

EXECUTIVE
FG 647
FG 170/N*
FG 170

MEMORANDUM FOR

December 11, 1968

Larry Levinson

Paul
As you know, Senator Douglas has given his report to the press with a Sunday, December 8th release date. Further, the Senator held a press conference to "background the report."

Given the Senator's action, Bob Wood and I recommend that you release the President's statement Saturday with a Sunday release date. In addition, Bob and I propose to hold a joint press conference on Thursday or Friday to background the Kaiser Committee report.

Here is my redraft of HUD's draft of the statement releasing the Kaiser Committee and Douglas Commission reports. Also, enclosed is the official Committee report with Mr. Kaiser's letter to the President.

What is your reaction? We are waiting your okay to set up the press conference.

*
National Commission on Urban Problems

Howard
HOWARD R. MOSKOF
X

cc: Robert C. Wood

attachments.

HRM:pm

EXECUTIVE ★

FG 170/N

FG 11-8

NATIONAL COMMISSION ON URBAN PROBLEMS

ROOM 640, 806 15TH ST. N. W., WASHINGTON, D. C. 20005

PHONE: 382-8226

December 4, 1968

The Honorable Lyndon B. Johnson
President of the United States
The White House
Washington, D. C.

Douglas, Paul

Dear Mr. President:

When you established this Commission on January 12, 1967, you directed us to report to you and to the Congress. In addition, Section 301 of the Housing Act of 1965, as amended, requires that our Report be made to Congress on or before December 31, 1968. When Congress amended Section 301 to amend the reporting date from March 1968 to on or before December 31, 1968, I pledged that we would report as soon as we possibly could and that there would be no needless delay.

Our Report is now finished. In line with our legal obligation and my stated pledge, it will be released shortly.

It has always been our intention to report to you prior to the release and publication of our Report. On November 11, 1968, I wrote to Mr. Califano requesting such a meeting during the weeks of November 25 or December 1. At that time I enclosed a copy of the final draft of the Report, except for two sections which have subsequently been sent to him. Minor changes have been made in the Report since then and we are, of course, ready to submit the formal document.

Yesterday I met with Mr. Califano. To my surprise and dismay, he proposed that we submit our Report to the President-elect. I refused to do that on the following grounds:

1) The President-elect does not take office until January 20th. I have no intention of breaking the law by withholding our Report until that time. I would not consider reporting to anyone but the President of the United States until that date. I think it would be improper to report to a non-President.

2) Our members have been extraordinarily faithful, hard working, and public spirited. They have met on more than 70 working days. The attendance has been phenomenal. Hearings were held in over 20 cities. We have organized some 40 research reports and are publishing about 20. They have worked through four drafts of a comprehensive and an honest Report. They have been splendid.

CODES, ZONING, TAXATION, DEVELOPMENT STANDARDS AND LOW-COST HOUSING

The Honorable Lyndon B. Johnson
Page Two

I believe they deserve as a group to be thanked for their extremely hard work and public spirit which, until now, has received no official thanks of any kind.

3) I must not break my personal pledge to my former colleagues in the House and Senate on both sides of the aisles that I would not delay the Report.

Therefore I request an opportunity for our Commission to meet with you and to present our Report and for the Members to be recognized for their efforts, which I believe are not exceeded in time spent, faithful attendance, and hard work, by any contemporary Commission.

The Members of the Commission, who come from every corner of the country, will be in Washington on December 10th and 11th. I respectfully request an appointment during that period, except for the morning of December 11, in order to present the Report to you.

Incidentally, the Report is highly complimentary to you and your work in numerous ways, including strong praise for the 1968 Housing Act, the speed-up in processing time at your insistence, the adoption of the turnkey program, the major speed-up of starts for low and moderate income housing caused by your reading the riot act to HUD in early 1967, the liberalizing of FHA policies for low income inner city residents, and the transformation of urban renewal into a program to give some help to low income families.

In addition, we have made detailed estimates of housing needs and goals which confirm your general estimates as opposed to those of the Kerner Commission.

Faithfully yours,

A handwritten signature in blue ink, appearing to read "Paul H. Douglas", with a stylized flourish at the end.

Paul H. Douglas
Chairman

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DEC 17 1968

CENTRAL

MEMORANDUM

THE WHITE HOUSE

WASHINGTON

8:00 p.m., Tuesday
December 3, 1968

FOR THE PRESIDENT

FROM Joe Califano

Levinson and I met with Paul Douglas this afternoon on the release of his Committee's Report on Housing.

Douglas said that he was honor-bound to release the Report before January 1st, and plans to make it public no later than next Wednesday, December 11. He stated that his report was overdue and that he had received one extension from Congress on the condition that it be issued before January.

I explained that you preferred not to receive any major reports between now and the end of your Presidency because you felt that, in the interest of orderly transition, major recommendations should be submitted to the next President.

I also pointed out that there would really be no trouble from Congress if the report went up in late January since we could get Sparkman's and Patman's okay.

Nonetheless, Douglas still felt that his duty was to release the report next week and said he, "could not accept any other course."

In discussing this further, Douglas told me that while he thought he would have a unanimous report, Carl Sanders had not yet passed on it because he may have some problems with the Fair Housing Section.

The two options open are to --

1. Let Douglas release the report next week from the Commission's offices, urging him to redo the summary to give you full credit for Housing progress.

2. Try to get Sanders (thru Bob Wood) to hold back on the report, giving us more time.

I recommend course 1. His report is so complicated that most general reporters will not go beyond the summary. We could refer all questions on it to HUD.

Approve _____

Disapprove _____

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CENTRAL


MEMORANDUM

THE WHITE HOUSE

WASHINGTON

9:15 p.m., Monday
December 2, 1968

FOR THE PRESIDENT

FROM Joe Califano 

I talked to Senator Douglas today about the research reports that he is releasing, and I made arrangements to sit down tomorrow with him at noon. Douglas says that he feels that it is important to "air our deficiencies" so that we can get them corrected.

He has sent us a draft copy of his report, which Matt Nimetz, HUD, and the Budget Bureau have been reviewing. The report clearly presents some problems:

- The report attempts too much, and has turned into a fairly superficial and rambling review of all our urban problems.
- A number of the proposals will be considered controversial, and might cause troublesome criticism which will affect other sections of the report. For example, Douglas recommends:
 - . Decentralization of municipal services to neighborhood city halls.
 - . Federal power to suspend local zoning and other land-use requirements.
 - . Direct Federal construction of low and moderate income housing in local communities, bypassing local housing authorities.
 - . Use of highway trust funds to finance construction of low-income housing for those displaced by road building.
- Most important, a number of the Commission's chapters cast doubts on your housing program, and can be used by opponents of the program to embarrass it before it has a fair chance. I believe that Douglas is trying to be constructive, but his report

as it now stands will not help to get funds for your programs and will certainly provide ammunition to its opponents. For example:

- . The discussion of the ten-year housing goal is confusing. The Commission condemns the inadequacy of the data, and then appears to recommend a level of 2.2 million units annually, with 600,000 subsidized homes. Your program calls for 2.6 million annually. This difference may be caused by a different method of calculation, but it would be unwise to have two different goals.
- . The report is very critical of FHA. It does not fully recognize that there has been a fundamental change of policy during your Administration and does not give strong support for FHA's new programs.
- . The report contains a superficial analysis of the Model Cities program, which gives it little support and presents no alternative to this approach to comprehensive planning.
- . The Commission is critical of HUD for not moving fast enough with the Rent Supplement program without facing up to some of the real problems -- unrealistic costs, architectural and income limits.
- . The report has a rather critical study of the Turnkey procedure. It does not give any alternative but its impact can only hurt the program.
- . The report is lukewarm on the new subsidy program for low and moderate income housing.
- . The Commission criticizes the 221(D)(3) subsidy program because of its failure to produce enough housing quickly, and at low enough rents. It does not recognize the great jump in housing starts in the last year or the reasons for optimism for your new program.

At my meeting with Douglas tomorrow I will emphasize our interest in making sure that the report does not hurt our programs. I will ask him to meet with Bob Wood to check the four or five major problem areas.

There is also a problem of deciding to whom Douglas will submit the Report. The original Act authorizes the Secretary of HUD to make the study and to report "to the President and to the Congress." However, the statement appointing the Douglas Commission can be read to imply that Douglas reports directly. Wood and I believe the best approach would be to ask Douglas to submit the report to Weaver, who will then submit it to you and to the Congress.

If you approve I will ask Douglas to submit the report in this way.

Approve ✓ Disapprove

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cc
Mem

filed 10/28/68

NATIONAL COMMISSION ON URBAN PROBLEMS

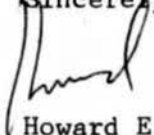
Dear Joe:

I wanted you to have a copy of our latest research study on codes and land use which we will release later this week. I think you will find it contains information which is unique in the field.

We have had an amazing response to our early publications and there are many more to come.

With best wishes.

Sincerely,



Howard E. Shuman

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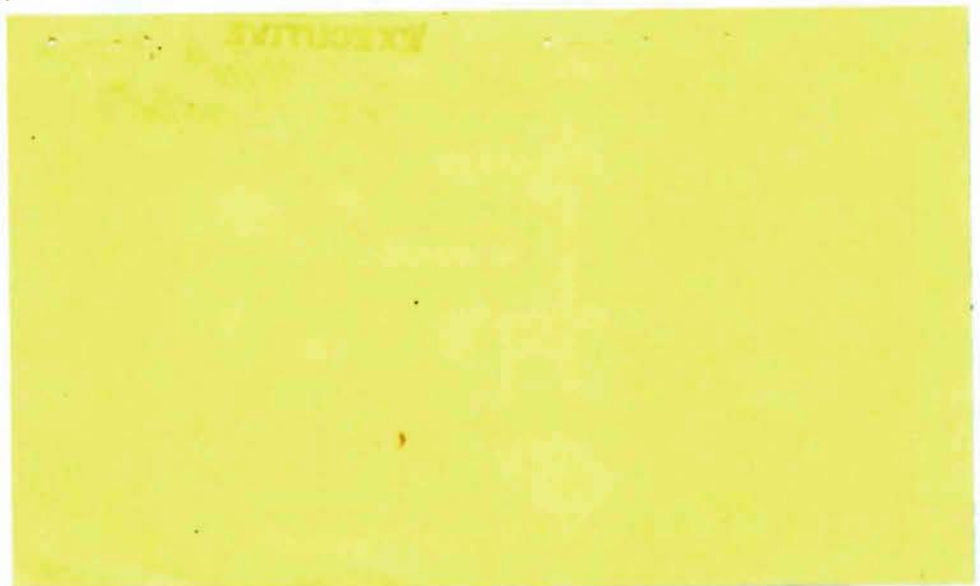
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JOE CALIFANO, JR.

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CODE NO.	STATES					
	UNITED STATES, TOTAL					
63	ALABAMA					
01	ALASKA					
86	ARIZONA					
71	ARKANSAS					
93	CALIFORNIA					
84	COLORADO					
16	CONNECTICUT					
51	DELAWARE					
33	DIST. OF COLUMBIA					
59	FLORIDA					
58	GEORGIA					
02	HAWAII					
82	IDAHO					
33	ILLINOIS					
32	INDIANA					
42	IOWA					
47	KANSAS					
61	KENTUCKY					
72	LOUISIANA					
11	MAINE					
52	MARYLAND					
14	MASSACHUSETTS					
34	MICHIGAN					
41	MINNESOTA					
64	MISSISSIPPI					
43	MISSOURI					
81	MONTANA					
46	NEBRASKA					
88	NEVADA					
12	NEW HAMPSHIRE					
22	NEW JERSEY					
85	NEW MEXICO					
21	NEW YORK					
56	NORTH CAROLINA					
44	NORTH DAKOTA					
31	OHIO					
73	OKLAHOMA					
92	OREGON					
23	PENNSYLVANIA					
15	RHODE ISLAND					
57	SOUTH CAROLINA					
45	SOUTH DAKOTA					
62	TENNESSEE					
74						

Local Land and Building Regulation

How Many Agencies?
What Practices?
How Much Personnel?

Prepared for the Consideration of
THE NATIONAL COMMISSION ON URBAN PROBLEMS
Research Report No. 6

A STATISTICAL SURVEY OF:

- Building Codes
- Housing Codes
- Planning Boards
- Zoning Appeals Boards
- Comprehensive Plans
- Subdivision Ordinances

INCLUDING DATA ON:

- Code Uniformity
- Fire Safety Provisions
- Regulatory Personnel
- Pay Rates and Budgets
- Community Improvement Programs

Reports to the Commission do not necessarily reflect the views of the Commission

COMMISSION MEMBERS

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Washington, D.C.

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HUGO BLACK, JR.
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Arlington, Texas

COLEMAN WOODBURY
Madison, Wisconsin

About the Commission

The National Commission on Urban Problems was appointed on January 12, 1967, by President Lyndon B. Johnson.

Earlier, the President had called for the creation of a commission to generate "ideas and instruments for a revolutionary improvement in the quality of the American city." Congress appropriated funds to carry out that purpose.

Specific assignments to the Commission from the President and Congress include the study of building codes and technology, zoning and land use, Federal and local taxes affecting housing and urban growth, housing codes, development standards, and ways to increase the supply of decent housing for low-income families. The Commission was asked to pursue these matters in the context of making cities more liveable.

The Commission held public hearings throughout the country during six months of 1967. It visited problem areas in scores of cities. A comprehensive research program was initiated (see inside back cover).

Final recommendations will be made to the President, to Congress, and to the Secretary of Housing and Urban Development before the end of 1968.

Commission Staff

Executive Director--Howard E. Shuman. Associate Director--Allen D. Manvel.

Assistant Directors--Frank T. DeStefano, Arthur S. Goldman, Richard K. Guenther, Stanley D. Heckman, Jack Noble, David M. Pellish, Walter Rybeck, Walter Smart, Oscar Sutermeister. Special Consultant--William G. Colman. Administrative Officer--Mrs. Jane Carey Enger.

Staff Assistants--Mrs. Rose Marie Allen, David Engel, Miss Catherine Hartigan, Willie Howell, Mrs. Ellen Kelly, Miss Hope Marindin, Mrs. Marion Massen, Mrs. Louise Pompeo, Miss Jane Powers, Mrs. Mimi Ross, Miss Betty J. Sinclair, Mrs. Nancy Stewart, Miss Sone A. Takahara, Mrs. Jo Ann Williams, Miss Jane Zinsmeister.

Local Land and Building Regulation

**How Many Agencies?
What Practices?
How Much Personnel?**

By ALLEN D. MANVEL

*Prepared for the Consideration of
THE NATIONAL COMMISSION ON URBAN PROBLEMS*

*Research Report No. 6
Washington, D.C. 1968*

Letter of Transmittal

The Honorable Paul H. Douglas
Chairman
NATIONAL COMMISSION ON URBAN PROBLEMS
Washington, D.C.

Dear Mr. Chairman:

We are forwarding to you and the Commission this report entitled "Local Land and Building Regulation," another in the series of background studies on key issues and problems which the President and the Congress asked this Commission to examine.

This report was prepared by Allen D. Manvel of the Commission's staff. It gives findings from a statistical survey conducted for the Commission by the Governments Division of the Bureau of the Census. The survey involved a mail canvass of 3,104 local governments, representing a cross-section of approximately 18,000 governments. The resulting data provide up-to-date measures on many significant aspects of local planning, zoning, and building regulation, especially building codes.

Plans and specifications for the survey were developed by Mr. Manvel in consultation with other Commission staff members, particularly Stanley D. Heckman, John H. Noble, David M. Pellish, and Frank T. DeStefano. Helpful comments on draft survey forms were made by Leo A. Goldschmidt, Director of Research of the American Society of Planning Officials. The Governments Division carried out the survey with great dispatch and efficiency. It obtained usable reports from 82 percent of the local governments canvassed, and prepared detailed tabulations upon which the present report is based.

To encourage local government response, the Census Bureau's inquiries to cities and towns of 5,000 and over were accompanied by an explanatory letter authorized jointly by the National League of Cities, the U.S. Conference of Mayors, and the International City Managers Association. Appreciation is due those organizations, as well as to the Governments Division of the Bureau of the Census and to the many local government agencies and officials who supplied information for this study.

Findings from the Census survey are supplemented, in the present report, by an Appendix which summarizes the coverage of federally certified "Community Improvement Programs" as of the end of calendar 1967.

Sincerely yours,
HOWARD E. SHUMAN
Executive Director

FOREWORD

This study is one of many prepared by the staff and consultants to the National Commission on Urban Problems. It is part of the research effort being undertaken by the Commission prior to its own recommendations to the President, to Congress, and to the Secretary of Housing and Urban Development.

Deliberately, this report is limited to the presentation of statistical data and an explanation of their development and coverage. The facts thus laid out have an important bearing upon many of the complex subjects assigned to our Commission for study and comment. For example, the data show that:

- * Zoning and building regulation powers, as a result of state delegation, are exercised by many thousands of jurisdictions, most of them very small in area and population.
- * Less than one-fourth of all the jurisdictions attempting to regulate land use and building practices have any full-time employees so engaged, and in only 1 in 9 of them is such regulation directed by a full-time employee paid as much as \$9,000 a year.
- * Residential building standards imposed by these governments differ widely, and in many instances prohibit practices that are acceptable under the "model" building codes. Less than one-sixth of all cities and towns of 5,000 population or more have a building code that has been recently updated to conform closely to current "model" code recommendations.

Most of the information presented in this report has never before been assembled in orderly form on a nationwide basis. Therefore, besides providing a factual basis for some key aspects of the Commission's analysis and proposals, the data will surely be of interest and value to a wider audience, including many local, state and Federal officials, the building industry, developers and realtors, and civic groups.

As is often the case, new light thrown upon a murky surface whets the curiosity for still deeper information. It would be helpful, for example, to have some detailed data about the actual provisions of local housing codes. And many will wish that the survey coverage -- limited for reasons of cost and time -- might have been enlarged to yield findings for individual states and metropolitan areas rather than on a nationwide basis only.

However, the successful conduct of this significant survey, quickly and at relatively small cost, should help to stimulate further fact-finding efforts so urgently needed to lay a firmer foundation for sound planning and decision-making in this and many other fields of public policy.

Washington, D.C.
August 1968

PAUL H. DOUGLAS, Chairman

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Local Land and Building Regulation

INTRODUCTION

ANYONE WHO READS ABOUT ZONING OR URBAN HOUSING PROBLEMS is accustomed to seeing references to the existence of "thousands of zoning regulations" or "thousands of building codes." But he will search in vain for more specific comprehensive figures, backed by meaningful evidence.¹ The Department of Housing and Urban Development, for example, aims through its "Community Improvement Program" work to encourage desirable local regulations, and that Department knows how many local governments have a currently "certified" program of this nature in effect (some 1,341 were reported at the end of 1967).² However, that Department has apparently never tried to count the total numbers of local zoning ordinances, building codes, or other regulations such as housing codes and fire safety regulations.

To fill this information gap and to obtain related background needed for its studies and recommendations, the National Commission on Urban Problems sponsored a sample survey, which was conducted for the Commission early in 1968 by the Governments Division of the Bureau of the Census.

¹Various annual issues of the Municipal Yearbook, published by the International City Managers Association, include information about city building regulation activities, but coverage is limited to cities of 10,000-plus. At several-year intervals the Bureau of the Census updates its inventory of local governments that have building permit systems; the 1962 count showed about 12,000 such units. The Public Health Service, in consultation with state sanitary engineers, has attempted to inventory local housing codes; in 1964, it issued a processed report "Environmental Health Protection...Through Housing Codes" which for most individual states lists urban places with such codes, and estimates the proportion of the state population covered, but does not include any national count of housing-code jurisdictions.

²See Appendix A, "Coverage of 'Community Improvement Programs' as of the end of Calendar 1967."

SUMMARY HIGHLIGHTS

The statistics in this report supply a factual background on many aspects of local planning, zoning, and building regulation activity. Following are a few highlights, to be more fully and critically examined, with related recommendations for appropriate public action, in the forthcoming final report of the National Commission on Urban Problems.

Planning and regulatory activities are widespread, directly affecting a high proportion of the Nation's population, and involving many thousands of local governments.

Most of the regulating governments are relatively small -- apparently too small in most instances to engage any full-time employees for such work. This, of course, is a reflection of the prevailing atomized pattern of local government under which, for example, one-third of all the incorporated municipalities in metropolitan areas have fewer than 2,500 inhabitants and one-half are less than one square mile in area.

Even among the regulating governments that do have any full-time employees for such work, pay rates generally average low, and only the largest governments have top-ranking jobs paying enough to attract and hold well-trained professional or technical people.

Local expenditure for these planning and regulatory activities is not insignificant -- some \$300 million annually. However, this sum is far less than 1 percent of all urban government expenditure, and is even more strikingly dwarfed by the property values which are affected by such activities -- more than \$1,000 billion worth of urban real estate, and over \$50 billion annually of new urban construction.

Similarly, local government employees engaged in these activities number only 33 thousand (full-time equivalent) persons, compared with some 3 million persons employed in the construction activities affected by their work.

Despite growing Federal Government concern with urban problems, less than one-twentieth of local expenditure for these planning and regulatory activities is being financed from Federal aid.

Local "community improvement programs," although promoted and encouraged by the Federal Government, now operate in less than one-tenth of all the Nation's municipalities, and do not apply to areas with the bulk of the population of metropolitan suburbia. (See Appendix A.)

Control of land use through local zoning ordinances and subdivision regulation is widespread and expanding. Of all zoning ordinances, a large proportion originated since 1950, and many have been considerably revised in recent years. Also, most zoning governments have reportedly prepared "master plans" of prospective land use.

A significant number of zoning ordinances include provisions -- for example, as to minimum lot sizes and minimum floor-areas -- that may prevent or severely limit the provision of low- or moderate-income housing.

Zoning governments deal with large numbers of requests for rezoning and "zoning variances," and on the average reject less than one-fourth of such requests.

Nearly all municipalities in metropolitan areas and a majority elsewhere have a local building code, but a considerable fraction of these codes have not been materially changed in recent years.

Of the cities and towns of 5,000-plus that have building codes, about two-thirds report that their local provisions are based upon a national or regional "model" code. However, only about one-fourth of these have recently adopted at least 90 percent of the updating changes recommended by the model code organizations.

There is great diversity in local code regulation of particular residential building practices. The survey asked about 14 specific building practices, including 13 approved by all applicable "model" codes, and one practice accepted by some but not all the "model" codes. Of these 14 practices, one is prohibited by over half the municipalities of 5,000-plus which have building codes, 4 others are prohibited by more than one-third, 3 by about one-fourth, and each of the remaining surveyed practices is rejected by some of these governments. Similar proportions of rejection appear for the municipalities whose local codes are reportedly based upon some national or regional "model" code.

Great variation appears also in local fire safety regulations, with differing standards used for fire-resistance ratings, exit corridor distances, and other fire-safety features.

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COVERAGE OF DATA

Survey findings are presented in two sets of tables, as described below:

Tables 1 through 4 provide data regarding the entire survey-represented group of 17,993 local governments, as follows:

All county governments.....	3,049
All municipalities in metropolitan areas..	4,977
Municipalities of 1,000-plus, located outside metropolitan areas.....	5,007
All New England-type townships in metropolitan areas.....	2,228
New England-type townships of 1,000-plus located outside metropolitan areas.....	2,732

These statistics are based upon reports received from 2,537, or 81.7 percent, of a stratified sample of 3,104 of these governments.

Tables 5 through 10 provide more detailed data regarding the 4,067 municipalities and New England-type townships of 5,000-plus population. These statistics are based upon reports received from 1,062, or 82.1 percent, of a stratified sample of 1,294 of these governments.

Table 11 details the sample design and reporting coverage of the survey. The form used to canvass cities and towns of 5,000-plus is reproduced at pages 43-48.

OVERALL FINDINGS

Prevalence of Planning and Regulation (Tables 1 and 2). Of the 17,993 local governments subject to survey representation, the following numbers and proportions have:

A planning board.....	10,717	59.6%
A zoning ordinance.....	9,595	53.3%
Subdivision regulation.....	8,086	44.9%
A building code.....	8,344	46.4%
A housing code.....	4,904	27.3%
Any of these, <u>or</u> a local building permit system.....	14,088	78.3%

The survey questionnaire for cities and towns of 5,000-plus asked:

"Does this government . . . have an official planning commission or planning board?"

. . . have a land zoning ordinance or regulation?"

. . . have an ordinance or regulation which specifically controls subdivision of land?"

. . . have a local building code and/or other regulations setting minimum standards for new construction?"

. . . have a local housing code and/or other regulations, other than merely through State or local health regulations, establishing minimum standards as to the condition, occupancy, and maintenance of existing residential premises?"

. . . impose building permit requirements for new construction?"

Inquiries to smaller cities and towns and to county governments were similarly phrased.

In each instance, a large proportion of the total count reported (from nearly half to considerably more than half) is for local governments in metropolitan areas ("SMSA's"). Slightly more than four-fifths of the survey-represented governments within SMSA's have some planning or building regulation activities. Outside SMSA's, the proportion is 75 percent.

At least three-fourths of the Nation's population (probably including at least nine-tenths of the population in Standard Metropolitan Statistical Areas, as currently defined) resides in territory subject to such local planning or regulatory activities.³

As would be expected, the frequency of various types of activity is directly correlated with population size. For example, housing codes are reported for 85 percent of the municipalities of 50,000-plus, but for only about half those of 5 to 50 thousand, and for an even lesser proportion of smaller municipalities.

Expenditure and Employment (Table 3). Local planning, zoning, and building regulation activities cost about \$300 million in fiscal 1967, and engaged about 33,000 persons as measured on a full-time equivalent basis. About seven-eighths of these totals involved local governments in metropolitan areas. Such cost in SMSA's averaged about \$2.16 per capita, or three times as much as the per capita average for the non-metropolitan part of the Nation. Similarly, local government employment for planning, zoning, and building regulation averaged three times as high, in relation to population, within SMSA's as elsewhere: in full-time equivalent terms, 23.8 as against 7.7 employees per 100,000 persons.

Table 3 also shows, however, that about four-tenths of all the local government personnel in such activities are so engaged on only a part-time basis. For governments outside metropolitan areas, this proportion averages over 70 percent; accordingly, although the non-metropolitan governments have more than 14 thousand employees who deal with planning, zoning, and building regulation, the full-time equivalent employment is only about 4.7 thousand persons.

³The municipalities and New England-type townships with planning or regulatory activities had about 133 million inhabitants in 1960, or 74 percent of the U.S. population total. Such governments within metropolitan areas had about 102 million inhabitants, or 87 percent of the total population of metropolitan areas in 1960. (The corresponding 1960 estimate for regulating municipalities and townships outside metropolitan areas is 31 million inhabitants, or about one-half the total population of such non-metropolitan territory.) These figures probably understate the present proportion of the population in areas subject to local planning and building regulation, for three reasons: (1) omission of data for regulating municipalities and New England-type townships of under 1,000 population outside metropolitan areas; (2) omission of the population of areas subject to planning or regulation by county governments but not by municipal or township governments (for which separate population data are not available); and (3) post-1960 trends, no doubt involving faster population growth in areas subject to such local planning and regulation than in other (mainly rural) territory.

Salary Rates (Table 4). Of the 14,088 local governments with planning or building regulation activity, only about one-fourth have any professional or technical employees engaged in such work on a full-time basis. The proportion is of course far higher for county governments -- 74 percent -- and especially for sizable municipal governments; practically all the cities of 25,000 inhabitants or more report some full-time professional or technical staff so engaged.

Only 2 percent of all the regulating governments pay any professional or technical employee in this field as much as \$15,000 a year. Such a top-job rate predominates only among cities of at least 250,000 (for 88 percent of them); it also appears for about one-third of the cities of 50 to 250 thousand, and for a minor fraction of counties and municipal and township governments with 10 thousand or more population. Of all municipalities in metropolitan areas reporting some planning and building regulation activity, two-thirds lack any full-time professional or technical staff and less than one-fifth pay anyone as much as \$9,000 a year for such work.

It is possible from Table 4 to detect the "middle" salary range for the highest-paid professional or technical employee in various groups of regulating governments -- i.e., the range that is applied or exceeded, for the top job involved, by at least half of all the units. For cities of 250,000-plus, as indicated above, this salary "range" is \$15,000-plus. A lower-middle range for the top-ranking job is indicated for various other groups of regulating governments, as follows:

\$12,000 to \$15,000.....	Municipalities of 50-250 thousand
\$ 9,000 to \$12,000.....	<div> <div>Counties in SMSA's</div> <div> Municipalities of 25-50 thousand (both within and outside SMSA's) Townships of 25 thousand-plus (both within and outside SMSA's) </div> </div>
\$ 7,200 to \$ 9,000.....	Municipalities of 10-25 thousand in SMSA's
\$ 6,000 to \$ 7,200.....	<div> <div>Municipalities of 10-25 thousand outside SMSA's</div> <div>Townships of 10-25 thousand (both within and outside SMSA's)</div> </div>

In each of the other groups shown separately in Table 4, fewer than half the regulating governments have any full-time professional or technical staff for such activities.

FINDINGS FOR CITIES AND TOWNS OF 5,000-plus

As indicated above, the Census survey assembled extensive detailed information regarding these governments, which account for about three-fourths of all local spending and employment for planning, zoning, and building regulation. (No detailed information was sought from these governments as to the specific nature of their housing codes. On this subject, therefore, the survey indicates only numbers of units having such codes, as included in Tables 1 and 2, and for the cities and towns of 5,000-plus in Table 6.)

Population of Regulating Governments (Table 5). These 4,067 governments served a total population in 1960 of over 118 million, or about two-thirds of the national total. Nearly all of them -- 3,931 -- have some building regulation activities (planning, zoning, building codes, or building permit systems), and these regulating governments had over 116 million inhabitants in 1960. The 314 largest cities accounted for about 55 percent of this population, and other sizable cities and towns in metropolitan areas made up more than 27 percent, so that more than 80 percent of the entire population served by such major regulating governments lives within metropolitan areas.

Prevalence of Regulations (Table 6). About nine-tenths of these 4,067 governments have planning boards and zoning ordinances, but only 83 percent provide specifically for subdivision regulation, only 80 percent have a local building code, and less than half have a housing code. Among municipalities, and especially the very largest ones, these proportions are considerably higher. However, about 15 percent of all municipalities of 50,000-plus apparently lack a housing code.

Expenditure (Table 7). Expenditure by these governments for planning, zoning, and building regulation totaled \$227 million in fiscal year 1967, or about \$2 per capita. The 314 largest cities accounted for about two-thirds of this total sum. Spending for inspection and other aspects of code administration averaged approximately double the amount devoted to planning, zoning, and subdivision regulation, but in the largest cities the ratio approached three-to-one.

Nearly one dollar in each 20 of local spending for these activities in fiscal 1967 was for payments to consultants. This average is held down by the largest cities, where the proportion was only 2.8 percent, as against 6.3 percent for other sizable cities and towns in SMSA's, and 11.2 percent for such governments outside of SMSA's.

Federal grants in 1967 financed only about 4.2 percent of all planning, zoning, and building regulation activities of these sizable cities and towns. The fraction was materially higher -- 6 percent -- for the units outside of SMSA's.

Employment and Payrolls (Table 8). The planning, zoning, and building regulation activities of these sizable governments engaged over 33

thousand employees in December 1967. This included 24 thousand full-time and 9 thousand part-time people. Counting the part-time people in terms of full-time pay rates, the full-time equivalent volume of employment was 26 thousand, including nearly 17 thousand for the 314 cities of at least 50,000 population. About three-fourths of this total represented professional and technical employees (including inspection personnel). Nearly three-fourths of the employment total was for code administration (including inspection), with the other 27 percent reported for planning, zoning, and subdivision regulation.

The average monthly pay for full-time professional and technical employees engaged in code administration was \$672, and for those engaged in planning, zoning, and subdivision regulation the corresponding average was \$756. As would be expected, average pay rates were considerably higher in the largest cities than in the other groups of governments reported. Aside from metropolitan areas, the average for full-time inspectors and other professional and technical personnel engaged in code administration was only \$504.

Planning Boards (Part B of Table 9). As previously indicated, nearly nine-tenths of the cities and towns of 5,000-plus have a planning board. Such bodies have an average membership (including any ex-officio members) of 7.5 persons. This indicates that, altogether, more than 250,000 persons serve on the 3,630 planning boards of these sizable cities and towns. Such bodies in municipalities of 50,000-plus are somewhat larger, averaging 9.1 persons. Planning boards meet about 63 hours a year on the average, but with more time than this indicated -- 94 hours -- for municipalities of 50,000-plus.

Zoning Ordinances (Part C of Table 9). Numerous facts about zoning ordinances were obtained in the survey from the cities and towns of 5,000-plus. Following are various highlights of the findings.

Of the 3,664 governments with zoning ordinances, nearly one-half first adopted such an ordinance in the past 18 years -- i.e., since the beginning of 1950. However, the corresponding proportion among cities of 50,000-plus is only 15 percent; about two-thirds of these major units have had a zoning ordinance since before 1940. About one-fifth of all the existing ordinances were adopted in their present form, or were comprehensively revised, during the calendar year 1967, and similar action applied to about one-fourth of the present ordinances during 1966 or 1965. Thus, nearly half of all zoning ordinances have reportedly been updated within the past three years. For cities of 50,000-plus, this proportion is considerably less -- about 30 percent.

About nine-tenths of all these governments with zoning ordinances also have a zoning appeals board. The average membership of such bodies is 5.4 persons, and their indicated meeting hours average 33 per year (considerably higher -- 60 hours a year -- among the cities of 50,000-plus).

About three-fourths of these zoning governments have reportedly published a "master plan" or "comprehensive plan" showing planned future land use within their jurisdictions, and this proportion is considerably higher -- 89 percent -- for the cities of 50,000-plus. In about one-fourth of the jurisdictions reporting such an issuance, the most recent such plan was published in 1967; in 9 percent the latest publication was in 1966; and in 19 percent it was in 1964 or 1965. Thus, more than half the latest "master plans" have reportedly come out within the past three years.

For nearly all of the zoning governments -- 94 percent -- the survey obtained information regarding minimum lot sizes permitted for new one-family houses. The reports indicated that more than one-fifth of the zoning governments have no provision for lots of less than one-quarter acre (or 10,000 square feet), and about 6 percent do not allow any residential lots of less than one-half acre for a one-family house. Among township governments with zoning ordinances, these proportions are much higher: more than half of them allow no house lots of less than a quarter-acre, and for about one-sixth the lowest allowable minimum lot size is at least one-half acre.

Table 9 also provides another kind of information on this subject: the proportions of zoning governments that specify in any local zone(s) particular minimum lot sizes for new one-family houses. About one-ninth (one-sixth for townships) have some area with a residential lot minimum of two acres or more; one-sixth have some area with a minimum of one to two acres; and more than one-fourth have some area with a minimum of one-half to one acre.

Following are the proportions of zoning governments whose zoning ordinances were reported as including various other features:

Zone(s) in which new apartment structures of three or more dwelling units are permitted.....	87%
Zone(s) in which industrial and/or commercial uses are allowed but new residential construction is prohibited...	70%
Explicit provision for "planned unit developments" subject to specialized zoning treatment ⁴	45%
(63 percent for cities of 50,000-plus, but only 23 percent for zoning townships outside metropolitan areas).	

⁴The survey questionnaire asked whether the local zoning ordinance provided "any explicit provision for Planned Unit Developments (sometimes known as Cluster Developments), which permit modifications of the usual yard or lot size requirements subject to special review and approval by the planning board or other zoning-control agency."

Provisions setting measurable performance standards for
the regulation of industrial land uses..... 36%

Zone(s) where there is a minimum floor area requirement
for new single-family detached houses..... 45%

For nearly half of all the zoning governments whose ordinances specify a minimum floor area for new houses, the lowest minimum area allowable is at least 800 square feet. These units represent more than one-fifth of all the governments with zoning ordinances.

The survey sought information on the volume and disposition of rezoning petitions and requests for zoning variances, and such data were obtained for about 85 percent of the governments with zoning ordinances. Rezoning petitions acted upon during the preceding year averaged 11 per reporting government (41 per city of 50,000-plus), and about three-fourths of these petitions were approved wholly or in part. Requests for zoning variances averaged about 24 per reporting government (90 per city of 50,000-plus), and slightly more than three-fourths of these were approved.

Building Codes (Part D of Table 9). As previously indicated, 80.5 percent of the cities and towns of 5,000-plus have a building code, including substantially all cities of 50,000-plus and about 90 percent of the municipalities (as distinct from New England-type townships) of 5,000 to 50,000. Somewhat over one-third -- 37.5 percent -- of the present building codes were enacted or comprehensively revised during 1966 or 1967, and about one-fourth between 1962 and 1965. Thus, about one-third of the present building codes have not undergone comprehensive updating within the past six years.

Of the governments with building codes, about three-fourths -- 78 percent -- have adopted the "National Electrical Code," either as part of the building code or otherwise. However, such local adoption is reported for the "National Plumbing Code" by only 44 percent of all the building-code governments, and the proportion is even less -- 37 percent -- for the cities of 50,000-plus.

About two-thirds of all the local building codes are reported to be based, at least to some degree, upon one of the four national or regional model construction codes (AIA National Building Code, ICBO Uniform Building Code, BOCA Basic Building Code, or Southern Standard Building Code). Following is a distribution of the building codes of these cities and towns of 5,000-plus, in terms of their relationship to "model" codes, as called for in the survey questionnaire:

	<u>Number</u>	<u>Percent of "building code" cities and towns of 5,000-plus</u>	<u>Percent of all cities and towns of 5,000-plus</u>
Total.....	4,067	xxx	100.0
Governments without building codes.....	794	xxx	19.5
Governments with building codes*.....	3,273	100.0	80.5
Based primarily upon one of the four national or regional model codes--			
Incorporating entire model code, except for possible departures involving only administrative or enforcement provisions.....	1,717	52.5	42.2
With some substantive departures from the model code.....	482	14.7	11.9
Based upon a standard or model code recommended by an agency of the state government.....	589	18.0	14.5
None of the foregoing descriptions is applicable....	383	11.7	9.4
Information not reported.....	105	3.2	2.6

*Because of rounding of sample-based estimates, detail adds to 3,276.

Among cities of 50,000-plus, the proportion of codes based upon national or regional models is considerably higher -- nearly three-fourths, as against about two-thirds for all building code cities and towns of 5,000-plus. However, only 9 percent of these large cities report use of a state-recommended code, as compared with 18 percent for the survey panel as a whole.

Of the 2,199 governments whose building code is based upon a national or regional model, only 58 percent indicate that they have "an established procedure for official local consideration, at least annually, of changes proposed by the pertinent national or regional code organization." About half of these (i.e., 28 percent of the "national-code" governments) report the incorporation in their local codes, during the previous three years, of at least 90 percent of the updating changes proposed by the pertinent national or regional code organizations. For most of the others (i.e., 26 percent of the "national-code" governments), the estimated proportion of recommended changes locally adopted was less than 50

percent. To express these findings in another way: less than one-sixth of all cities and towns of 5,000-plus have a building code that has been recently updated to conform closely to a current national or regional "model."

Residential Construction Regulations (Part D of Table 9, and Table 10).

In order to obtain illustrative summary information about local regulation of various features of residential construction, the survey listed 14 "building components or characteristics that are often controlled through building codes or other local ordinances," and asked officials to indicate "which of these items are permitted, under your regulations, for residential construction within your jurisdiction." A "Yes" reply was asked for if the item was permissible under any circumstances, and a "No" only if it was entirely prohibited. The findings from this inquiry can be summarized in either of two ways: with "no" replies (indicating that a particular construction practice is entirely prohibited) being expressed as a percentage of all building-code governments; or, instead, as a percentage of the total number of "Yes" and "No" answers for the item. Since a small proportion of the survey reports did not include usable answers on particular construction practices, the latter approach (as reflected in Table 10) gives somewhat higher percentages of apparent departure from model code recommendations. The former approach, as applied for the detailed data in Part D of Table 9 and summarized below, is more conservative. In effect, therefore, these percentages offer minimum estimates of the extent to which the building codes of the cities and towns of 5,000-plus entirely prohibit the various specified kinds of residential building practices.

The 14 items listed in the survey inquiry generally involve building practices that have resulted from technological developments or cost-reduction efforts during recent decades, and they thus typically involve some departure from traditional practices. For example, it used to be customary for wood framing of all walls to use lumber ("studs") at least 2 x 4 inches in size, placed 16 inches apart. More recently, however, the building industry has found entirely acceptable the use of 2 x 3 studs, or more widely spaced 2 x 4 studs, in non-load-bearing interior walls. These two items were therefore included along with other "non-traditional" building practices in the survey inquiry.

Of the 14 items, 9 involve features that are specifically dealt with and accepted by each of the four national or regional model construction codes. Two items involve building features specifically covered and accepted by the model National Electrical Code. Three items involve plumbing practices, including two that are acceptable under the National Plumbing Code and the various regional model plumbing codes; the remaining item -- use of plastic pipe in residential drainage installations -- involves a practice that had been extensively tested and found acceptable by some model code groups but at the time of the survey was not yet explicitly approved by the National Plumbing Code or some other "model" codes.

Subject to this latter qualification, then, any local prohibition found in the survey reflects an apparent departure from existing model code provisions. Not surprisingly, the highest percentage of local prohibition was found for the use of plastic pipe in residential drainage installations: it is reported to be outlawed by 62.6 percent of all building code governments. In addition, however, widespread nonconformity with the pertinent model codes is found for various other practices covered by the survey. Four of the remaining 13 listed items are apparently outlawed by more than one-third of all building-code governments, as follows:

2 x 3 studs in non-load-bearing interior partitions.....	35.8%
2 x 4 studs 24" on center in non-load-bearing interior partitions.....	47.3%
Preassembled electrical wiring harness at electrical service entrance.....	45.7%
Preassembled combination drain, waste, and vent plumbing system for bathroom installation.....	42.2%

Three others of the 14 items specified are prohibited by about one-fourth of all these building-code governments, and two of the 14 items by about one-fifth of them, while the other four construction practices covered show smaller percentages of local prohibition.

The extent to which particular construction practices are outlawed is very similar among the several groups of governments shown separately in Table 9. Furthermore, as Table 10 indicates, there is very little difference on this score between the governments whose building codes are based upon national or regional model codes and building-permit governments as a whole.

Fire-safety Regulations (Part E of Table 9). The survey sought information about a number of "structural requirements that pertain to fire safety, as governed by the building code or any other regulations or ordinances" of the governments involved. A considerable fraction of the survey panel did not provide usable answers to these questions; however, much of this nonreporting involves the 20 percent of the entire group of represented governments which lack local building codes. Since these fire-safety questions were especially pertinent for sizable cities, the results summarized below include data separately for the cities of 50,000-plus.

Following, in percentage terms, are findings from three of the fire-safety questions:

		<u>Yes</u>	<u>No</u>	<u>Un- reported</u>
Is use of fire-retardent)				
wood permitted in)	All governments..	51.1	24.4	24.5
fire-resistive con-)	Cities of			
struction (Types 1 and)	50,000+.....	71.7	22.9	5.4
2)?				
Are flame-spread)				
characteristics of)				
interior finish)	All governments..	48.2	26.7	25.2
materials in multi-)	Cities of			
family (3+) residential))	50,000+.....	68.2	28.0	3.8
structures regulated?)				
Are parapets required on)	All governments..	42.2	30.7	27.0
party walls in row)	Cities of			
housing?)	50,000+.....	47.8	47.5	4.8

Another item asked about "the minimum fire-resistance rating required for fire division walls in mercantile buildings." Usable replies were received for 58 percent of the governments represented in the survey, including 87 percent of the cities of 50,000-plus. These reported as follows (percent):

	<u>All governments</u>	<u>Cities of 50,000-plus</u>
1 hour or less.....	29.4	26.1
2 hours.....	33.8	35.7
3 hours.....	12.1	13.6
4 hours.....	24.7	24.6

The questionnaire also asked: "What is the maximum distance permitted, under your regulations, for travel to an exit of dead-end corridors within multifamily residential buildings?" Usable replies were received for 47 percent of the governments represented, including 82 percent of the cities of 50,000-plus. They reported as follows (percent):

	<u>All governments</u>	<u>Cities of 50,000-plus</u>
25 feet or less.....	34.6	44.0
26 to 50 feet.....	24.8	25.3
51 to 75 feet.....	13.0	12.5
76 to 100 feet.....	18.9	12.5
101 feet or more.....	8.6	5.8

Finally, the questionnaire asked: "What is the minimum fire-resistance rating required for corridor walls in residential buildings of four stories or more?" Usable replies were received for 46 percent of the governments represented, including 91 percent of the cities of 50,000-plus. They reported as follows (percent):

	<u>All governments</u>	<u>Cities of 50,000-plus</u>
1 hour or less.....	53.7	58.9
2 hours.....	38.6	36.5
3 hours.....	3.9	2.1
4 hours.....	3.8	2.5

FINDINGS FOR THE 52 LARGEST CITIES

The 52 largest cities that had a population of over 250,000 in 1960 are obviously of particular importance. They had 40 million inhabitants in 1960, or over one-third of the total population of all of the 14,000-plus governments that have planning, zoning, or building regulation activities, as reported in Table 1. Expenditure for such activities by these 52 major cities totaled over \$97 million in fiscal 1967, or about one-third of the nationwide total of such spending, as shown in Table 3.

Following are some pertinent highlights on these 52 major governments, as obtained through this survey. Four of them did not provide detailed reports, and in a few other instances the information supplied was somewhat incomplete. For a few key items (e.g., as to the existence of

a zoning ordinance, building code, and housing code, and total employment and expenditure for regulatory activities being surveyed) these information gaps were filled as well as possible from other sources in the processing of survey data. But since some items were still not fully recorded for every one of the 52 largest cities, some of the data summarized below must be recognized as minimum or partly estimated figures. This explains why the terms "at least," "apparently," or "approximately" are sometimes used.

Of these 52 major cities --

- All have a building code;
- All except 1 have a zoning ordinance;
- All except 3 apparently have a housing code; and
- At least 44 have a subdivision ordinance.

The 48 planning boards for which information is available show an average membership of 9.6 persons, and an average of 142 meeting hours annually.

Zoning Ordinances. Of the 52 major cities with a zoning ordinance, practically all first adopted some such regulation before 1940, and at least 10 of them reported they had undertaken a comprehensive revision of their zoning ordinances within the four-year period 1964 through 1967. In another 10 cities such action last occurred between 1960 and 1963.

At least 43 of these major cities have published a "master plan" concerning future land use, including 20 that have done so within the past four years -- 1964 through 1967.

Of the major cities for which information is available on particular zoning ordinance characteristics --

- 38 report some zone(s) in which industrial and/or commercial uses are allowed but new residential construction is prohibited;
- 43 report provisions for "planned unit developments" subject to specialized zoning treatment;⁵ and
- 19 report provisions setting measurable performance standards for the regulation of industrial land uses.

For the 47 major cities that reported on rezoning and zoning-variance actions, the survey indicated for the preceding 12 months: an average per city of 1,030 rezoning petitions acted upon, with 72 percent of these approved wholly or in part; and 2,713 requests for zoning variances handled per city, with a 76 percent rate of approval.

⁵See footnote 4, page 10.

Building Codes. Information is available for all but 4 of the 52 largest cities as to the relationship of the local building code to various models, as follows:

Substantially incorporating one of the four national or regional model codes.....	14
Based upon such a code but with some substantive departures.....	20
Based upon a state-recommended model code.....	1
None of the foregoing.....	13

Of the 34 major cities whose building codes are said to be related explicitly to a national or regional model code, 25 report "an established procedure for local considerations, at least annually, of changes proposed by the pertinent national or regional code organization." However, only 9 of these indicate that official action during the past three years has led to local acceptance of 90 percent or more of the changes proposed by the model code organization, and for 7 cities the estimated proportion of local acceptance was less than 50 percent.

At least 43 of these major cities have reportedly adopted the "National Electrical Code," but the corresponding minimum number that have enacted the "National Plumbing Code" is only 16.

Expenditure. Of the \$97.5 million that these major cities expended in fiscal 1967 for planning, zoning, and building regulation activities, more than three-fourths -- \$77.5 million -- was directly for the administration of codes, including inspection work, with the balance devoted to planning, zoning, and subdivision regulation. The total included only \$1.3 million for payments to consultants. About \$4.3 million -- or 4.5 percent -- of these total costs were reported as financed from Federal grants.

Residential Construction Regulations. The building codes of the largest cities typically reflect somewhat less rejection of the specific residential construction practices listed in the survey inquiry than was found for building-code governments generally. Substantially complete reports on this subject are available for 48 of these 52 cities. These show a materially smaller fraction prohibiting seven construction features, as follows (with the percentages for all building-code governments shown parenthetically, for comparison):

- 29% (versus 47.3%) for 2 x 4 studs 24" on center in non-load-bearing interior partitions;
- 27% (versus 42.2%) for preassembled combination drain, waste, and vent plumbing system for bathroom installation;
- 21% (versus 35.8%) for 2 x 3 studs in non-load-bearing interior partitions;
- 19% (versus 26.8%) for party walls without continuous air space;
- 13% (versus 24.5%) for single top and bottom plates in non-load-bearing interior partitions;
- 13% (versus 20.4%) for use of $\frac{1}{2}$ " sheathing in lieu of corner bracing in wood frame construction; and
- 6% (versus 19.1%) for prefabricated metal chimneys.

On the other hand, these 48 of the 52 largest cities show an even higher proportion of rejection for several items, including these:

- 73% (versus 62.6%) for plastic pipe in drainage systems;
- 44% (versus 24.1%) for wood frame exterior walls in multifamily structures of 3 stories or less;
- 21% (versus 13.0%) for nonmetallic sheathed electric cable; and
- 13% (versus 8.6%) for copper pipe in drainage systems.

For the other three construction-practice items, the large city percentages of rejection were generally similar to overall averages. These included "preassembled electrical wiring harness," outlawed by building codes in 40 percent of the reporting large cities as against 45.7 percent of building code governments as a whole.

DATA SOURCES AND LIMITATIONS

The statistics appearing in this report are based upon a mail survey conducted for the National Commission on Urban Problems by the Governments Division of the Bureau of the Census, early in calendar year 1968. The findings refer to conditions as of early 1968, except for employment and payroll figures, which are for December 1968, and expenditure data which cover fiscal 1967.

Survey Methodology

The survey dealt with a size-stratified random sample designed to provide representation for all local governments in the Nation that, to any significant degree, engage in planning, zoning, or building regulation activities. The total sample consisted of 3,104 units, providing representation for nearly 18,000 local governments, as follows:

All county governments (3,049)
Within metropolitan areas, all municipalities (4,955),
and all New England-type townships (2,228)
Outside metropolitan areas, all municipalities of 1,000
population or more (5,007) and all New England-type
townships of 1,000 population or more (2,732)

As indicated by the phrase "New England-type," survey representation on township governments was limited to the 11 states where this type of unit may have municipal-type responsibilities -- i.e., besides the 6 New England states, New Jersey, New York, Ohio, Pennsylvania, and Wisconsin.

The survey made use of three questionnaires. Two different summary forms went, respectively, to sample county governments and to sample municipalities and townships of under 5,000 population. A considerably more detailed form (reproduced on pages 43-48) went to sample municipalities and townships of 5,000-plus. As indicated by Table 11, the sample governments that were selected for canvassing included all counties in SMSA's, all municipalities and townships of 50,000-plus, and lesser proportions of other units, ranging from 1-in-2 for municipalities of 25-50 thousand down to 1-in-20 for the smallest governments.

The canvass included successive mail followups to encourage response, and telephone calls to stimulate reporting by relatively large units and to clear up questions about information initially received in some returns. Usable reports were obtained from 81.7 percent of the entire sample panel, including about 94 percent of the cities of 50-250,000.

Four of the 52 cities of 250,000-plus did not provide usable reports in time for survey tabulation. For these, the Census Bureau developed estimates on a few key items by reference to other information sources. In all other instances, the survey findings consist of a summation of data reported directly by sample units, as expanded by the relationship between the number of reporting governments and the total number of units in the respective type-and-size classes of governments (see the "Expansion factor" column of Table 11).

The survey returns were carefully examined by Governments Division staff and were then coded for transcription to computer tape and the preparation of tallies and tabulations.

Limitations of Data

Being based upon information for only a sample of all the governments represented, the reported data represent estimates subject to sampling variation. In other words, the findings differ to an undetermined extent from those that would result from a complete-coverage enumeration. This factor has little bearing upon the findings for municipalities of 50,000 or more inhabitants, which were covered substantially 100 percent, as indicated by Table 11. However, the data in Tables 1 to 4, which include amounts for large numbers of small governments that were rather "thinly" sampled, may involve a consequential amount of sampling variability, and this is probably true also for those items in Tables 5 to 9 that pertain to very small fractions of the governments represented.

Since usable reports were not received from all the designated sample governments, the results may also be subject to some possible bias, to the degree that nonrespondent sample units in the various coverage classes may differ in pertinent respects from those that did report. However, since a relatively high proportion of response was achieved for practically all the sample coverage groups (as shown in Table 11), such possible bias should presumably have little effect upon the data.

It should also be noted that the survey provided for no representation of municipalities and New England-type townships of less than 1,000 population located outside of metropolitan areas. Since some such governments undoubtedly have planning, zoning, and building regulation activities, the data presented in Tables 1 to 4 understate the total nationwide extent of such activities -- especially as to the numbers of individual governments involved. However, this factor is of minor consequence for the personnel and cost data given in Table 3.

Finally, the reported findings may be affected by some reporting errors that were not detected in the examination of survey returns. This factor is no doubt of differing consequence for various items of reported information. While most of the survey inquiry called for relatively simple

facts, some items required more interpretation by the respondent. Furthermore, reporting officials were urged to supply estimates for particular items that could not be based upon explicit underlying data. The questionnaires were designed with care and various items were defined in considerable detail. However, examination of the sample form on pages 43-48 will show some items that called for careful interpretation or judgment by respondents, probably resulting in some unintended differences in local reporting.

This limiting factor may have been of particular consequence for some of the questions about zoning ordinance provisions; (for instance, items 7d and 7e of the form shown on page 45, concerning planned unit developments and "measurable performance standards" for industrial land use); about local "master plans" (item 6); and possibly also for the questions (11c and 11d) about the relationship of the local building code to model codes. Since the time and resources available for this study were too limited to permit intensive followup analysis of information reported on these or other partly judgmental items, findings given for them should probably be recognized as being less firmly based than most of the other data reported.

Table 1. NUMBERS AND PERCENT DISTRIBUTION OF LOCAL GOVERNMENTS WITH PLANNING, ZONING, AND BUILDING REGULATION ACTIVITIES: 1968

Coverage group	Governments with					
	Plan- ning board	Zoning ordin- ance	Sub- division regu- lation	Build- ing code	Housing code	Any build- ing regu- lation ¹
<u>Number of governments</u>						
Total ²	10,717	9,595	8,086	8,344	4,904	14,088
Within SMSA's.....	4,963	5,199	4,509	4,527	2,780	6,264
Outside SMSA's.....	5,754	4,396	3,577	3,817	2,124	7,824
County governments.....	1,596	711	886	415	211	1,796
Municipalities.....	6,673	6,880	5,297	6,484	3,976	8,905
1960 population of:						
1,000 or more.....	6,167	6,140	4,894	5,770	3,470	7,827
Under 1,000 (in SMSA's)	506	740	403	714	506	1,078
New England-type townships	2,448	2,004	1,903	1,445	717	3,387
1960 population of:						
1,000 or more.....	2,359	1,815	1,827	1,356	666	3,273
Under 1,000 (in SMSA's)	89	89	76	89	51	114
<u>Percent distribution</u>						
Total.....	100.0	100.0	100.0	100.0	100.0	100.0
Within SMSA's.....	46.3	54.2	55.8	54.3	56.7	44.5
Outside SMSA's.....	53.7	45.8	44.2	45.7	43.3	55.5
County governments.....	14.9	7.4	11.0	4.9	4.3	12.7
Municipalities.....	62.3	71.7	65.5	77.7	81.1	63.2
1960 population of:						
1,000 or more.....	57.5	64.0	60.5	69.2	70.8	55.6
Under 1,000 (in SMSA's)	4.7	7.7	5.0	8.6	10.3	7.7
New England-type townships	22.8	19.8	23.5	17.3	14.6	24.0
1960 population of:						
1,000 or more.....	22.0	18.9	22.6	16.3	13.6	23.2
Under 1,000 (in SMSA's)	0.8	0.9	0.9	1.1	1.0	0.8

¹These figures cover units reporting any of the other specified types of activity or a local building-permit system.

²The "total" relates to governments subject to sample survey representation, and thus omits (a) all municipalities and townships of less than 1,000 population located outside of SMSA's; and (b) township governments located in states where these governments lack municipal-type powers.

Table 2. PROPORTION OF GOVERNMENTS WITH PLANNING, ZONING, AND BUILDING REGULATION ACTIVITIES, BY SMSA LOCATION AND TYPE AND SIZE OF GOVERNMENT: 1968

Coverage group	Number of governments	Percent of governments with					
		Plan-ning board	Zoning ordin-ance	Subdi-vision regu-lation	Build-ing code	Housing code	Any build-ing regu-lation ¹
Total ²	17,993	59.6	53.3	44.9	46.4	27.3	78.3
Within SMSA's....	7,609	65.2	68.3	59.3	59.5	36.5	82.3
Outside SMSA's...	10,384	55.4	42.3	34.4	36.8	20.5	75.3
County govern-ments.....	3,049	52.3	23.3	29.1	13.6	6.9	58.9
Within SMSA's....	404	80.0	49.3	62.9	39.4	18.6	86.1
Outside SMSA's...	2,645	48.1	19.4	23.9	9.7	5.1	54.7
Municipalities..	9,984	66.8	68.9	53.1	64.9	39.8	89.2
Within SMSA's....	4,977	67.7	74.8	61.2	69.0	44.8	86.2
1960 population of:							
50,000 or more..	314	98.4	98.7	92.7	98.7	85.3	100.0
5,000 to 49,999	1,303	92.9	97.0	90.0	91.8	53.3	99.9
Under 5,000 ..	3,360	54.9	54.0	47.7	57.4	37.8	79.5
Outside SMSA's...	5,007	66.0	63.0	45.0	60.9	34.8	92.2
1960 population of:							
5,000 to 49,999	1,352	91.8	90.5	81.9	73.5	54.4	98.4
1,000 to 4,999	3,675	56.5	52.9	31.3	51.3	27.6	89.3
New England-type townships.....	4,960	49.4	40.4	38.4	29.1	14.5	68.3
Within SMSA's....	2,228	57.1	57.3	54.3	41.9	21.2	73.0
1960 population of:							
5,000 or more..	765	79.1	81.0	74.0	58.7	22.7	91.5
Under 5,000....	1,463	45.7	44.8	44.0	33.5	20.4	63.3
Outside SMSA's...	2,732	43.0	26.6	25.4	18.7	8.9	64.4
1960 population of:							
5,000 or more..	333	79.3	73.9	72.7	52.9	16.2	84.4
1,000 to 4,999.	2,399	37.9	20.1	18.8	15.2	7.9	69.4

¹These figures cover units reporting any of the other specified types of activity or a local building-permit system.

²The "total" relates to governments subject to sample survey representation, and thus omits (a) all municipalities and townships of less than 1,000 population located outside of SMSA's; and (b) township governments located in states where these governments lack municipal-type powers.

Table 3. LOCAL GOVERNMENT EXPENDITURE AND EMPLOYMENT FOR PLANNING, ZONING, AND BUILDING REGULATION ACTIVITIES, BY SMSA LOCATION AND TYPE AND SIZE OF GOVERNMENT: 1967

Coverage group	Expenditure, fiscal 1967			Employees engaged, December 1967				
				Percent part-time	Full-time equivalent employment			Per 100,000 population ¹
	Amount (\$000)	Percent	Per capita ¹		Number	Percent		
Total.....	297,615	100.0	1.66 ²	51,698	39.9	32,773	100.0	18.3 ²
Within SMSA's.....	254,988	85.7	2.16 ²	37,423	28.2	28,083	85.7	23.8 ²
Outside SMSA's.....	42,628	14.3	0.70 ²	14,275	70.5	4,690	14.3	7.7 ²
County governments.....	59,091	19.9	0.46	7,233	(3)	5,949	18.2	4.6
Within SMSA's.....	47,822	16.1	0.54	5,310	11.0	4,894	14.9	5.5
Outside SMSA's.....	11,269	3.8	0.28	1,923	49.2	1,055	3.2	2.5
Municipalities.....	219,287	73.7	1.94	36,301	(3)	24,832	75.8	22.0
Within SMSA's.....	191,784	64.4	2.19	26,894	22.3	21,690	66.2	24.7
1960 population of:								
50,000 or more.....	147,540	49.6	2.31	17,157	3.6	16,712	51.0	26.2
5,000 to 49,999.....	37,720	12.7	1.95	6,208	(3)	4,351	13.3	22.5
Under 5,000.....	6,525	2.2	1.50	3,529	(3)	627	1.9	14.5
Outside SMSA's.....	27,503	10.4	1.08	9,407	69.6	3,142	9.6	12.4
1960 population of:.....								
5,000 or more.....	23,961	9.2	1.34	6,335	(3)	2,836	8.7	15.8
1,000 to 4,999.....	3,541	1.2	0.48	3,072	(3)	306	0.9	4.2
New England-type townships	19,210	6.5	0.94	8,164	(3)	1,992	6.1	9.7
Within SMSA's.....	15,382	5.2	1.04	5,219	76.4	1,499	4.6	10.2
1960 population of:								
5,000 or more.....	14,611	4.9	1.17	2,926	(3)	1,474	4.5	11.8
Under 5,000.....	770	0.3	0.35	2,293	(3)	25	0.1	1.1
Outside SMSA's.....	3,828	1.3	0.65	2,945	87.1	493	1.5	8.4
1960 population of:								
5,000 or more.....	2,943	1.0	1.05	825	(3)	356	1.1	12.8
1,000 to 4,999.....	886	0.3	0.29	2,120	(3)	137	0.4	4.6

¹Except for totals (as indicated by footnote 2), based on 1960 population of the governments reporting such activities.

²Based on 1960 population totals, with SMSA's as defined in 1967.

³Not computed.

Table 4. ANNUAL SALARY RATES OF HIGHEST PAID FULL-TIME PROFESSIONAL OR TECHNICAL EMPLOYEES ENGAGED IN LOCAL PLANNING, ZONING OR BUILDING REGULATION ACTIVITIES, BY TYPE AND SIZE OF GOVERNMENT: DECEMBER 1967

Coverage group (Type of government and size by 1960 population)	Percent of governments that have such activities ¹								Percent of govern- ments with full-time employees reporting a top rate of \$15,000 or more ¹
	With any full-time employees	With no full-time employees	With top annual rate of \$15,000 or more	No such full-time employees, or top annual rate of less than - ²					
				\$15,000	\$12,000	\$9,000	\$7,200	\$6,000	
All governments.....	24	76	2	98	95	89	85	81	8
Within SMSA's.....	32	68	4	96	90	82	77	73	12
Counties.....	74	26	20	80	57	41	34	29	25
Municipalities.....	34	66	4	96	90	81	76	72	12
250,000 or more.....	100	-	88	12	2	2	-	-	88
50,000 to 249,999....	98	2	31	69	31	7	4	2	31
25,000 to 49,999....	96	4	9	91	65	31	15	9	9
10,000 to 24,999....	77	23	5	95	81	57	42	35	7
5,000 to 9,999....	40	60	-	100	98	87	75	65	-
2,500 to 4,999....	20	80	-	100	100	98	92	88	-
1,000 to 2,499....	17	83	-	100	100	97	97	95	-
Less than 1,000....	2	98	-	100	100	99	99	98	-
Townships.....	20	80	1	99	97	92	87	84	3
25,000 or more.....	81	19	4	96	73	42	30	26	5
10,000 to 24,999....	56	44	2	98	96	82	61	47	4
5,000 to 9,999....	21	79	-	100	97	97	95	92	-
2,500 to 4,999....	3	97	-	100	100	100	100	100	-
1,000 to 2,499....	-	100	-	100	100	100	100	100	-
Less than 1,000....	10	90	-	100	100	100	100	100	-
Outside SMSA's.....	18	82	1	99	98	95	91	87	3
Counties.....	20	80	2	98	96	90	86	83	8
25,000 or more.....	40	60	5	95	89	78	71	65	11
10,000 to 24,999....	10	90	-	100	100	95	93	92	-
Less than 10,000....	4	96	-	100	100	100	100	96	-
Municipalities.....	21	79	(3)	100	99	96	91	86	2
25,000 to 49,999....	94	6	5	95	75	46	22	14	5
10,000 to 24,999....	77	23	2	98	95	81	64	41	3
5,000 to 9,999....	36	64	-	100	100	98	94	85	-
2,500 to 4,999....	10	90	-	100	100	100	96	95	-
1,000 to 2,499....	4	96	-	100	100	100	99	97	-
Townships.....	7	93	(3)	100	100	98	96	95	1
25,000 or more.....	80	20	(3)	90	90	40	40	40	13
10,000 to 24,999....	65	35	-	100	100	77	54	47	-
5,000 to 9,999....	22	78	-	100	100	96	93	86	-
2,500 to 4,999....	8	92	-	100	100	100	92	92	-
1,000 to 2,499....	-	100	-	100	100	100	100	100	-

¹Based upon information for the units reporting such data -- i.e., assuming for each coverage group the same proportions for all units having full-time employees as for the 94 percent of such units represented for which this information is available.

²Including percentages shown in second data column.

³Less than one-half of one percent.

Table 5. MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS
WITH BUILDING REGULATION ACTIVITIES: 1968

Coverage group	Governments in existence, 1967 ¹		Regulating governments		1960 population of regulating governments	
	1960 popu- lation				Number (000)	Percent of total
	Number	(000)	Number	Percent		
Total.....	4,067	118,132	3,931	96.7	116,347	100.0
Within SMSA's.....	2,382	96,820	2,317	97.3	95,638	82.2
Municipalities of 50,000-plus....	314	63,822	314	100.0	63,822	54.9
Municipalities of 5,000-49,999..	1,303	19,353	1,303	100.0	19,353	16.6
Townships of 5,000-plus....	765	13,645	700	91.5	12,463	10.7
Outside SMSA's.....	1,685	21,312	1,614	95.8	20,709	17.8
Municipalities of 5,000-49,999..	1,352	18,052	1,333	98.6	17,917	15.4
Townships of 5,000-plus....	333	3,260	281	84.4	2,792	2.4

¹From 1967 Census of Governments; SMSA's as defined in 1967.

Table 6. SUMMARY OF PLANNING, ZONING, AND BUILDING REGULATION ACTIVITIES OF MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1968

Item	Total	Total	Within SMSA's			Outside SMSA's		
			Municipalities		Town- ships	Total	Municipalities	Town- ships
			50,000- plus	5,000- 49,999				
<u>Number of governments</u>								
Total.....	4,067	2,382	314	1,303	765	1,685	1,352	333
Governments with -								
Planning board.....	3,630	2,125	309	1,211	605	1,505	1,241	264
Zoning ordinance.....	3,664	2,194	310	1,264	620	1,470	1,224	246
Subdivision regu- lation.....	3,379	2,030	291	1,173	566	1,349	1,107	242
Building code.....	3,273	1,950	310	1,196	444	1,323	1,176	147
Housing code.....	1,926	1,137	268	695	174	789	735	54
Any building regu- lation ¹	3,931	2,317	314	1,303	700	1,614	1,333	281
<u>Percent of governments</u>								
With -								
Planning board.....	89.3	89.2	98.4	92.9	79.1	89.3	91.8	79.3
Zoning ordinance.....	90.1	92.1	98.7	97.0	81.0	87.2	90.5	73.9
Subdivision regu- lation.....	83.1	85.2	92.7	90.0	74.0	80.1	81.9	72.7
Building code.....	80.5	81.9	98.7	91.8	58.0	78.5	87.0	44.1
Housing code.....	47.4	47.7	85.3	53.3	22.7	46.8	54.4	16.2
Any building regu- lation ¹	96.7	97.3	100.0	100.0	91.5	95.8	98.6	84.4

¹Governments reporting any of the particular types of activity specified or a local building-permit system.

Table 7. EXPENDITURE FOR PLANNING, ZONING, AND BUILDING REGULATION BY
MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967

Item	Governments in SMSA's				
	Total	Total	Cities of 50,000+	All other	Governments outside SMSA's
<u>Expenditure (\$000)</u>					
Total.....	226,776	199,871	147,540	52,331	26,905
Planning, zoning, and sub- division regulation.....	70,543	58,972	39,777	19,195	11,571
Code administration, including inspection.....	156,543	140,892	107,762	33,130	15,332
Payments to consultants (included in total).....	10,473	7,464	4,171	3,293	3,009
Expenditure financed from Federal grants.....	9,630	8,020	6,880	1,140	1,610
<u>Per capita expenditure (\$)¹</u>					
Total.....	1.95	2.09	2.31	1.64	1.30
Planning, zoning, and sub- division regulation.....	0.61	0.62	0.62	0.60	0.56
Code administration, including inspection.....	1.35	1.47	1.69	1.04	0.74
Payments to consultants (included in total).....	0.09	0.08	0.07	0.10	0.15
Expenditure financed from Federal grants.....	0.08	0.08	0.11	0.03	0.08
<u>Percent of total expenditure</u>					
Total.....	100.0	100.0	100.0	100.0	100.0
Planning, zoning, and sub- division regulation.....	31.0	29.5	27.0	36.7	43.0
Code administration, including inspection.....	69.0	70.5	73.0	63.3	57.0
For payments to consultants...	4.6	3.7	2.8	6.3	11.2
Financed from Federal grants..	4.2	4.0	4.7	2.2	6.0
<u>Exhibit: 1960 population of governments with such expenditures.....</u>	116,347	95,638	63,822	31,816	20,709

¹Based on population data shown as final table entry.

Table 8. EMPLOYMENT AND PAYROLLS FOR PLANNING, ZONING, AND BUILDING
REGULATION BY MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF
5,000-PLUS: DECEMBER 1967

Item	Total	Governments in SMSA's			Governments outside SMSA's
		Total	Municipalities of 50,000+	All other	
<u>Number of employees</u>					
Total.....	33,451	26,291	17,156	9,135	12,560
Full-time.....	24,372	21,545	16,536	5,009	2,827
Part-time.....	9,079	4,746	620	4,126	4,333
Full-time equivalent, total ¹ ..	26,026	22,658	16,743	5,915	3,368
Professional and technical ² ..	19,258	16,588	12,118	4,470	2,670
Other employees.....	6,768	6,070	4,625	1,445	698
Planning, zoning, and sub-division regulation.....	6,999	5,767	3,871	1,896	1,232
Professional and technical ² ..	4,731	3,833	2,533	1,300	898
Other employees.....	2,268	1,934	1,338	596	334
Code administration, including inspection.....	19,027	16,891	12,872	4,019	2,136
Professional and technical ² ..	14,527	12,755	9,585	3,170	1,772
Other employees.....	4,500	4,136	3,287	849	364
<u>Monthly payroll (\$000)</u>					
Total.....	16,044	14,415	10,830	3,585	1,629
Planning, zoning, and sub-division regulation.....	4,535	3,909	2,797	1,112	626
Code administration, including inspection.....	11,509	10,506	8,033	2,473	1,003
<u>Average monthly pay, full-time employees (\$)</u>					
Planning, zoning, and sub-division regulation:					
Professional and technical ² ..	756	797	845	688	561
Other full-time employees....	450	463	490	366	366
Code administration, including inspection:					
Professional and technical ² ..	672	693	697	679	504
Other full-time employees....	399	406	411	379	302
<u>Percent of full-time equivalent employment</u>					
Total.....	100.0	100.0	100.0	100.0	100.0
Planning, zoning, and sub-division regulation.....	26.9	25.4	23.2	32.1	36.6
Professional and technical ² ..	18.2	16.9	15.2	22.0	26.7
Other employees.....	8.7	8.5	8.0	10.1	9.9
Code administration, including inspection.....	73.1	74.5	77.2	68.0	63.4
Professional and technical ² ..	55.8	56.3	57.5	53.6	52.6
Other employees.....	17.3	18.3	19.7	14.4	10.8

¹Including full-time equivalent of part-time employees.

²"Professional and technical" includes all inspection personnel.

Table 9. DETAILED DATA ON PLANNING, ZONING, BUILDING CODES, AND FIRE-SAFETY REGULATIONS FOR MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967-68

Item	Within SMSA's					Outside SMSA's		
	Total	Total	Municipalities		Townships	Total	Municipalities	Townships
			50,000-plus	5,000-49,999				
A. Governments Represented								
Number.....	4,067	2,382	314	1,303	765	1,685	1,352	333
Percent distribution.....	100.0	58.6	7.7	32.0	18.8	41.4	33.2	8.2
B. Planning Boards								
Governments with planning boards:								
Number.....	3,630	2,125	309	1,211	605	1,505	1,241	264
Percent of all governments.....	89.3	89.2	98.4	92.9	79.1	89.3	91.8	79.3
Average membership of planning boards.....	7.5	7.3	9.1	7.4	6.3	7.7	8.0	6.3
Meeting hours per board, past 12 months...	62.7	70.2	94.4	60.5	76.9	52.1	46.1	79.4
C. Zoning Ordinances								
Governments with zoning ordinances:								
Number.....	3,664	2,194	310	1,264	620	1,470	1,224	246
Percent of all governments.....	90.1	92.1	98.7	97.0	81.0	87.2	90.5	73.9
Percent with zoning ordinance first enacted in:								
1960-1967.....	14.8	11.0	3.9	11.1	14.4	20.5	19.9	24.0
1950-1959.....	31.5	29.7	11.9	32.3	33.2	34.1	32.8	41.1
1940-1949.....	18.0	16.6	11.6	15.1	22.3	20.1	20.8	16.3
Pre -1940.....	30.6	37.6	67.4	37.6	22.9	20.1	21.6	13.0
Year not reported.....	5.1	5.2	5.2	4.0	7.4	5.0	5.0	4.9
Percent with present zoning ordinance enacted or comprehensively revised in:								
1967.....	19.4	17.1	13.9	17.1	18.9	22.9	22.4	25.2
1966.....	7.6	7.2	6.5	6.0	10.0	8.2	6.5	16.3
1964-1965.....	16.6	18.0	9.7	20.6	16.8	14.6	15.2	11.8
1962-1963.....	10.4	9.8	11.0	8.6	11.6	11.3	10.7	14.2
1960-1961.....	10.5	10.8	13.2	11.0	9.0	10.1	9.3	14.2
1950-1959.....	21.4	22.3	30.0	22.9	17.4	20.1	21.9	11.0
1940-1949.....	3.8	3.4	8.1	3.0	1.9	4.3	4.7	2.0
Pre -1940.....	1.7	2.2	3.5	2.7	0.5	1.0	1.2	-
Year not reported.....	8.6	9.3	3.5	8.2	14.2	7.6	8.1	4.9
Governments with zoning appeals boards:								
Number.....	3,310	1,951	276	1,089	596	1,359	1,113	246
Percent of all governments with zoning ordinances.....	90.3	88.9	89.0	86.2	94.5	92.4	90.9	100.0
Average membership of zoning appeals boards.....	5.4	5.2	5.9	5.4	4.5	5.6	5.7	5.2
Meeting hours per zoning appeals board, past 12 months.....	33.3	40.7	59.7	30.9	49.5	22.6	19.9	35.0
Governments with a published "master plan" or "comprehensive plan" of future land use:								
Number.....	2,751	1,581	275	857	449	1,170	994	176
Percent of all zoning governments.....	75.1	72.1	88.7	67.8	72.4	79.6	81.2	71.5
Year of publication of latest "master plan" (percent):								
1967.....	24.4	22.5	20.4	20.0	28.5	27.1	28.6	18.7
1966.....	9.0	11.0	6.5	10.9	14.0	6.3	5.5	10.8
1964-1965.....	18.7	18.0	17.8	18.3	17.4	19.7	19.2	22.7
1962-1963.....	15.1	16.5	16.0	15.8	18.3	13.2	13.2	13.1
1960-1961.....	10.5	9.4	15.3	9.3	6.0	12.0	12.6	8.5
1955-1959.....	13.4	12.0	14.9	12.7	8.7	15.4	15.2	16.5
Pre -1955.....	2.7	4.3	7.3	4.9	1.3	0.4	0.5	-
Year not reported.....	6.0	6.2	1.8	8.1	5.3	5.7	5.3	8.0

Table 9. DETAILED DATA ON PLANNING, ZONING, BUILDING CODES, AND FIRE-SAFETY REGULATIONS FOR MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967-68 (Continued)

Item	Within SMSA's					Outside SMSA's		
	Total	Municipalities		Townships	Total	Municipalities		
		50,000- plus	5,000- 49,999			Townships	Townships	
C. Zoning Ordinances (continued)								
Governments reporting zoned lot-size minimum for new 1-family houses:								
Number.....	3,438	2,046	290	1,158	598	1,392	1,147	245
Percent of all zoning governments.....	93.8	93.3	93.5	91.6	96.5	94.7	93.7	99.6
Percent of all zoning governments with lowest-minimum lot size for new 1-family houses of:								
1 acre or more.....	1.1	1.1	-	1.2	1.5	1.0	0.7	2.8
0.5 acre or more.....	4.6	5.1	0.3	3.2	11.3	3.9	0.7	20.3
0.25 acre or more.....	17.3	18.8	2.9	9.2	46.3	15.1	7.4	53.3
Less than 0.25 acre.....	76.5	74.5	90.6	82.4	50.2	79.6	86.3	46.3
Data not reported.....	6.2	6.7	6.5	8.4	3.5	5.3	6.3	0.4
Percent of all zoning governments with any zone(s) involving a minimum lot size for new 1-family houses of:								
2 acres or more.....	8.8	10.8	7.1	8.8	16.6	5.9	3.6	17.1
1 to 1.99 acres.....	16.7	20.0	15.5	13.2	36.1	11.7	6.7	36.6
0.5 to 0.99 acre.....	28.2	32.8	25.5	20.8	61.0	21.3	11.7	69.1
0.25 to 0.49 acre.....	46.7	50.4	43.2	40.3	74.7	41.1	35.1	70.7
Less than 0.25 acre.....	77.6	75.5	92.3	84.0	49.7	80.7	87.7	46.3
Data not reported.....	6.2	6.7	6.5	8.4	3.5	5.3	6.3	0.4
Zoning governments with any zone(s) permitting new apartments (3+ dwelling units):								
Number.....	3,176	1,869	299	1,125	445	1,307	1,115	192
Percent of all zoning governments.....	86.7	85.2	96.5	89.0	71.8	88.9	91.1	78.0
Zoning governments with some exclusively industrial and/or commercial zone(s):								
Number.....	2,570	1,591	265	886	440	979	810	169
Percent of all zoning governments.....	70.1	72.5	85.5	70.1	71.0	66.6	66.2	68.7
Zoning governments with explicit provisions for "planned unit developments":								
Number.....	1,632	1,037	194	596	247	595	539	56
Percent of all zoning governments.....	44.5	47.3	62.6	47.2	39.8	40.5	44.0	22.8
Zoning governments that zone any floor-area minimums for new 1-family houses:								
Number.....	1,654	1,146	88	637	421	508	377	131
Percent of all zoning governments.....	45.1	52.2	28.4	50.4	67.9	34.6	30.8	53.3
Percent distribution by lowest such floor-area minimum applied:								
1,000 square feet or more.....	7.6	8.8	6.5	11.4	4.8	5.8	4.5	12.2
800 to 999 square feet.....	13.5	17.5	5.5	17.7	23.1	7.4	5.1	18.7
600 to 799 square feet.....	15.8	17.6	9.7	12.3	32.4	13.0	13.4	11.0
Under 600 square feet.....	3.9	3.6	5.8	2.9	3.9	4.4	4.0	6.5
Minimum area not reported.....	4.4	4.6	1.0	6.0	3.7	3.9	3.8	4.9
Zoning governments reporting on rezoning petitions:								
Number.....	3,075	1,877	295	1,023	559	1,198	1,011	187
Percent of all zoning governments.....	83.9	85.6	95.2	80.9	90.2	81.5	82.6	76.0
Rezoning petitions acted upon by governing bodies, past 12 months:								
Number.....	34,548	26,156	12,173	9,883	4,100	8,392	7,367	1,025
Average per reporting government.....	11.2	13.9	41.3	9.7	7.3	7.0	7.3	5.5
Percent approved wholly or in part....	73.1	72.9	72.2	74.6	70.8	73.7	73.1	78.0

Table 9. DETAILED DATA ON PLANNING, ZONING, BUILDING CODES, AND FIRE-SAFETY REGULATIONS FOR MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967-68 (Continued)

Item	Within SMSA's					Outside SMSA's		
	Total	Municipalities		Townships	Total	Municipalities		Townships
		50,000-plus	5,000-49,999			Townships	Townships	
C. Zoning Ordinances (continued)								
Zoning governments reporting on requests for zoning variances:								
Number.....	3,101	1,892	293	1,081	518	1,209	1,024	185
Percent of zoning governments.....	84.6	86.2	94.5	85.5	83.5	82.2	83.7	75.2
Zoning variances receiving final action, past twelve months:								
Number.....	72,980	58,347	26,232	17,357	14,758	14,633	10,644	3,898
Average per reporting government.....	23.5	30.8	89.5	16.1	28.5	12.1	10.4	21.6
Percent approved.....	78.2	78.4	77.5	79.8	78.4	77.4	79.4	72.0
D. Building Codes								
Governments with building codes:								
Number.....	3,273	1,950	310	1,196	444	1,323	1,176	147
Percent of all governments.....	80.5	81.9	98.7	91.8	58.0	78.5	87.0	44.1
Percent of present building codes enacted or last comprehensively revised in:								
1967.....	29.6	25.7	31.6	28.6	14.0	35.3	36.6	24.5
1966.....	7.9	7.5	11.9	5.9	8.8	8.5	8.3	9.5
1964-1965.....	17.5	19.1	20.6	18.7	19.1	15.2	14.5	20.4
1962-1963.....	6.9	6.3	5.8	6.9	5.2	7.7	7.9	6.1
1960-1961.....	7.7	8.1	8.1	5.9	14.0	7.0	7.4	4.1
1950-1959.....	19.1	21.6	14.5	21.1	28.2	15.3	14.2	24.5
Pre -1950.....	7.0	8.3	5.2	8.4	9.9	5.1	4.8	8.2
Year not reported.....	4.2	3.2	2.3	4.3	0.9	5.6	6.3	-
Building-code governments using National Electrical Code:								
Number.....	2,556	1,452	266	925	261	1,104	1,009	95
Percent of all building-code governments	78.1	74.5	85.8	77.3	58.8	83.4	85.8	64.6
Building-code governments using National Plumbing Code:								
Number.....	1,438	819	114	509	196	619	560	59
Percent of all building-code governments	43.9	42.0	36.8	42.6	44.1	46.8	47.6	40.1
Number of building codes:								
Substantially incorporating one of four national or regional model codes.....	1,717	948	153	645	150	769	712	57
Based on one of four national or regional model codes, with modifications.....	482	319	77	173	69	163	150	13
Based on State-recommended model code...	589	337	29	182	126	252	210	42
None of foregoing applies.....	383	279	44	154	81	104	70	34
Relation to model codes not reported....	105	69	7	43	19	36	36	-
Percent of building codes:								
Substantially incorporating one of four national or regional model codes.....	52.5	48.6	49.4	53.9	33.8	58.1	60.5	38.8
Based on one of four national or regional model codes, with modifications.....	14.7	16.4	24.8	14.5	15.5	12.3	12.8	8.8
Based on State-recommended model code...	18.0	17.3	9.4	15.2	28.4	19.0	17.9	28.6
None of foregoing applies.....	11.7	14.3	14.2	12.9	18.2	7.9	6.0	23.1
Relation to model codes not reported....	3.2	3.5	2.3	3.6	4.3	2.7	3.1	-

Table 9. DETAILED DATA ON PLANNING, ZONING, BUILDING CODES, AND FIRE-SAFETY REGULATIONS FOR MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967-68 (Continued)

Item	Total	Within SMSA's			Outside SMSA's			
		Municipalities		Townships	Municipalities		Townships	
		50,000-plus	5,000-49,999		Total	Townships		
<u>C. Zoning Ordinances (continued)</u>								
Zoning governments reporting on requests for zoning variances:								
Number.....	3,101	1,892	293	1,081	518	1,209	1,024	185
Percent of zoning governments.....	84.6	86.2	94.5	85.5	83.5	82.2	83.7	75.2
Zoning variances receiving final action, past twelve months:								
Number.....	72,980	58,347	26,232	17,357	14,758	14,633	10,644	3,898
Average per reporting government.....	23.5	30.8	89.5	16.1	28.5	12.1	10.4	21.6
Percent approved.....	78.2	78.4	77.5	79.8	78.4	77.4	79.4	72.0
<u>D. Building Codes</u>								
Governments with building codes:								
Number.....	3,273	1,950	310	1,196	444	1,323	1,176	147
Percent of all governments.....	80.5	81.9	98.7	91.8	58.0	78.5	87.0	44.1
Percent of present building codes enacted or last comprehensively revised in:								
1967.....	29.6	25.7	31.6	28.6	14.0	35.3	36.6	24.5
1966.....	7.9	7.5	11.9	5.9	8.8	8.5	8.3	9.5
1964-1965.....	17.5	19.1	20.6	18.7	19.1	15.2	14.5	20.4
1962-1963.....	6.9	6.3	5.8	6.9	5.2	7.7	7.9	6.1
1960-1961.....	7.7	8.1	8.1	5.9	14.0	7.0	7.4	4.1
1950-1959.....	19.1	21.6	14.5	21.1	28.2	15.3	14.2	24.5
Pre -1950.....	7.0	8.3	5.2	8.4	9.9	5.1	4.8	8.2
Year not reported.....	4.2	3.2	2.3	4.3	0.9	5.6	6.3	-
Building-code governments using National Electrical Code:								
Number.....	2,556	1,452	266	925	261	1,104	1,009	95
Percent of all building-code governments	78.1	74.5	85.8	77.3	58.8	83.4	85.8	64.6
Building-code governments using National Plumbing Code:								
Number.....	1,438	819	114	509	196	619	560	59
Percent of all building-code governments	43.9	42.0	36.8	42.6	44.1	46.8	47.6	40.1
Number of building codes:								
Substantially incorporating one of four national or regional model codes.....	1,717	948	153	645	150	769	712	57
Based on one of four national or regional model codes, with modifications.....	482	319	77	173	69	163	150	13
Based on State-recommended model code...	589	337	29	182	126	252	210	42
None of foregoing applies.....	383	279	44	154	81	104	70	34
Relation to model codes not reported....	105	69	7	43	19	36	36	-
Percent of building codes:								
Substantially incorporating one of four national or regional model codes.....	52.5	48.6	49.4	53.9	33.8	58.1	60.5	38.8
Based on one of four national or regional model codes, with modifications.....	14.7	16.4	24.8	14.5	15.5	12.3	12.8	8.8
Based on State-recommended model code...	18.0	17.3	9.4	15.2	28.4	19.0	17.9	28.6
None of foregoing applies.....	11.7	14.3	14.2	12.9	18.2	7.9	6.0	23.1
Relation to model codes not reported....	3.2	3.5	2.3	3.6	4.3	2.7	3.1	-

Table 9. DETAILED DATA ON PLANNING, ZONING, BUILDING CODES, AND FIRE-SAFETY REGULATIONS FOR MUNICIPALITIES AND NEW ENGLAND-TYPE TOWNSHIPS OF 5,000-PLUS: 1967-68 (Continued)

Item	Within SMSA's					Outside SMSA's		
	Total	Total	Municipalities		Townships	Total	Municipalities	Townships
			50,000-plus	5,000-49,999				
E. Fire Safety Regulations								
Use of fire-retardant wood in fire-resistive construction (Type 1 and Type 2). Percent of all governments:								
Reporting such use permitted.....	51.1	49.9	71.7	53.9	34.1	52.8	56.4	38.1
Reporting such use prohibited.....	24.4	25.7	22.9	31.2	17.4	22.7	24.4	15.6
Not reporting.....	24.5	24.5	5.4	15.0	48.6	24.5	19.2	46.2
Are flame-spread characteristics of interior finish regulated in multifamily residential structures (3+ dwelling units)? Percent of all governments:								
Reporting yes.....	48.2	53.4	68.2	59.6	36.9	40.8	43.9	27.9
Reporting no.....	26.7	22.2	28.0	23.3	17.9	32.9	35.3	23.4
Not reporting.....	25.2	24.4	3.8	17.0	45.4	26.2	20.8	48.3
Are parapets required on party walls in row housing structures? Percent of all governments:								
Reporting yes.....	42.2	42.7	47.8	50.7	27.1	41.4	46.0	22.8
Reporting no.....	30.7	29.7	47.5	28.7	24.1	32.0	33.4	26.4
Not reporting.....	27.0	27.4	4.8	20.4	48.6	26.4	20.6	50.2
Hours of minimum fire-resistance rating required for fire division walls in mercantile buildings:								
Percent of all governments providing usable reports.....								
Percent of usable-report units reporting:								
1 hour or less.....	29.4	30.4	26.1	36.3	14.4	27.7	26.8	38.6
2 hours.....	33.8	36.3	35.7	30.2	57.8	29.4	29.1	32.9
3 hours.....	12.1	13.7	13.6	11.9	20.2	9.3	9.1	11.4
4 hours.....	24.7	19.6	24.6	21.7	7.6	33.6	35.0	17.1
Maximum permitted distance to exit of dead-end corridors in multifamily residential buildings:								
Percent of all governments providing usable reports.....								
Percent of usable-report units reporting:								
25 feet or less.....	34.6	39.4	44.0	44.0	6.9	27.1	29.7	6.2
25 to 50 feet.....	24.8	23.7	25.3	21.6	31.7	26.7	25.1	39.5
51 to 75 feet.....	13.0	14.3	12.5	11.7	31.0	11.1	8.9	28.4
76 to 100 feet.....	18.9	14.9	12.5	15.6	15.2	25.4	26.5	17.3
101 feet or more.....	8.6	7.9	5.8	7.2	15.2	9.7	9.8	8.6
Minimum fire-resistance rating required for corridor walls in 4+-story residential structures:								
Percent of all governments providing usable reports.....								
Percent of usable-report units reporting:								
1 hour or less.....	53.7	55.1	58.9	61.9	16.7	51.3	53.6	29.2
2 hours.....	38.6	38.9	36.5	32.1	74.7	38.0	34.5	70.8
3 hours.....	3.9	3.2	2.1	3.5	3.7	5.2	5.8	-
4 hours.....	3.8	2.8	2.5	2.5	4.9	5.5	6.1	-

Table 10. PROPORTIONS OF LOCAL BUILDING CODES THAT ENTIRELY PROHIBIT VARIOUS FEATURES IN RESIDENTIAL CONSTRUCTION: 1968

(Based on Data for Municipalities and New England-type Townships of 5,000-plus)

Construction Feature Prohibited	Percent of govern- ments with building codes ¹		Percent of building code governments spe- cifically reporting ²	
	All ³	"Model code" governments ⁴	All ³	"Model code" governments ⁴
Plastic pipe in drainage system....	62.6	61.7	68.9	67.6
2" by 4" studs 24" on center in non-load-bearing interior partitions.....	47.3	43.5	50.6	46.1
Preassembled electrical wiring harness at electrical service entrance.....	45.7	44.8	51.2	49.1
Preassembled combination drain, waste, and vent plumbing system for bathroom installation.....	42.2	39.6	46.8	43.2
2" by 3" studs in non-load-bearing interior partitions.....	35.8	34.7	38.3	36.9
Party walls without continuous air space.....	26.8	27.4	30.6	30.7
Single top and bottom plates in non-load-bearing interior partitions.....	24.5	23.5	26.2	24.8
Wood frame exterior for multi- family structures 3 stories or less ⁵	24.1	22.0	26.7	23.5
½" sheathing in lieu of corner bracing in wood frame construction	20.4	21.1	22.0	22.3
Prefabricated metal chimneys.....	19.1	16.9	20.5	18.0
Nonmetallic sheathed electric cable	13.0	13.0	14.5	14.4
Wood roof trusses 24" on center....	10.0	10.3	10.7	11.1
Copper pipe in drainage systems....	8.6	9.4	9.3	10.0
Bathroom ducts in lieu of operable windows.....	6.0	5.3	6.4	5.6

¹Units so reporting as a percent of all building code governments in each group (including those that did not specifically report "yes" or "no" for particular construction features).

²Units so reporting as a percent of those reporting either "yes" or "no" (i.e., excluding those not giving this information for particular construction features)

³These data pertain to the 3,273 municipalities and New England-type townships of 5,000-plus that have building codes.

⁴These data pertain to the 2,199 units (of the 3,273 total) that have building codes reportedly based primarily upon one of the four national or regional model codes.

⁵Calculation excludes governments that entirely prohibit frame residential construction (77 altogether, including 59 "model code" governments).

Table 11. SUMMARY OF SURVEY COVERAGE AND RESPONSE, BY COVERAGE CLASS

Coverage Class (By location, type, and 1960-population size)	Govts. repre- sented ¹ (a)	Subject to survey		Usable reports (d)	Percent response (e) ²	Ex- pansion factor (f) ³
		Fraction (b)	Number (c)			
Total.....	17,993	xxx	3,104	2,537	81.7	xxx
Within SMSA's, total...	7,609	xxx	1,677	1,408	84.0	xxx
Counties.....	404	1/1	404	357	88.4	xxx
Municipalities.....	4,977	xxx	946	816	86.3	xxx
250,000 or more ⁴	52	1/1	52	52	100.0	1.00
50,000 to 249,999..	262	1/1	262	247	94.3	1.06
25,000 to 49,999..	212	1/2	106	96	90.6	2.21
10,000 to 24,999..	505	1/4	126	103	81.7	4.90
5,000 to 9,999..	586	1/5	117	88	75.2	6.66
2,500 to 4,999..	666	1/10	66	57	86.4	11.68
1,000 to 2,499..	1,032	1/20	51	45	88.2	22.93
Less than 1,000..	1,662	1/10	166	128	77.1	12.98
Townships ⁵	2,228	xxx	327	235	71.9	xxx
50,000 or more.....	28	1/1	28	22	78.6	1.27
25,000 to 49,999..	86	1/2	45	32	71.1	2.70
10,000 to 24,999..	287	1/4	71	46	64.8	6.24
5,000 to 9,999..	364	1/5	72	42	58.3	8.67
2,500 to 4,999..	484	1/10	48	40	83.3	12.10
1,000 to 2,499..	687	1/20	34	30	88.2	22.90
Less than 1,000..	292	1/10	29	23	79.3	12.70
Outside SMSA's, total..	10,348	xxx	1,427	1,129	79.1	xxx
Counties.....	2,645	xxx	628	492	78.3	xxx
25,000 or more.....	755	1/3	251	197	78.5	3.83
10,000 to 24,999..	1,064	1/5	212	152	71.7	7.00
Less than 10,000..	826	1/5	165	143	86.7	5.78
Municipalities.....	5,007	xxx	579	475	82.0	xxx
25,000 to 49,999..	158	1/2	79	72	91.1	2.19
10,000 to 24,999..	482	1/4	120	98	81.7	4.92
5,000 to 9,999..	712	1/5	142	110	77.5	6.47
2,500 to 4,999..	1,127	1/10	112	94	83.9	11.99
1,000 to 2,499..	2,528	1/20	126	101	80.2	25.03
Townships ⁵	2,732	xxx	220	162	73.6	xxx
25,000 or more.....	10	1/2	5	5	100.0	2.00
10,000 to 24,999..	93	1/4	23	17	73.9	5.47
5,000 to 9,999..	230	1/5	46	32	69.6	7.19
2,500 to 4,999..	544	1/10	54	37	68.5	14.70
1,000 to 2,499..	1,855	1/20	92	71	77.2	26.13

¹Numbers in existence early in 1967, as recorded by the 1967 Census of Governments.

²Column (d) divided by column (c). ³Column (a) divided by column (d).

⁴Count of "usable reports" includes 4 cities not reporting, for which key items were derived or estimated from other sources by Census Bureau staff.

⁵Limited to townships in 11 states; see text.

APPENDIX A

COVERAGE OF "COMMUNITY IMPROVEMENT PROGRAMS" AS OF THE END OF CALENDAR 1967

Of the various programs administered by the Department of Housing and Urban Development, those involving urban renewal and public housing projects, as well as certain mortgage insurance programs, are available only to communities that have in effect a "Workable Program for Community Improvement" (or "CIP"). Plans for such programs are developed locally and submitted to HUD for approval and periodic recertification. A quarterly "Status Report on the Workable Program for Community Improvement" is prepared by HUD, which lists all localities which presently have or previously have had such a program. That report for the quarter ended December 31, 1967, was used to derive the figures given below.

Coverage of detailed data

Most of the analysis below is limited to CIP certifications for municipal and township governments within the continental United States, thus omitting 103 currently effective programs and 24 programs with certification "in process" for Indian reservations, county governments, and localities in Puerto Rico and Guam. On this basis, the programs covered in detail below were as follows:

	<u>Total</u>	<u>Municipalities</u>	<u>Townships</u>
CIP certification in effect.....	1,325	1,279	46
CIP certification expired but recertification in process.....	<u>266</u>	<u>248</u>	<u>18</u>
Total of foregoing.....	1,591	1,527	64

Townships

In New England and certain states elsewhere, townships may exercise powers more commonly assigned to municipalities. The CIP figures reflect this phenomenon, but to only a very minor extent. The 46 township governments with a certified CIP are an extremely small percentage of the nearly 8,000 townships in such states. As would be expected, most of the "covered" townships are fairly populous: 34 of the 46 have at least 10,000 inhabitants; however, these constitute less than 7 percent of all townships of 10,000-plus in the states where townships may exercise municipal-type powers. Adding similarly "large" townships for which recertification is in process, this proportion would approach 10 percent.

Municipalities

Nearly one-half of all municipal programs currently certified are for communities of less than 10,000 population -- i.e., 592 of 1,279, or 46 percent. A little more than one-third -- 447, or 35 percent -- are for municipalities within metropolitan areas. Current certification applies to 7.1 percent of all the municipalities in the Nation, including 9.0 percent of those in SMSA's and 6.3 percent of those outside such areas. When pending "in process" recertifications are added, these proportions rise to a national average of 8.4 percent, including 11.2 percent of all municipalities in metropolitan areas and 7.3 percent of those elsewhere. Following are summary figures showing these relationships, and also comparative data limited to municipalities of 1,000-plus.

	<u>All Municipalities</u>			<u>Municipalities of 1,000-plus</u>		
	Total	Within SMSA's	Outside SMSA's	Total	Within SMSA's	Outside SMSA's
Number in existence*.....	18,048	4,977	13,071	8,320	3,315	5,005
Currently certified under CIP:						
Number.....	1,279	447	832	1,176	443	733
Percent.....	7.1	9.0	6.3	14.1	13.4	14.6
Certified or with certification in process:						
Number.....	1,527	559	968	1,413	551	862
Percent.....	8.4	11.2	7.3	17.0	16.6	17.2

*From 1967 Census of Governments.

As would be expected, the proportion of CIP coverage is positively correlated with the population size of municipalities. Of the cities of 50,000-plus, 58 percent have a currently certified program; the proportion is 39 percent for cities of 25-50 thousand, and then drops off successively to 7 percent for municipalities of 1-5 thousand and only 1 percent for the large group of municipalities (numbering nearly 10,000) under 1,000 population.

Following is a summary of coverage percentages, by city size groups and SMSA/non-SMSA location:

		City population-size, 1960 (in thousands)					
		50-plus	25-50	10-25	5-10	1-5	Under 1
Percent of municipalities currently certified:							
Within SMSA's.....	58.0	30.7	17.4	9.0	3.2	0.2	
Outside SMSA's.....	-	50.6	35.5	21.2	9.1	1.2	
All areas.....	58.0	39.2	26.2	15.7	7.2	1.0	
Percent of municipalities certified or with re-certification in process:							
Within SMSA's.....	73.6	39.6	20.8	11.4	13.8	0.4	
Outside SMSA's.....	-	61.3	42.1	25.6	10.4	1.4	
All areas.....	73.6	48.9	31.2	19.2	8.3	1.2	

It will be observed that in every population-size group the suburban municipal units in metropolitan areas reflect a considerably smaller percentage of coverage than that shown for units outside of metropolitan areas. However, county programs tend to compensate for this phenomenon, as more fully indicated below under "Population Coverage."

Largest Municipalities

A special tally was developed for the 43 cities of 300,000-plus population, which altogether had 37.4 million inhabitants in 1960. Of this group, four cities (Phoenix, Long Beach, Louisville, and Houston), with a total 1960 population of 2.1 million, apparently have no current program and no recertification pending. Seven, with a 1960 population of 4 million, had a recertification pending at the end of 1967. Thus, for this largest-size group, the proportion of current CIP coverage averaged 74 percent in terms of number of cities, or 84 percent in terms of population; and if pending recertifications were included, these proportions would be raised to 91 and 94 percent respectively.

Population Coverage

In terms of 1960 population, it can be estimated that the 1,279 currently certified municipal programs involve areas with 57.5 million persons -- i.e., a little less than one-third of the Nation's total population, or 49 percent of the population of all municipalities.¹ Seven-eighths of this coverage relates to metropolitan areas, as indicated by the following distribution:

	1960 population of municipalities with currently certified programs	
	Number (000)	Percent
Total.....	57,504	100.0
Within SMSA's.....	50,232	87.3
Cities of 300,000-plus.....	31,304	54.4
Cities of 50-300 thousand.....	14,760	25.7
Municipalities under 50,000....	4,168	7.2
Outside SMSA's.....	7,232	12.7

Currently certified programs involve municipalities with the following proportions of the population of the several groups:

Within SMSA's:	
Cities of 300,000-plus.....	83.8
Cities of 50-300 thousand.....	55.3
Municipalities under 50,000.....	17.2
Municipalities outside SMSA's.....	25.1

Again as in the data for numbers of certified programs, it appears that there is a materially smaller proportion of coverage for non-central cities in metropolitan areas (i.e., those of under 50,000) than for municipalities of similar size outside metropolitan areas. As a matter of fact, when the estimated population coverage of certified small-city programs in metropolitan areas is compared to the total population of the non-central-city portions of metropolitan areas, the resulting proportion is only 7.7 percent. By comparison, the certified municipal programs outside SMSA's account for 11.9 percent of the total population of non-metropolitan territory.

¹ Except for the 43 largest cities, which were treated on an individual-unit basis, these estimates assume that "certified" units in each detailed size class have the same average population as all units in the group. This may involve some downward bias in the estimates of population coverage.

In addition to the 57.5 million inhabitants of municipalities with currently certified programs, the 46 townships with such programs had about 1.7 million inhabitants, and the 16 county governments similarly reported had about 6.1 million inhabitants (net of the population of municipalities within such counties that also have certified programs). Thus, in terms of 1960 data, the certified programs comprise areas with a population of about 65.3 million persons, or 36 percent of the national population total.

Practically all of these township and county programs apply to metropolitan areas. Accordingly, it is appropriate to add the net additional population they involve to that considered above for certified municipal programs in SMSA's. On this basis (still in terms of 1960 data), it would appear that about 89 percent of the total population of jurisdictions with currently certified programs is within metropolitan areas, and that altogether such jurisdictions have about 55 percent of total SMSA population. Furthermore, leaving out of account the cities of 50,000-plus, it can be estimated that certified programs apply to areas having about 22 percent of the total population of the suburban ring portions of SMSA's, with county programs accounting for about half of this estimated ring-area coverage. To turn this last statement around: some 78 percent of the suburban-ring population of SMSA's is in areas without certified CIP programs; aside from the few SMSA's where county programs apply, the non-covered proportion for suburbia is undoubtedly over 90 percent.

INFORMATION SUPPLIED BY		FORM CUP-2 (1-22-68)	U.S. DEPARTMENT OF COMMERCE BUREAU OF THE CENSUS
Name		SURVEY OF MUNICIPAL ZONING AND BUILDING REGULATION	
Title			
Number and street			
City			
State	ZIP code		
Telephone — Area code, number, extension			
Return to: Governments Division Bureau of the Census Washington, D.C. 20233			

Dear Sir:

I am writing to request your assistance in an important survey of municipal zoning and building regulation activities. This inquiry is being conducted by the Bureau of the Census on behalf of the National Commission on Urban Problems, a commission authorized by the Housing and Urban Development Act of 1965.

We shall be most grateful if you will supply the information we need concerning your government, as indicated by the form and reporting instructions. Since substantially complete coverage is essential for this inquiry, we hope you will provide answers for all items that apply to your government, and enter a zero or dash where the answer is "None." If some of the information called for on the form cannot readily be drawn from official records, please provide the best estimates possible. Please return the original in the enclosed official envelope. The duplicate of the form is provided for your files.

Sincerely yours,

A. Ross Eckler

A. Ross Eckler
Director
Bureau of the Census

Enclosure

Question	Answer	CENSUS USE ONLY
1. What is the geographic area of this municipality? (<i>Report area to the nearest tenth of a square mile, e.g., 4.9.</i>)	Square miles	
2. Does this government have an official planning commission or planning board?	<input type="checkbox"/> Yes <input type="checkbox"/> No – Go to 3	
a. How many members are on this board, including any ex officio as well as elected and/or appointed members? .	Number of members	
b. Approximately how many hours did this board meet during the past 12 months?	Number of hours	
3. Does this government have a land zoning ordinance or regulation?	<input type="checkbox"/> Yes <input type="checkbox"/> No – Go to 4	
a. When was a zoning regulation or ordinance first adopted by this government? (<i>Estimate if necessary</i>)	Year	
b. When was the present zoning regulation adopted or last comprehensively revised?	Year	
4. Does this government have an official board of zoning appeals or adjustments?	<input type="checkbox"/> Yes <input type="checkbox"/> No – Go to 5	
a. How many members are on this board, including any ex officio as well as elected and/or appointed members? .	Number of members	
b. Approximately how many hours did this board meet during the past 12 months?	Number of hours	
5. Does this government have an ordinance or regulation which specifically controls subdivision of land?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
6. Aside from the zoning ordinance covered by item 3 above, has this government published a “master plan” or “comprehensive plan” showing planned future land use within your jurisdiction?	<input type="checkbox"/> Yes <input type="checkbox"/> No – Go to 7	
a. When was the most recent such plan published?	Year	
IF THE ANSWER TO ITEM 3 ABOVE IS “NO,” SKIP TO ITEM 11		
7. Which of the following are provided by your present zoning ordinance? (<i>Mark one for each item</i>)		
a. Any zone(s) where the minimum lot size permissible for new single-family houses is –		
(1) At least 2 acres, or 80,000 square feet	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(2) From 1.0 to 1.99 acres, or 40,000 – 79,999 square feet	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(3) From 0.5 to 0.99 acres, or 20,000 – 39,999 square feet	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(4) From 0.25 to 0.49 acres, or 10,000 – 19,999 square feet	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(5) Less than 0.25 acre, or less than 10,000 square feet	<input type="checkbox"/> Yes <input type="checkbox"/> No	
b. Any zone(s) in which new apartment structures of three-or-more dwelling units are permitted?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
c. Any zone(s) in which industrial and/or commercial uses are allowed but new residential construction is prohibited?	<input type="checkbox"/> Yes <input type="checkbox"/> No	

d. Any explicit provision for Planned Unit Developments (sometimes known as Cluster Developments or Large Scale Developments), which permit modifications of the usual yard or lot size requirements subject to special review and approval by the planning board or other zoning-control agency?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
e. Provisions that set measurable performance standards for the regulation of industrial uses (such as use of the Ringlemann Chart to regulate emission of smoke, or a limitation on the decibels of sound)?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
f. Any zone (s) where there is a minimum floor area requirement for new single-family detached houses?	<input type="checkbox"/> Yes <input type="checkbox"/> No — Skip to 9	
8. What is the smallest minimum floor area specified by the zoning ordinance for a —	Square feet	
a. One-story detached house?	Square feet	
b. Two-story detached house?		
9. During the past 12 months, how many rezoning petitions did the governing body of this government —	Number	
a. Approve, in whole or in part?	Number	
b. Deny?		
10. Of requests for zoning variances on which final local government action was taken during the past 12 months, how many were —	Number	
a. Approved?	Number	
b. Denied?		
11. Does this government have a local building code and/or other regulations setting minimum standards for new construction?	<input type="checkbox"/> Yes <input type="checkbox"/> No — Go to 12	
a. When was the present building code adopted or last comprehensively revised? (Estimate if necessary)	Year	
b. Has this government adopted the following national codes, either as part of its building code or in other local codes or regulations?		
(1) National Electrical Code	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(2) National Plumbing Code	<input type="checkbox"/> Yes <input type="checkbox"/> No	
c. Which of the following describes your building code, as adopted in the year indicated in item 11a?	Mark only one	
(1) Based primarily upon one of the four national or regional model codes (AIA National Building Code, ICBO Uniform Building Code, BOCA Basic Building Code, or Southern Standard Building Code) —		
(a) Incorporating entire model code, except for possible departures involving only administrative or enforcement provisions	<input type="checkbox"/>	
(b) With some substantive departures from the model code	<input type="checkbox"/>	
(2) Based upon a standard or model code recommended by an agency of your State government	<input type="checkbox"/>	
(3) None of the foregoing descriptions is applicable	<input type="checkbox"/>	
d. If your building code is based primarily upon a national or regional model code (Mark in c(1a) or c(1b) above) —		
(1) Is there an established procedure for official local consideration, at least annually, of changes proposed by the pertinent national or regional code organization?	<input type="checkbox"/> Yes <input type="checkbox"/> No	
(2) Approximately what percentage of changes so proposed have been incorporated in your local building code during the past three years?	Percent	

12. Does this government have a local housing code and/or other regulations, other than merely through State and local health regulations, establishing minimum standards as to the condition, occupancy, and maintenance of existing residential premises? a. Describe briefly what types of housing, if any, are legally excluded from the housing code? (Enter "None" if all housing is covered.) _____		<input type="checkbox"/> Yes <input type="checkbox"/> No — Go to 13		
13. Does this government impose building permit requirements for new construction?		<input type="checkbox"/> Yes <input type="checkbox"/> No		
14. Finances and personnel. Report the information requested below about the planning, zoning, and building regulation activities of this government. If exact figures are not readily available, carefully prepared estimates are acceptable. Column (1) — Report amounts relating directly to planning, zoning, and subdivision regulation (except for any separable amounts for inspection work to be included in column (2)).		Column (2) — Report amounts for administration of the housing code, if any, and of the building and related codes, including issuance of building permits and all inspection work that pertains to zoning and building regulation (but excluding fire-prevention and inspection work done by the fire department).		
Item		Planning, zoning, and subdivision regulation (1)	Administration of codes, inspection work, etc. (2)	
a. Expenditure data for most recent fiscal year — the 12 months ended (Specify), 196__				
(1) Total expenditure		\$	\$	
(2) Payments to consultants, if any, included in a(1) above		\$	\$	
(3) Expenditures financed from Federal grants and reimbursements, if any, included in a(1) above		\$	\$	
b. Number of employees, December 1967				
(1) Professional and technical, including inspectors	(a) Full-time			
	(b) Part-time			
(2) Other than professional and technical	(a) Full-time			
	(b) Part-time			
c. Payroll expenditure for December 1967 (gross, before deductions; omit cents)				
(1) For professional and technical employees	(a) Full-time	\$	\$	
	(b) Part-time	\$	\$	
(2) For other than professional and technical employees	(a) Full-time	\$	\$	
	(b) Part-time	\$	\$	
d. Present annual salary rate of the highest-paid full-time professional or technical employee engaged in these activities?		\$	\$	CENSUS USE ONLY

15. Residential construction regulations. Listed below are certain building components or characteristics that are often controlled through building codes or other local ordinances. Please review this list carefully, and indicate by marking "Yes" or "No" which of these items are permitted, under your regulations, for residential construction within your jurisdiction.

If wood-frame residential construction is entirely forbidden throughout your jurisdiction, omit items m and n but mark this box ☐

CENSUS USE ONLY

Item	Permitted in residential construction		CENSUS USE ONLY
	Yes, in all or certain types	No, entirely prohibited	
a. Nonmetallic sheathed electrical cable			
b. Prefabricated metal chimneys			
c. Off-site preassembled combination drain, waste, and vent plumbing system for bathroom installation			
d. Off-site preassembled electrical wiring harness for installation at electrical service entrance to dwelling			
e. Wood roof trusses, placed 24" on center			
f. Copper pipe in drain, waste, and vent plumbing systems			
g. ABS (acrylonitrile-butadiene-styrene) or PVS (polyvinyl-chloride) plastic pipe in drain, waste, and vent plumbing systems			
h. Bathrooms or toilet facilities equipped with ducts for natural or mechanical ventilation, in lieu of operable windows (or skylights)			
i. Party walls without continuous air space			
j. Use of single top and bottom plates in non-load-bearing interior partitions			
k. Use of 2" x 3" studs in non-load-bearing interior partitions			
l. Placement of 2" x 4" studs 24" on center in non-load-bearing interior partitions			
m. In wood frame construction, sheathing at least 1/2" thick, in lieu of corner bracing			
n. Wood frame exterior walls in multifamily structures of three stories or less			
16. Fire-safety provisions. Please supply the information requested below concerning structural requirements that pertain to fire safety, as governed by the building code or any other regulations or ordinances of your government.	Answers		CENSUS USE ONLY
a. Which of the following statements is applicable in this jurisdiction? (Mark as many as apply)			
(1) Use of fire-retardant wood is permitted in fire resistive construction (Type 1 and Type 2)	<input type="checkbox"/> Yes	<input type="checkbox"/> No	
(2) The flame-spread characteristics of interior finish materials are regulated in residential structures having three or more dwelling units	<input type="checkbox"/> Yes	<input type="checkbox"/> No	

(3) Parapets are required on party walls in row housing structures	<input type="checkbox"/> Yes	<input type="checkbox"/> No
b. In terms of hours, what is the minimum fire-resistance rating required for fire division walls in mercantile buildings? (Enter "NA" if your regulations do not indicate the minimum fire-resistance rating applicable to such walls.)	Hours	
c. What is the maximum distance permitted, under your regulations, for travel to an exit of dead-end corridors within multi-family residential buildings? (Enter "NA" if your regulations make no provision for such a maximum exit-corridor distance.)	Feet	
d. In terms of hours, what is the minimum fire-resistance rating required for corridor walls in residential buildings of four stories or more? (Enter "NA" if your regulations do not indicate the minimum fire-resistance rating applicable to such walls.)	Hours	

EXPLANATORY NOTES (Please indicate item number and letter to which explanation applies.)

SCOPE OF COMMISSION RESEARCH ¹

Zoning and Land Use

- Problems of Land Assembly
- Regionalism in Land Use Controls
- Land Value Trends
- New Techniques in Land Use and Development Controls
- Zoning in the Suburbs
- Zoning in the Central City
- Zoning Case Studies

Building Codes, Housing Costs, and Technology

- Impact of Local Building Codes, Regulations and Practices on Housing Costs
- Structure of Building Codes
- Building Code Administration
- Analysis of the Building Industry
- Urban Technology
- Development Standards and Urban Design
- Development Standards and the Development Process
- Labor Practices and Housing
- Housing Costs

Housing Programs

- Housing Needs
- Programs for Expanding Low- and Moderate-Income Housing
- Evaluation of Social Objectives of Low-Income Housing Programs
- Evaluation of Types of Home Ownership
- Financing
- Community Development and Renewal
- Processing Time and Procedures for Housing Programs
- Housing Construction Goals: Implications

Housing Codes

- Goals and Administration
- Legal Remedies for Housing Code Violations
- State of Housing Code Enforcement
- Code Enforcement: Costs and Effects
- Housing Code Standards

Taxation and Government Finance

- Impact of the Property Tax
- Federal Taxes and Housing
- Governmental Structure in Metropolitan Areas
- Financing of Urban Government
- Land Taxation

Housing and Social Problems

- Housing and the Large Poor Family
- Creative Neighborhoods
- Racial and Economic Integration: Factors and Problems

Statistical Studies

- Demographic Developments and Prospects
- Canvass of 3,000 Local Governments on Substance and Administration of Zoning, Planning and Building Regulations (Codes and Standards)
- State Study of Land Values, Improvements, and Assessments
- Land Use Patterns in Major Cities
- Housing Conditions in Poverty Areas of Major Metropolitan Areas

¹Listing does not imply all research performed will lend itself to publication.