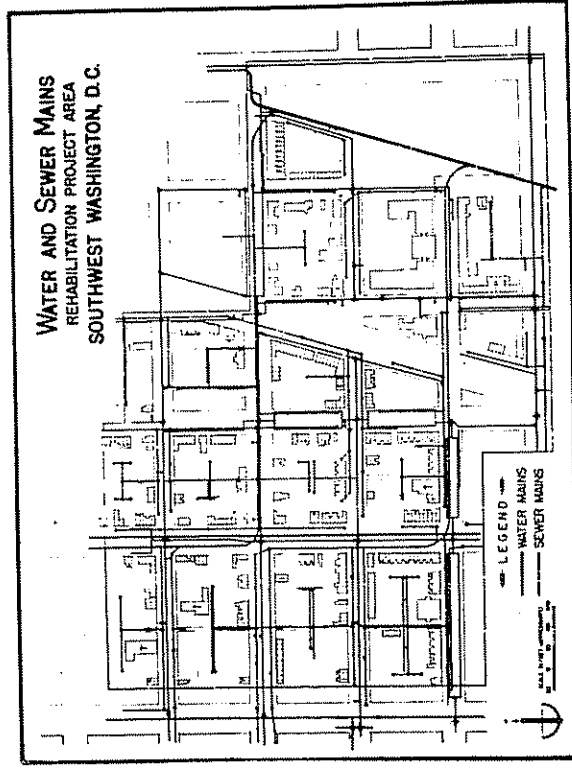
A survey recently completed by the Federal Housing Administration developed the fact that, before the imposition of priority limitations, about 2,000 pounds of steel, 340 pounds of cast iron, 57 pounds of copper and 53 pounds of zinc -- together with smaller amounts of other metals -- were used in the construction of the shell of the average dwelling. The same report indicated that the average plumbing, heating and electrical system consumed another 1141 pounds of steel, 1963 pounds of cast iron, 146 pounds of copper, 105 pounds of lead and 61 pounds of zinc.

Because of variation in structural conditions throughout the Project Area and the consequent variation in repair schedules, no attempt has been made in the memorandum to estimate the considerable amount of critical materials which will be saved by the rehabilitation of existing structures, as compared with that which would be used in new construction. Based on data furnished by the District Sanitary Department, however, the value of the sewer and water lines already installed in the 9 block Project Area is \$173,511. This estimate is based on the following calculation:

<u>MATERIAL</u>	<u>Pounds</u>
Cast iron water pipe and fittings (including hydrants)	405,292
Brass within water system	1,558
Manhole covers & catch basins - sewerage	8,540

<u>COST</u>	<u>Material</u>	<u>Labor</u>	<u>Totals</u>
Existing water system (not including repaving)	\$26,352	\$21,006	\$ 47,358
Existing sewer system (not including repaving)	42,051	84,102	126,153
TOTAL COST			\$173,511

No credit for the value of existing pavements, curbs and sidewalks already in place and available for future use, has been given to Project values.



COST OF SITE
FOR NEW CONSTRUCTION

The net appraised value of the large block interiors in Southwest Washington is so low as to command consideration in all site studies for future housing projects in that city.

The average cost of the land allotted to new building, including play and "fitting out" spaces, is computed at only \$69 for each of the 1835 new rooms scheduled for construction. This includes the appraised value of (a) the perimeter structures scheduled for demolition to open the interiors and the land on which they are built; (b) the alley dwellings which will be demolished in clearing up block interior land on which they stand; (c) the rear ends of perimeter lots transferred and charged to block interiors, as described above; (d) considerable vacant -- and more valuable -- land on block perimeters, on which new houses will be built; and (e) all other interior land allotted to new construction and to the development of the 13 play courts and open green spaces on which this new construction will face.

This \$69 site cost, for new construction in the Project Area, compares with a site cost of \$257.65 per room in a similar, adjacent public housing project, recently completed. The considerable saving in the Southwest Washington site cost is due to the facts that, although these large block interiors are conveniently located and are served with necessary pavements, utilities, schools, etc., (1) their use for residential purposes will soon be illegal, unless they are treated as proposed in this program, and because (2) comparatively little structural value will be destroyed in site preparation.

COST OF
NEW CONSTRUCTION

Plans were developed for new construction, based on accepted United States Housing Authority standards and reflecting Lanham Act requirements. These plans provide for an alternate treatment of block interiors, both occupying virtually the same ground area.

Scheme A

(Block interiors are improved with 2 story houses, 2 story flats and 3 story apartments)

4 Room Houses.....	636 Rooms
2 Story Flats.....	56 "
3 " Apartments.....	769 "
Total.....	1460 "

Scheme B

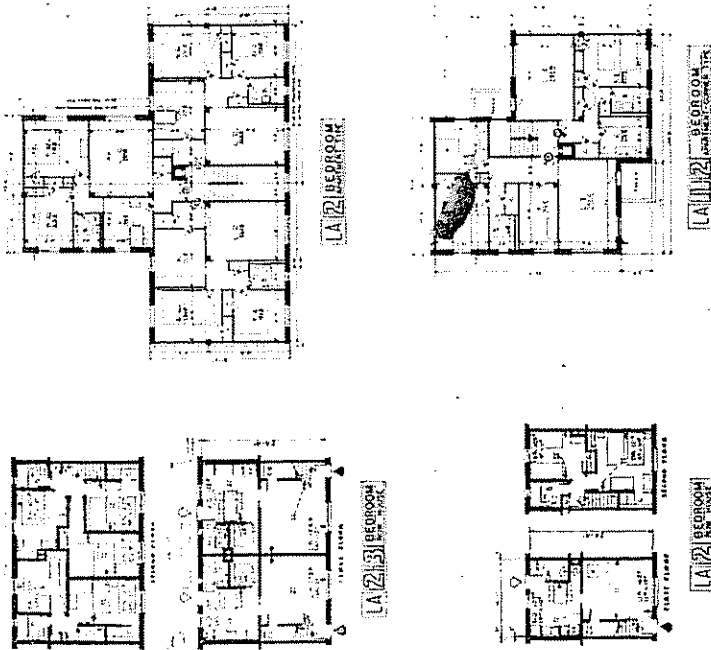
(Block interiors are improved with 3 story apartments only)

Total.....	1835 Rooms
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All calculations in this memorandum assume that Scheme B will be adopted in the redevelopment of the 9 block Area.

The total construction cost of 1835 new rooms is estimated at \$1,721,045. This is at the rate of \$927 per room and will be virtually the same whether the housing is located in the 9 block Project Area or elsewhere in the city. Site cost, including pavements, utilities, schools, etc., however, will be considerably less in the Area, for reasons explained elsewhere.

**SUGGESTED UNIT PLANS
FOR NEW CONSTRUCTION**



Room distribution was not fixed in planning new construction except that, in estimating the cost of bathroom and kitchen equipment, an average 4 room unit was assumed. Otherwise, distribution was left flexible.

AVERAGE COST
OF NEW CONSTRUCTION

The average cost of the 1835 new rooms projected for the Area is estimated at -

Site.....	\$ 69 per room
Construction.....	927 " "
Site Improvement etc. (*).....	131 " "
Total Cost.....	\$1,127 " "

This represents a saving in total cost of about \$190 a room, in favor of Southwest Washington, as compared with equivalent public housing projects elsewhere in the city. This saving is entirely due to the low cost of land in Project block interiors, on which virtually all new construction will be located.

LAND COST DISTRIBUTION

In the above tabulation, this considerable saving in site cost has all been allocated to new construction. If, as seems equitable, it were prorated between (a) the cost of projected new dwelling units and (b) the cost of rehabilitated units -- then the over-all cost for reconditioned structures would be reduced to \$725 per room -- or to about 54% of that for new construction in similar areas elsewhere.

*Includes administrative, architectural and carrying charges on new construction, in addition to improvement of site.

COMPARATIVE COST
REHABILITATION VS NEW CONSTRUCTION

It is common practice to demolish all existing buildings as the precedent to the construction of new public housing. The wastefulness of so doing, if existing structures can be rehabilitated, is evident in the following Southwest Washington comparison -- in which the term "bare bone" connotes construction cost only, exclusive of site cost, interest, fees, etc. -

"Bare Bone" Cost to Build New Dwellings.....	\$927 per room
(Existing Buildings Purchased & Destroyed)	
"Bare Bone" Cost to Rehabilitate Old Dwellings.....	\$552 "
(Existing Buildings Purchased & Re-used)	

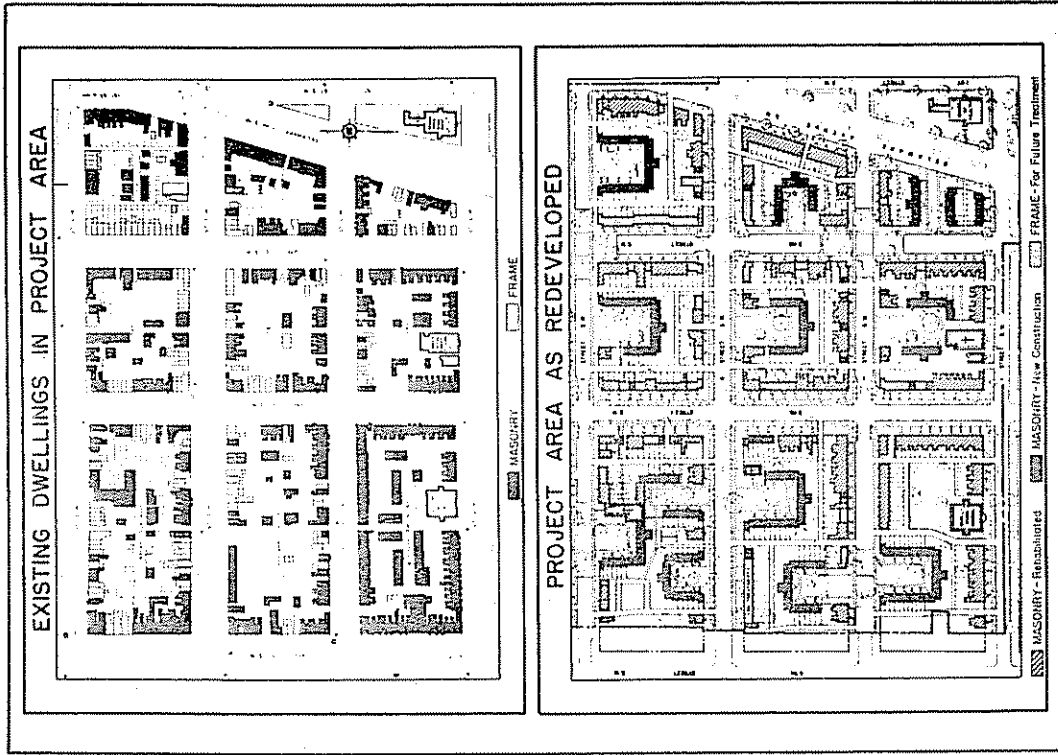
When an all-new construction program is undertaken, existing structures are demolished, their value is lost and the cost to produce a room is \$927. When rehabilitation is scheduled, existing structural values are retained, and a modern room is produced at a cost of \$552 -- a saving of over 3/5 as compared with new construction.

In both cases the end product is a modern room, suitable for war housing purposes.

TOTAL PROJECT

The total cost of the completed nine block Project, containing 3276 rooms suitable for the use of war workers, is estimated at -

Acquisition.....	\$ 904,619
Rehabilitation.....	507,232
New Construction.....	1,701,045
Site Improvement.....	101,526
Total.....	\$3,214,422



The elimination of a noxious slum, which constitutes a distinct hazard to the health of the entire city of Washington, added nothing to this cost.

On the preceding page are drawings which show the 9 block Project Area "Before" and "After" treatment as proposed in this memorandum. The redevelopment of the Area was planned by Mr. A. K. N. Waterval, city planner of the Home Owners' Loan Corporation.

COVERAGE - DENSITY

Structural coverage, when rehabilitation and new construction are completed, will be 26.6% of the gross 35.3 acres, nine block, Project Area, and 20.3% of the 46.3 acres which are included in that Area and the school and recreational space directly to the East of it.

Improvement Plan "B", scheduled above, limits new construction to three story apartment buildings only. That plan will therefore produce the greatest number of rooms and domicile the densest population. On the basis of the allotment of one room to each resident in the completed Project -- and assuming an average family of 3.4 persons -- population density under Plan "B" will be at the rate of 27.2 families per gross acre, in the nine block Project Area, and at the rate of 20.8 families per acre, if the immediately adjacent school and recreational area is included in the calculation.

DISPLACEMENT

If the field survey returns on employment in the 9 block Project Area -- which show an average of one government worker for every third

family -- accurately reflect conditions in the remaining 76 blocks of the Southwest section of the City, the number of government employee families, already living in Southwest Washington, is more than sufficient to fill all of the 950 defense housing units, containing 3276 rooms, which will be developed in that Area, through rehabilitation and new construction combined.

If, on the other hand, only the 400 units, containing 1441 rooms which will be produced through rehabilitation alone, are assigned to Southwest Washington war workers, there will be a surplus of 530 units, containing 1855 rooms, in newly constructed buildings, available to government workers now living outside the Southwest section.

In either case, rehabilitation, new construction and rehousing can be so programmed as to avoid both temporary and permanent displacements.

1. All scheduled new housing will be completed as the first step in the program.
2. Government workers who now live in the Project Area -- and who will continue to live there after its redevelopment -- will be moved into this new housing. The dwellings they vacate will then be available for rehabilitation.
3. Government workers who now live elsewhere in Southwest Washington, equal in number to the balance of dwellings scheduled for rehabilitation, will likewise be moved into this newly constructed housing. The substandard dwellings which they vacate in other parts of the Southwest section, will then be available for occupancy by those non-government workers who must be permanently shifted out of the Project Area. The dwellings in the Area, which these non-government workers thus vacate, will then also be available for rehabilitation.
4. This process will (a) provide quarters inside the Area for all present residents who are Government

on which these families draw. and often it is located but a few feet away from the domestic water supply water tight. Frequently it is used by a half dozen or more family groups usually this equipment is the reverse of odor proof and it is not always versal -- and even there necessary privacy is not always provided. The installation of sanitary equipment in backyards is almost uni-

tion of rent income. distorts "values", when ordinary formulae are applied to the capitaliza- to the dwelling accommodations provided. This condition, of course, grossly much Southwest Washington property that is out of all sound relationship disregard of such laws as do exist, make possible an investment return on of adequate health and sanitary legislation, and the almost unchecked A shortage in decent housing for low income families, the absence

TENANT EXPLOITATION AND
DISTRICT SANITARY LAWS

exceed the demand for reconditioned housing. displacements, so long as the modernization process is not permitted to The program will thus entail shifts, but it cannot result in net

or to incoming workers from other centers. not now suitably housed elsewhere in Washington -- 76 blocks in Southwest Washington -- or to workers to governmentally employed workers from the adjacent surplus supply of war housing which can be allocated ed quarters outside the Area -- it will produce a within the Area and non-government workers in vacat- housed -- government employees in standard housing after all present residents of the Area have been re- that work can proceed as a unit operation. And (d) is scheduled for demolition or rehabilitation, so will leave vacant every structure in the Area which unemployed families now domiciled within it. (c) It employees. (b) It will house, outside the Area, all

employees. (b) It will house, outside the Area, all unemployed families now domiciled within it. (c) It will leave vacant every structure in the Area which is scheduled for demolition or rehabilitation, so that work can proceed as a unit operation. And (d) after all present residents of the Area have been rehoused -- Government employees in standard housing within the Area and non-Government workers in vacated quarters outside the Area -- it will produce a surplus supply of war housing which can be allocated to governmentally employed workers from the adjacent 76 blocks in Southwest Washington -- or to workers not now suitably housed elsewhere in Washington -- or to incoming workers from other centers.

The program will thus entail shifts, but it cannot result in net displacements, so long as the modernization process is not permitted to exceed the demand for reconditioned housing.

TENANT EXPLOITATION AND DISTRICT SANITARY LAWS

A shortage in decent housing for low income families, the absence of adequate health and sanitary legislation, and the almost unchecked disregard of such laws as do exist, make possible an investment return on much Southwest Washington property that is out of all sound relationship to the dwelling accommodations provided. This condition, of course, grossly distorts "values", when ordinary formulae are applied to the capitalization of rent income.

The installation of sanitary equipment in backyards is almost universal -- and even there necessary privacy is not always provided. Usually this equipment is the reverse of odor proof and it is not always water tight. Frequently it is used by a half dozen or more family groups and often it is located but a few feet away from the domestic water supply on which these families draw.

Houses lack modern equipment such as electric wiring, baths, kitchen sinks, piped-in domestic water and adequate heating equipment. They are usually rat and vermin infested. Interior structural maintenance is frequently neglected or wholly ignored. While the rent level per family has not been drastically raised during the past few years, an equivalent purpose has been accomplished by reducing the size of dwelling units. Being increasingly common in Southwest Washington is the house which was originally intended for a single family but which now houses a family in each room.

Landlord and tenant resistance to legislation which would regulate or eliminate these noxious conditions -- HIGHLY DANGEROUS AS THEY ARE NOT ONLY TO THE HEALTH AND SAFETY OF THE NEIGHBORHOOD IMMEDIATELY INVOLVED, BUT ALSO TO THAT OF THE ENTIRE CITY OF WASHINGTON AND ITS ENVIRONS

-- has heretofore blocked the enactment of modern health and sanitary legislation. If laws based on minimum health and social standards were to be enacted before property values in the Area are adjudicated as an incident to condemnation and rehabilitation, the present inflated "values" -- which capitalize the unmoral as well as the illegal practices of owners and agents -- would be automatically brought into line with the fair value of corresponding urban residential property elsewhere.

ELSEWHERE

Preliminary surveys, recently made in Boston, Bridgeport, Philadelphia, Baltimore and Norfolk, disclose the existence of many substandard residential areas, similar to that in Southwest Washington, which are suitable for redevelopment. It may therefore be assumed that there are