

# 9

## *Planning and Housing*

---

---

### STATE PLANNING IN 1942\*

---

THE national emergency required that state planning commissions and boards concentrate their efforts in 1942 on the preparation of materials for war agencies. These included maps and other data for use by local and federal war agencies in connection with the location of camp sites and recreational facilities for troops, airports and flight strips, war industries, emergency housing, and the required utilities. It is important to realize, however, that many earlier studies by state planning commissions proved to be the basis for some of the most effective war planning done throughout the country.

In Connecticut, Illinois, Louisiana, Massachusetts, and in some other states, assistance was given to industrial firms in converting available plant space and equipment to defense production, and to manufacturers engaged in production for civilian consumption, in obtaining necessary raw materials or substitutes. The Arkansas State Planning Board, in cooperation with the War Relocation Authority, prepared a study of sites for relocating Japanese evacuees. In Missouri, the Planning Board prepared special reports on the location of enemy aliens. A unique plan was developed under the direction of the Minnesota Resources Commission for pooling state-owned machinery with other pools in smaller towns, and with the center at

\*Prepared by the American Society of Planning Officials.

the University of Minnesota, where actual production of needed articles is combined with the training process. The Massachusetts State Planning Board prepared a comprehensive plan for the reconstruction of areas which may be devastated by actions of war, a survey of workers' transportation problems for the purpose of formulating plans which will result in the saving of tires and gasoline, and a directory of machine equipment in principal factories. The planning boards of Florida and Kansas sponsored inventories of trucks, busses, and automotive repair equipment. Another state planning board which was notably successful in developing an effective program for war transportation was that of New Jersey. In Georgia, a study was made of the canning industry, and extensive work was done with agricultural agencies in providing grading equipment to assist in increasing the volume of farm products for prompt carload shipments. Planning agencies in a number of agricultural states directed studies of production and conservation of food for civilians, the armed forces, and the Allies.

Many state planning boards studied the mineral and other natural resources of their regions for strategic war materials. For example, in Connecticut deposits of iron, mica, tungsten, and kaolin were analyzed and found workable under present conditions. In Idaho, New York, and South Carolina, wood pulp

and timber products were included in the analyses.

State planning boards cooperated in the organization of local defense councils, and in the determination of needs of defense areas for additional community facilities, transportation, and evacuation systems; and many members of planning agencies served concurrently as administrative staff for these councils.

Studies of economic and physical resources and of population movements were begun in Connecticut, Illinois, Louisiana, Massachusetts, and Minnesota to determine how each community would fit into the war and postwar programs, with emphasis on the problems of reversion of present war industries and projects to postwar civilian uses in terms of full employment. The Virginia State Planning Board made an interesting survey of population trends in the light of sugar rationing statistics, and gave valuable consultative assistance in the development of the Hampton Roads area.

Wherever possible, state planning boards continued the preparation of local and state plans for six-year and other long-term public works programs, the development of interest and aid in the establishment of local planning and zoning agencies, and assistance to county and city officials in planning and initiating surveys necessary for setting up effective

planning and zoning ordinances. Mapping and classification of state owned lands was continued.

The newest publication in the field of state planning is *Alabama Planning*, published by the Alabama State Planning Commission, which issued another interesting report earlier, entitled *Alabama Planning and Local Planning in Six North Alabama Towns. Recent Trends in Important Manufacturing Industries in New York*, first published in 1941, was brought up to date and published again, in 1942, by the New York Bureau of Planning. One of the best guides to a complete physical, social, and economic community survey is *The Elma Survey*, published by the Washington State Planning Council. Other important reports published in 1942 include: *Report of Urban Negro Housing in North Carolina; Parks and Recreational Areas in South Carolina; Franconia Notch Reservation Study and Report* (New Hampshire); *The Piscataqua Regional Defense Area of New Hampshire and Maine: A Survey of Its Resources, Problems, and a Plan for its Post-war Development; Report on Rehabilitation Plan of Ocean Bluff Neighborhood of Marshfield, Massachusetts; Arkansas' Natural Resources—Their Conservation and Use; and Gazetteer of Maryland*, an official state reference manual.

PLANNING AND HOUSING  
STATE PLANNING AGENCIES\*

225

State	Name of Agency	Date Organized <sup>a</sup>	Status		Number of Board Members	Appropriation 1942-1943
			Statutory	Governor's Board		
Alabama	Alabama State Planning Commission	1935	★	.....	11	\$50,000
Arizona	Arizona Resources Board	1934	★	.....	5	.....
Arkansas	Arkansas State Planning Board	1935	★	.....	15	20,100
California	California State Planning Board	1935	★	.....	8	19,000
Colorado	Colorado State Planning Commission	1935	★	.....	13	21,271 <sup>b</sup>
Connecticut	Connecticut Development Commission <sup>c</sup>	1939	★	.....	11	75,000 <sup>d</sup>
Florida	Florida State Planning Board	1935	★	.....	5	25,000
Georgia	Georgia State Planning Board	1937	★	.....	8	20,500
Idaho	Idaho State Planning Board	1935	★	.....	7	750
Illinois	Illinois State Planning Commission	1935	★	.....	20	25,000
Indiana	Indiana State Planning Board	1935	★	.....	11	1,250
Iowa	Iowa State Planning Board <sup>e</sup>	1937	★	.....	.....	.....
Kansas	Kansas State Planning Board	1934	.....	★	23	2,750
Kentucky	Committee on State Planning <sup>f</sup>	1936	★	.....	.....	.....
Louisiana	Louisiana State Planning Division <sup>g</sup> Department of Public Works	1942	★	.....	3	20,000
Maine	Maine State Planning Board <sup>h</sup>	1935	★	.....	.....	.....
Maryland	Maryland State Planning Commission	1933	★	.....	5	9,900
Massachusetts	Massachusetts State Planning Board	1935	★	.....	10	50,000 <sup>i</sup>
Michigan	Michigan State Planning Commission	1937	★	.....	11	29,000
Minnesota	Minnesota Resources Commission	1934	.....	★	12	21,700
Mississippi	Mississippi Board of Development <sup>e</sup>	1940	★	.....	3	25,000
Missouri	Missouri State Planning Board	1935	★	.....	10	5,000
Montana	Montana State Planning Board	1935	★	.....	5	10,000 <sup>j</sup>
Nebraska	Nebraska State Planning Board <sup>k</sup>	1937	★	.....	.....	.....
Nevada	Nevada State Planning Board	1937	★	.....	11	500 <sup>l</sup>
New Hampshire	New Hampshire State Planning and Development Commission <sup>e</sup>	1935	★	.....	5	33,422 <sup>m</sup>
New Jersey	New Jersey State Planning Board	1934	★	.....	9	16,120
New Mexico	New Mexico State Planning Board	1939	★	.....	3	7,000
New York	Planning Bureau, Division of Commerce	1941	★	.....	.....	50,900
North Carolina	North Carolina State Planning Board	1937	★	.....	9	.....
North Dakota	North Dakota Advisory Resources Board	1939	.....	★	10	.....
Ohio	Ohio State Planning Board <sup>n</sup>	1934	.....	★	.....	.....
Oklahoma	Oklahoma Planning and Resources Board	1935	★	.....	5	10,000 <sup>o</sup>
Oregon	Oregon Economic Council	1939	.....	★	19	7,500
Pennsylvania	Pennsylvania State Planning Board <sup>p</sup>	1939	★	.....	10	64,000
Puerto Rico	Puerto Rico Planning, Urbanizing, and Zoning Board	1942	★	.....	3	100,000
Rhode Island	Rhode Island State Planning Board	1935	★	.....	9	13,010
South Carolina	South Carolina State Planning Board	1938	★	.....	9	10,600
South Dakota	South Dakota Advisory Resources Board	1939	.....	★	4	.....
Tennessee	Tennessee State Planning Commission	1935	★	.....	9	40,000
Texas	Texas Planning Board <sup>q</sup>	1935	★	.....	.....	.....
Utah	Utah State Publicity and Industrial Development Commission	1941	★	.....	3	100,000 <sup>r</sup>
Vermont	Vermont State Planning Board	1935	★	.....	5	13,500
Virginia	Virginia State Planning Board	1938	★	.....	12	35,257 <sup>s</sup>
Washington	Washington State Planning Council	1934	★	.....	9	105,725 <sup>t</sup>
West Virginia	West Virginia State Planning Board <sup>v</sup>	1941	★	.....	12	5,000
Wisconsin	Wisconsin State Planning Board	1935	★	.....	18	50,000
Wyoming	Wyoming State Planning and Water Conservation Board <sup>w</sup>	1939	★	.....	8	4,915 <sup>x</sup>

<sup>a</sup> Date given is creation of present agency. In many instances present board or commission supersedes an earlier planning agency.

<sup>b</sup> Additional funds—\$1,000 to \$2,000—will probably be added from contributions of counties in which zoning work is being carried on.

<sup>c</sup> Agency also does state promotional work.

<sup>d</sup> Somewhat more than half of the regular appropriation of \$75,000 is available for the work of the Research and Planning Division. The Governor has allocated \$5,000 to the Commission for special activity.

<sup>e</sup> Abolished 1939.

<sup>f</sup> Functions of Kentucky State Planning Board established 1934, repealed 1936, transferred to three members of Governor's Cabinet.

<sup>g</sup> Functions and duties of 1936 statutory commission transferred to new Department of Public Works by Reorganization Act of 1940. This Act declared unconstitutional in 1942 but reenacted July 1, 1942.

<sup>h</sup> Abolished 1937.

<sup>i</sup> Approximate figure. For the fiscal year ending November 30, 1942 the Board had an appropriation of \$40,155 for personal services and \$10,625 for expenses. For the seven-month period December 1, 1942—June 30, 1943, the Board has \$23,238 for personal services and \$4,726 for expenses.

<sup>j</sup> This sum made available through the State Water Conservation Board and State Engineer.

<sup>k</sup> Abolished 1941.

<sup>l</sup> Approximately this sum available to the State Planning Board in services and staff assistance provided by the State Highway Department.

<sup>m</sup> The total fund appropriated for the Commission July 1, 1942—June 30, 1943, was \$115,403 of which \$29,822 was allotted to the Research and Planning Division. The sum of \$3,600 was appropriated by the legislature to be administered by the Commission for the study of minerals of the state.

<sup>n</sup> Board expired 1939.

<sup>o</sup> Of the sum appropriated to the Planning and Resources Board, \$10,000 is available to the Division of State Planning.

<sup>p</sup> Board created by statute 1936, has functioned since 1939 as part of Department of Commerce statutory state promotional agency.

<sup>q</sup> Statute creating Board expired 1939.

<sup>r</sup> Statute of 1935 creating Board repealed 1941. Law enacted March 13, 1941, created State Publicity and Industrial Development Commission.

<sup>s</sup> Approximate.

<sup>t</sup> Does not include General Education Board grant of \$23,750.

<sup>u</sup> Includes \$28,500 for the Council; \$2,225 for Columbia Basin Investigations; \$75,000 for Industrial Development for first half of biennium.

<sup>v</sup> First Board appointed 1935. Law created new statutory Board, March 7, 1941.

<sup>w</sup> Board created by statute 1935, merged with Water Conservation Board by law in 1939.

<sup>x</sup> Appropriation for administration, \$4,915; for cooperative fund, \$5,300.

\* Prepared from material compiled by the National Resources Planning Board.

---

## THE STATES' ROLE IN HOUSING\*

---

THE role of the states in providing housing for families of low or moderate income continues to be relatively minor. Like the development of many other governmental functions during the past 10 years, the housing program has involved the establishment of a federal-local form of organization. The chief activity of the states has been the passage of enabling legislation to facilitate the establishment and operation of local public housing agencies, commonly known as housing authorities; to provide for the establishment and state regulation of limited dividend housing corporations which may furnish housing for families with incomes higher than the income of the groups served by the public housing program; and to authorize various financial institutions to invest in mortgages insured by the Federal Housing Administration.

Some of the major provisions of state enabling legislation for public housing are shown in the tabulation accompanying this article. A number of states have passed or are considering the passage of laws facilitating the participation of local housing authorities in the war housing program, or facilitating direct federal war housing operations within their boundaries.

The limited dividend housing legislation has been completely unproductive of results, except in New York State where about thirty million dollars' worth of large scale housing under state supervision has been built in New York City, and in Massachusetts where one large scale rehabilitation project was under-

taken under sponsorship and control of the state housing board. New York State has its own program of loans and subsidies for public housing and loans to limited dividend corporations. It is the only state with a current program of direct financial aid to housing.

A few of the state housing agencies, commonly called state housing boards, have control over the affairs of local housing authorities but, either as a matter of practice or of specific limitation in the enabling legislation, they exercise practically no control over the housing projects of local authorities when such projects are financed with federal funds.

Related but not restricted to housing is the legislation enacted during 1941 and 1942 in New York, Michigan, Illinois, and Kentucky, authorizing the formation and operation of private urban redevelopment corporations to engage in the reclamation of slums and blighted areas. No corporation has acted under any of these laws to date.

The highest courts in 23 states have upheld the validity of local housing authority enabling legislation, including in most cases the particular provision that the real property of local authorities is tax exempt because public housing is a public purpose. Late in 1942, the Ohio Supreme Court handed down a decision denying tax exemption to local housing authorities. In the light of previous decisions, the Ohio edict appears to be untenable, but until it is corrected by judicial or legislative action, further locally-owned public housing in Ohio will be prevented and the federal government may take title to all of the locally-owned projects to which it has extended aid.

\*Prepared by the National Association of Housing Officials.

STATE HOUSING AUTHORITY LEGISLATION\*

State	State Tax Exemption for Authorities	Cooperation of Local Public Bodies <sup>a</sup>	Application of State Laws <sup>b</sup>	Express War Housing Powers
Total.....	38	38	.....	32
Alabama.....	★	★	All cities and incorporated towns, and counties	.....
Arizona.....	★	★	All cities, towns, and counties	★
Arkansas.....	★	★	Cities over 5,000, groups of municipalities, counties, and groups of counties	★
California.....	★	★	All cities and counties	.....
Colorado.....	★	★	Cities over 5,000	.....
Connecticut.....	★	★	Cities, boroughs, and towns over 10,000	★
Delaware.....	★	.....	Any county or part of any county	.....
Florida.....	★	★	Cities over 2,500, counties, and groups of counties	★
Georgia.....	★	★	Cities over 5,000, groups of municipalities, counties, and groups of counties	★
Idaho.....	★	★	All cities and villages	.....
Illinois.....	★	★	Cities, villages, and incorporated towns over 25,000 and counties	★
Indiana.....	★	★	All cities, towns, and counties	★
Iowa.....	.....	.....	.....	.....
Kansas.....	.....	.....	.....	.....
Kentucky.....	★	★	All cities, groups of municipalities, counties, and groups of counties	★
Louisiana.....	★	★	Cities over 5,000, groups of municipalities, parishes over 55,000, and groups of parishes	★
Maine.....	.....	.....	.....	.....
Maryland.....	★	★	Cities and towns over 1,000, and counties	★
Massachusetts.....	★	★	All cities and towns	★
Michigan.....	★	★	All cities and incorporated villages	★
Minnesota.....	.....	.....	.....	.....
Mississippi.....	★	★	All cities, groups of municipalities, counties, and groups of counties	★
Missouri.....	★	(c)	Cities over 5,000	.....
Montana.....	★	★	Cities over 5,000, and counties	★
Nebraska.....	★	★	Cities over 5,000 and counties	★
Nevada.....	★	★	All cities, towns, and counties <sup>d</sup>	★
New Hampshire.....	★	★	All cities	★
New Jersey.....	★	★	All municipalities and counties	★
New Mexico.....	★	★	Municipalities over 3,000 and State Housing Authority Board	★
New York.....	★	★	Authorities must be created by special acts of legislature	★
North Carolina.....	★	★	Cities and towns over 5,000, groups of municipalities, counties, and groups of counties	★
North Dakota.....	★	.....	Cities over 5,000, and counties	★
Ohio.....	.....	★	Any two or more political subdivisions less than a county.	.....
Oklahoma.....	.....	.....	.....	.....
Oregon.....	★	★	Cities and towns over 7,500, and counties	★
Pennsylvania.....	★	★	All cities over 30,000, and counties	★
Rhode Island.....	★	★	All cities	★
South Carolina.....	★	★	Cities and towns over 5,000, groups of municipalities, counties, and groups of counties	★
South Dakota.....	.....	★	Cities and counties <sup>d</sup>	.....
Tennessee.....	★	★	Cities and towns over 2,000, groups of municipalities, counties, and groups of counties	★
Texas.....	★	★	All cities, counties, and groups of counties	★
Utah.....	.....	.....	.....	.....
Vermont.....	★	★	Cities and towns over 10,000	.....
Virginia.....	★	★	All cities, groups of municipalities, counties, and groups of counties	★
Washington.....	★	★	All cities and counties	★
West Virginia.....	★	★	All cities and counties	★
Wisconsin.....	★	★	All cities	.....
Wyoming.....	.....	.....	.....	.....

<sup>a</sup> Most important provisions of typical housing cooperation laws authorize local public bodies to: (1) dedicate, sell, convey, or lease any of their properties to a housing authority (or the federal government); (2) cause parks, playgrounds, recreational, or other community facilities to be furnished adjacent to or in connection with housing projects; (3) provide suitable streets, sidewalks, etc., within project areas; (4) re-zone and change city map in conformity with housing projects; (5) enter into agreements relating to exercise of their powers, including the

repair, elimination, or closing of unsafe or insanitary dwellings; and (6) make grants and loans to housing authorities.

<sup>b</sup> A housing authority for a group of counties is called a regional housing authority; and a housing authority for a group of municipalities is called a consolidated housing authority.

<sup>c</sup> Cities that have housing authority projects have powers to cooperate under Home Rule charters.

<sup>d</sup> For limited war housing purposes only.

\* As compiled by the Federal Public Housing Authority, March, 1943; last column corrected to March, 1943, by the National Association of Housing Officials.