

centive to work to raise their earning power.²⁶ It also causes the most up-and-coming tenants to leave the projects, keeping morale at a low ebb and turnover at a high rate.

One way of dealing with this dilemma which has been suggested²⁷ is establishment of a sliding scale of rents in housing to be built with federal funds, whereby residents whose incomes rose would pay more into a fund to aid further rebuilding rather than being forced to leave.

Greatly expanded rebuilding of our central cities will also necessitate steps to deal with the prospect that such rebuilding will perpetuate racially segregated ghettos. Programs to promote open occupancy regardless of race are an essential part of rebuilding plans. Similarly, attractive new housing in the central cities can pull residents in from the suburbs to create new integrated communities if sufficient amenities are provided.²⁸

Possibility of National Building Code

In order to assure that large-scale construction of decent housing at moderate cost per unit would result, attention to building code requirements would also be necessary. Many such requirements are out of date. Some specify particular materials which have been bypassed by technological change. Others have been

influenced by the need to protect jobs by precluding labor-saving materials and procedures. Still others may have been influenced by political pressures of particular contractors or suppliers who want to see their own products specified in one way or another. Each of these problems and purposes can be dealt with through a greatly expanded rebuilding program to which the nation would be committed over a period of years. Consequently, the need to rely upon restrictive building code provisions to assure jobs for employees or business for contractors should no longer be sufficient to make these provisions indispensable.

Further, savings might result if large-scale production of materials that meet national standards were possible. A national building code applicable to projects covered by a national rebuilding program would thus aid its effectiveness. It would appear well within federal power to supersede local building codes in projects falling within a nationwide program.²⁹ Such a national code would replace local building code provisions only on construction undertaken as part of the national plan. Local building code provisions would not be affected in other cases.

A wide range of uses and types of ownership would be possible in facilities constructed as part of a na-

²⁶ The consequences here are more than financial: "... if the organization and structure of economic life be such that the human dignity of workers is compromised, or their sense of responsibility is weakened, or their freedom of action is removed, then we judge such an economic order to be unjust, even though it produces a vast amount of goods, whose distribution conforms to the norms of justice and equity." Pope John XXIII, *Mater et Magistra*, Part II, par. 83 (1961); see also Drucker, *The Future of Industrial Man*, 1942; Drucker, *Concept of the Corporation*, 1946, 1960; NYCB, Committee on Labor and Social Security Legislation, "Report

on Bills to Permit Social Security Beneficiaries to Earn Income to the Extent of Their Abilities," 112 *Congressional Record* 10248, daily ed. May 17, 1966; Rosenthal, "Letter to the Editor," *New York Times*, March 20, 1966.

²⁷ See Savelson, "Panel Urges Reforms to Halt Slums," *N. Y. World Journal Tribune*, February 2, 1967, first page of second section.

²⁸ Weaver, cited at footnote 10, ch. II, pp. 72-73.

²⁹ See *San Diego Building Trades Council v. Garmon*, 359 U. S. 236, 37 LC ¶ 65,367 (1959).