

The National Resources Committee, a Federal agency planning for the better conservation and use of our national resources, succeeded to the functions and duties of the National Planning Board and the National Resources Board. The National Resources Board was established by President Roosevelt on June 30, 1934, "to prepare and present to the President a program and plan of procedure dealing with the physical, social, governmental, and economic aspects of public policies for the development and use of land, water, and other national resources and such related subjects as may from time to time be referred to the Board by the President."

Throughout the course of its activities this planning agency has issued a number of reports on national resources. These reports, in general, are technical and extensive. To give a summarized view of what the reports have covered in the various fields of physical and human resources, digests of the Committee's reports have been prepared for presentation in pamphlet form.

A conscientious effort has been made to interpret each report within the limits of a brief pamphlet; the Committee, however, is not responsible for interpretative comment made necessary by condensation.

COMMITTEE

man

WALLACE
Agriculture

PERKINS
Labor

DELANO
rman

an

Y RUMML

MERRILL

Executive Officer

utive Officer

STATE PLANNING

THE National Resources Committee early recognized that intelligent and effective planning for the conservation and utilization of our resources called for cooperative participation in the planning process by the appropriate agencies at all levels of Government. In keeping with this belief the Committee has constantly encouraged the establishment of State planning boards and has endeavored to assist them in their work. In turn, the National Resources Committee has relied on the State planning agencies for aid in various phases of its work.

Early in 1938 the Committee designated a group consisting of State planning board officials, members of the staff of the Committee, and representative persons from private life to take stock of the situation and make suggestions on the most fruitful lines of activity for the State boards and the methods by which the status and work of these agencies might be effectively advanced.

The report of this group¹ has been published under the title "The Future of State Planning"² and has been commented on by President Roosevelt in these terms:

"It is encouraging to know that more people every year see the need for looking ahead, for planning the development of towns, cities, counties, states, regions, and the Nation.

"The report on the Future of State Planning, submitted to me by the National Resources Committee,

¹ The State Planning Review Group which supervised preparation of the report was composed of the following members:

Charles S. Ascher, secretary, Committee on Public Administration of the Social Science Research Council; Russell V. Black, consultant-director, New Jersey State Planning Board; Walter H. Blucher, executive director, American Society of Planning Officials; Louis Brownlow, director, Public Administration Clearing House; Charles W. Eliot, 2d, executive officer, National Resources Committee; Morton L. Wallerstein, chairman, Virginia State Planning Board; John M. Gaus, professor of political science, University of Wisconsin; Harold F. Gosnell, associate professor of political science, University of Chicago; Morris B. Lambie, professor of government, Harvard University; Harold Merrill, assistant executive officer, National Resources Committee; Robert H. Randall, state planning consultant, National Resources Committee; B. M. Woods, regional chairman, National Resources Committee.

² The Future of State Planning—Quarto, 117 pp., Superintendent of Documents, 25 cents.

marks another step forward in the planning movement for the wise conservation and development of all our resources. Under our democratic procedures we can make sure progress through participation in planning by citizens at all levels of Government. The State Planning Boards now successfully at work in almost every State of the Union have a great opportunity to secure the interest and participation of all American citizens in shaping the future of their states and of the United States."

The State planning movement has made notable progress since 1933. Planning boards are now in existence in 45 of the States, in the District of Columbia, and in Hawaii and Alaska. Functioning as organs of the State governments, these agencies have made notable progress in establishing planning as an accepted and continuing means for the better management of State affairs.

The immediate stimulus leading to the establishment of the State planning boards was a suggestion by the Secretary of the Interior, Harold L. Ickes, as Administrator of Public Works, late in 1933, to the Governors of the several States of the desirability of following the example of New York, Wisconsin, and a few other States which had earlier experimented with planning agencies. At the outset the National Planning Board—the predecessor of the present National Resources Committee—was attached to the Public Works Administration and the State planning boards were suggested as a means for facilitating the development of the Public Works program as well as for broader, long-range purposes.

The reaction from the States to this suggestion was much more nearly unanimous than was expected by the most sanguine proponents of the idea. Many Governors established planning boards by executive order, but the legislatures soon recognized the worth of these organizations and established them as permanent statutory agencies. The National Resources Committee has given general leadership and guidance to the State boards and assisted through the assignment of consultants who advise and render technical assistance. The Works Progress Administration and its predecessor organizations, the Federal Emergency Relief Adminis-

tration and the Civil Works Administration, have liberally aided the State boards by furnishing work relief staff personnel. Whether the growth of State planning boards would have been so rapid without this support by Federal agencies may be doubted; and it may be too early to say whether the recent developments will be permanent.

The State planning boards have grown from beginnings reaching into the preceding century. The movement for the *conservation* of natural resources first brought dramatically to public attention the necessity for deliberate forethought toward a planned utilization of the public lands, forests, and waters to the end that our heritage of natural resources might not be wasted but be used so as to yield the greatest benefit to present and future generations. The *city planning* movement produced a widespread recognition of the need for, and the possibility of, a more orderly and systematic development of streets, parks, playgrounds, housing, and public works in urban areas. In various special fields of governmental activity the planning idea has taken root. A significant contribution of the renascent planning movement has been a realization that all the prior types of planning must be *integrated*, that the city cannot be planned without reference to developments in rural areas, that highways cannot be planned without regard to schools, that, within the limits of human will and competence, the projection of all governmental functions must be related to a harmonized whole.²

The general practice followed by the State legislatures in authorizing the boards has been to provide a board composed both of lay members and State department heads *ex officio*. In many cases Governors have appointed State officials to the board in addition to those specifically designated as members by law. In four States, however, the boards are composed entirely of lay members. Three States are at the other extreme and their boards are composed solely of *ex-officio* members. The agencies of State government most generally officially represented on the boards are highways, health, conservation, and the State agricultural colleges. In a few instances the Governors have ap-

pointed officials of Federal agencies, notably the W. P. A. and the Forest Service, as members of the board.

Staff and Finance.

The State boards have been assisted by a staff provided through State funds and supplemented by personnel available through the Works Progress Administration projects.

The State and Works Progress Administration staffs have been supplemented by consultants assigned by the National Resources Committee. In the earlier stages of the work the Committee assigned a consultant for approximately half time to each State. As the State boards became more firmly established, the National Resources Committee inaugurated a policy of assigning consultants on a reduced basis of about one-fourth time as occasion demanded and assigned primarily to specific studies.

General Status of State Planning.

A description of the present status of the planning boards necessitates an analysis of their relationships to the older organs of State government, and of how they have fitted into the total governmental picture of the States.

The boards are normally appointed by the Governor and have been utilized by the Governors to varying degrees. In about one-half of the States the Governors have manifested considerable interest in the work of the planning agencies. They have requested them to perform tasks varying in importance from furnishing "spot" information to the preparation of long-range plans for particular aspects of the work of the State government.

The planning boards normally have a closer relationship to the Governor than to the State legislature, yet in about one-third of the States they made concrete recommendations for legislation during the last legislative session. In a larger proportion of the States the planning agencies have been able to make available to the legislature information of value in the legislative process. In other instances the planning board has sought to remain in the background, leaving

to the regular State departments the furnishing of information concerning legislative proposals arising from the work of the board and its staff.

In their relationships with the State administrative departments the boards have sought, with varying degrees of success, to bring a recognition of the necessity for interrelating the planning of the different State activities. The development of proper relationships with the State departments is essential for planning. One of the chief obstacles to the inauguration of planning has been the difficulty of bringing to the State departments an understanding of the nature of planning and an assurance that planning would not encroach improperly upon their functions. One of the most effective means of establishing appropriate relationships with the State departments is through the attendance of departmental heads at meetings of planning boards. In fact, they must participate in the State planning process if it is to succeed.

In describing the position of the State boards in the matrix of governmental institutions, mention must be made of their relationship to the agencies of the Federal Government. In the earlier stages the boards were closely related to the Public Works Administration; during the entire period they have been in close contact with the Works Progress Administration. Among the Federal agencies most frequently in touch with the State boards are the Corps of Engineers of the War Department, the Farm Security Administration, the National Park Service, the Forest Service, the Geological Survey, the Bureau of Air Commerce, the Soil Conservation Service, and the National Emergency Council. In perhaps the majority of instances the State boards have initiated contacts with these units to obtain information and assistance, but as the planning boards have progressed they have become more useful to agencies of the Federal Government. The groundwork has been laid, through these relationships, for a better interpretation of State and local needs to the National Government and a better understanding of Federal programs by State governments. In perhaps a dozen States substantial progress has been made in these directions.

The Work of the State Boards.

The State boards have engaged in a great variety of activities. There stands out their participation in Nation-wide studies, such as the inventory and programming of public works and the drainage basin studies sponsored by the National Resources Committee, the recreation survey under the auspices of the National Park Service, and, in a number of the States, the highway planning surveys inaugurated by the Bureau of Public Roads. In most of the States some attention has been given to the study of land and its relationship to the various activities of the State government. A list of the activities of the State planning agencies would be almost as extensive as a catalog of the activities of State government. A detailed analysis of their work has been published by the National Resources Committee.³

Worthy of special comment is the activity of the State planning agencies in the stimulation of planning by counties and cities. Boards in about one-third of the States have been zealous in this work, considering the limits of their funds and facilities. The Massachusetts board has cooperated with the Massachusetts Federation of Planning Boards in stimulating municipal planning activity. In New Jersey the board has undertaken to sponsor an annual conference of local planning officials. The New York Council sponsored a State-wide conference on planning and zoning jointly with the New York Conference of Mayors and Association of Towns. The Pennsylvania board has secured legislation enabling local authorities to plan and zone. In Iowa special attention has been given to the stimulation of local planning. The Virginia board has supported local planning where it felt that permanent results would be obtained. The Florida board has helped in organizing county planning councils. The Montana board has been particularly active in the promotion of planning by districts and counties. The situation there, as in many other States, is that "much of the results will be lost without continuous support and co-

³ State Planning—A Review of Activities and Progress, June 1935; State Planning, Programs, and Accomplishments, December 1936.

operation of the State." The Kansas board has made several county planning studies and is considering further work in this field.

Of more far-reaching significance than any concrete work by the State boards are certain achievements of an intangible character. The State planning agencies have hammered home the notion that for the conservation of our resources, natural and human, and their best utilization it is essential to take a long view ahead and develop a systematic and orderly program for land use, transportation development, public works, water use, and other governmental activities. The resulting popular education has been of benefit. Within the State governments a similar process has been taking place. A substantial proportion of the State planning boards believe that their most important contribution has been in bringing together the officials of State departments to consider how their respective programs interact. For the first time a procedure has been established to correlate the long-range programs of the various State functions. Thus, the groundwork is being laid for comprehensive planning of the activities of the State government. In a similar way the State planning agencies have brought a variety of State and Federal officials together for the specific purpose of coordinating their plans in order to serve the public more effectively.

The growth of the State planning boards has occurred during a period of governmental confusion, a time of extraordinarily rapid change, a time of crisis. Under these conditions no adequate philosophy of State planning has been developed. Of necessity the boards have been groping, experimenting, feeling their way. Approaches have been tested; fields have been explored, some found fertile, others barren. Yet these experiences have not been sifted; there exists confusion as to the lines of work which should be emphasized, the relationships which the State boards should have with other units of the State government, and the proper role of the National Resources Committee in relationship to the State boards. The group to review State planning sought to bring together and evaluate the experiences of the State planning agencies.

The General Nature of State Planning.

Planning implies a deliberate and systematic effort to work out a balanced course of action over a period of time. State planning has come to mean the laying out of interrelated, long-range programs for the utilization and development of the resources of the State. In practice emphasis has been on the development of long-period programs for land use, for water use, for highways, for public works, and for other types of governmental activity involving capital outlays. The objectives of planning are to prevent the waste of and to assure the most beneficial use of the resources of the State.

The process of planning involves three distinct phases. The first task of State planning is to obtain an estimate of the situation requiring attention. If the conservation of land is in question, it is obviously necessary to know in detail the condition of lands in the State. What have been the trends of land use? What can the land be used for? The second phase of planning, which must proceed simultaneously with the third, is the formulation of a plan for dealing with the problem. Perhaps a 10-year program of purchase for forest and recreation purposes is a part of the solution, and such a plan is evolved with the collaboration of the appropriate State departments. Finally, the process of State planning involves the correlation of plans of the individual State departments. In this hypothetical situation it would be necessary to bring the long-range construction program of the highway department into gear with the land-use program. Perhaps certain roads would be unnecessary with the completion of the land purchase program; replacement of those highways may, therefore, be stricken from the highway program. The department of education must prepare to modify its program in the light of the changes occurring in the area.

Planning thus involves an analysis of the present situation and a projection of present trends to the end that, within the powers of government, desirable movements may be encouraged and steps taken to prevent the continuation of the undesirable, such as the destruc-

tion of land in the example just mentioned. State planning, by drawing a picture of the attainable future, possesses an extraordinary opportunity to capture the imagination of the people, and to provide guides and aids to assist the politically responsible State officials to achieve the objectives of the plan and to promote the general welfare through the more effective utilization of resources.

Advisory Planning.

The concept of State planning does not, however, contemplate that the State planning board will become all-powerful, with authority to effectuate its plans. That is the function of the Governor, the legislature, and the regularly constituted State administrative departments. The functions of the State planning agencies must be, and must remain, advisory in character. The exercise of authority by the planning agency to compel State departments and local governments to adhere to its plans would be disastrous for the planning agency. Apart from the inexpediency of making plans mandatory, there is serious question whether State planning boards are, or could be, adequately equipped to assume these responsibilities. An advisory agency, however, need not be insulated from the other departments of the State government. It should be so situated that its advice would be heard, considered, and, if sound and practicable, heeded. Otherwise the morale of its staff will ebb and the agency itself can hardly flourish in a field of futility.

It is also unwise to vest the State planning board with any administrative responsibilities whatsoever, except, of course, for the supervision of its own staff. Energies and appropriations would inevitably tend to be concentrated on the accomplishment of the minutiae of the day-to-day tasks of whatever administrative function is assigned to the board. In those States in which the planning boards have become most firmly established, their position of peculiar importance is derived from the fact that they are not operating or "line" agencies. And that, of course, is essential to the idea of planning. Moreover, if the planning board is

vested with responsibility for the performance of a line function, it must compete with other line functions for legislative support.

In the discussion of the functions of State planning agencies it is sometimes assumed that a clear-cut pattern may be evolved which would be equally applicable to all States. Although there inevitably will be certain elements common to the planning programs of all the State boards, there must be a wide margin for variation in the content and emphasis of the planning function from State to State. Planning does not stand alone, but must concern itself with, and derive its vitality from, its contribution to the solution of, the most pressing problems within each State. Many of those problems differ from State to State, and no stereotyped conception of State planning can alter the fact.

Comprehensive and Long-Range Planning.

To be effective State planning must be long-term, comprehensive planning.) Yet this inherent factor in planning creates a difficulty since the planning agency, especially in its formative stages, needs an atmosphere of accomplishment in which to operate. Long-range planning does not necessitate divorce from present problems. Its purpose is to influence present action in the light of the long-term plan. The planning movement must get across the fundamental idea that long-range planning is not an academic anticipation of remote problems. Most current governmental action is more influenced by the future than the past. It is sometimes said that current actions are a projection of the past; but it is probably more nearly true to say that the present is in anticipation of the future.

As plans are evolved, current undertakings will constantly be overtaking the plans. If the planning job is well done, the highway, school house, dam, and institution on this year's construction program will be vividly related to the traffic, school attendance, and water needs of the future. Yet there is practical appeal to the statement that "With enormous sums being expended annually upon highways, institutions, recreation, schools, and the like, the planning board can ill

afford to ignore these immediate opportunities for service and concern itself only with the problems to be solved in the distant future." The question immediately occurs, can the planning authorities give informed advice, as planners, on these current undertakings until they have formulated their long-term plan?

A fundamental problem in fixing the role and function of the State planning agency is the necessity for developing an attitude which will permit a constantly changing technical content of the programs of the State agencies. The underlying, long-range objectives of State planning may remain the same for a long period of time, but the nature of work at particular times must vary with the immediate or anticipated public problems. If this adaptability and alertness are not instilled, State planning boards will become innocuous and static. It may come to be regarded as a public works planning agency and nothing more, for example. Implicit in these remarks is the notion that planning is a continuing process. The task of the planners is not completed with the preparation of a particular plan. Plans must be revised and extended; new developments and tendencies must be constantly observed.

The Scope of State Planning.

It has been stated that the objective of State planning is to produce balanced, long-term programs leading to the conservation and most beneficial use of the resources of the State. To obtain a clear-cut impression of the scope of State planning, this definition requires elaboration.

The primary emphasis of State planning is in that sphere of human activity in which the State government customarily exercises authority, makes expenditures and renders services. That sphere is in constant process of change and the State planning authorities must take these adjustments into account. The New York State Planning Council, in its annual report for 1936, defined the scope of State planning, as follows:

Theoretically, the scope of State planning is as broad as the purpose for which government itself is

instituted, that is, the promotion of the general welfare of the people. Anything that affects the general welfare of the people may, at some time, become an appropriate subject for the application of the planning or policy formulating process.

But the Council added:

Practically, however, the scope of State planning at any particular period will be limited to those physical, social, and governmental sectors in which State-wide developments or changes are taking place, or in which maladjustments are believed to exist. These maladjustments call for a reappraisal of past policies and methods.

Among the planning boards and planning technicians there has been no small amount of discussion on the issues of whether the State planning agencies should limit their activities to "physical" planning or expand them to include types of "social" planning. If State planning is to be comprehensive planning, it must certainly include planning for activities of the State governments affecting both the physical environment and "nonphysical" matters. Nevertheless, for the immediate future, the major emphasis of State planning will tend to be on those types of State activity which affect the physical environment. Land, water, and public works ramify into every activity of the State governments, and give the State planning boards a task more than commensurate with their present staff and resources. These matters, moreover, are more within the range of the present planning techniques. Yet the long-range objective must be to broaden the range of usefulness of the State planning agencies. Too prolonged concentration of attention on "physical" matters is likely to defeat the end of over-all planning.

The fact should not be forgotten that there can be 10-year plans for the reduction of infant mortality as well as 6-year public works programs; 15-year plans for the elimination of illiteracy as well as 10-year programs of forest-land acquisition; 20-year plans for the reduction of juvenile delinquency as well as 10-year highway

programs; 15-year programs for the reduction of industrial accidents as well as 10-year plans for water conservation. These welfare plans directed toward the conservation of human resources require more ingenuity to develop than the more prevalent plans for physical development.

Physical planning must avoid certain dangers, however. The criteria of planning are social and economic as well as engineering; physical plans must be based upon an understanding of the social and economic needs of the State. In a land plan, for example, the demarcation of submarginal areas does not depend solely on the characteristics of the soil but on proximity to markets, the type and costs of transportation available, the price and prospective prices of products, the price of fertilizer, competition of industry, and its effect on farm wage rates, and a confusing variety of factors. In turn, a program for the utilization of submarginal land must consider the value to the public of alternative uses; forests for timber as against game refuges or parks. And each possible use opens up other questions, such as: How much lumber could the area produce, what would it cost, what would it be worth, and what can be done to ameliorate the lot of the people in the area? Reforestation is not for the purpose simply of growing more trees, but to conserve the soil, to furnish recreational areas, to control floods, to provide needed lumber, or for some other social or economic end. It is these ends plus the technical feasibility of the undertaking which must govern physical planning.

There is no sharp line between the spheres of "physical" and "non-physical" planning; they interact and are related. Yet, in view of the existing techniques of planning and of the resources of the State boards, it is deemed advisable at the present stage to concentrate on the planning of those activities concerning the physical environment without, however, losing sight of the goal of comprehensive planning.

The Correlation of Plans.

The planning process must aim toward a reconciliation, unification, or synthesis of the plans of the indi-

vidual departments or plans evolved around a specific resource, such as land or water. The underlying pre-supposition is that by the consideration of the inter-relationships of governmental activities in the perspective of time furnished by the long-range plan and in the framework of a single resource transecting various administrative departments, like water, a more balanced and correlated program for the entire Government may be evolved. Short-term programs may be laid and weighed against the larger picture of the comprehensive plan by the Governor, legislature, and other officials responsible for operating decisions. Decision on specific matters can be more intelligently made when the case is presented in relationship to relevant parts of the larger plan.

The correlation or synthesis of the programs or plans of individual State activities is one of the major opportunities of the State planning board. No other agency in the State government is charged with taking an overall, long-range view of the activities of the State government. This is a function for which the planning board is peculiarly adapted. It may be said that this is the job of the legislature or the Governor, but neither possesses continuity in staff assistance, or freedom from the pressure of day-to-day activities to do so. An agency such as the State planning board may bring the various State departments together in committees and in other ways, and stimulate the production of a more rounded State policy.

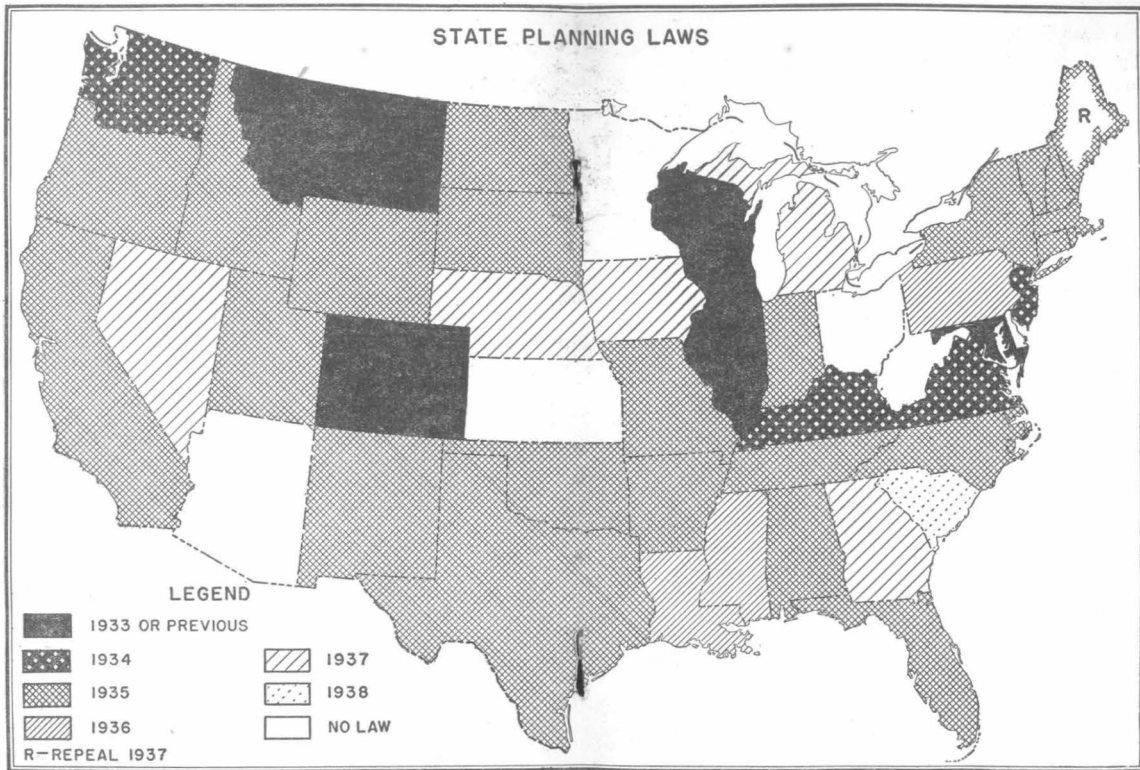
The coordination of planning is not to be confused with the coordination of current operations of administrative departments. Coordination in the planning stage of any activity has much greater potentialities than coordination in the operational stage. If plans are worked out in relationship to each other, the chances are that coordination in operation will be greatly facilitated. Fear has been expressed that the State planning agencies might tend to become concerned with the coordination of petty detail. Where it is difficult to produce integrated, long-range plans, the coordination of detail may become an entering wedge for more basic work.

From another standpoint, an important field of coordination is open to State planning boards, viz, the coordination of Federal, State, and local activities. In many instances Federal departments, either through their own field services or through aided State agencies, are prosecuting their activities within the States without relationship to what other Federal and State agencies are doing. There is serious need for some agency which can bring the planning activities of these units together. Studies of land use, water resources, and public works, for example, necessitate this sort of collaboration.

The obstacles to the correlation of the programs of different governmental agencies and functions need not be minimized. The problem is essentially one of the development of criteria for selecting the objects of public expenditure. Concurrently the necessity for developing methods by which public officials may select objects of expenditure which will bring the greatest utility or return and most accurately achieve social aspirations becomes more pressing. In a sense this constitutes the central problem of the modern State. If planning is to be "over-all" planning, it must devise techniques for the balancing of values within a framework that gives due regard both to the diverse interests of the present and to the interests of the future. The ultimate responsibility for decision is, of course, that of the Governor and the legislature.

Beyond the borders of the research and planning carried on by individual State agencies and apart from the function of coordination of the planning of these agencies, the planning board has an extremely significant role to play in fields of emerging importance. The trend is undoubtedly for State agencies to become channeled along certain lines. In the interstices between existing State functions new problems arise which do not receive the forward looking attention of any administrative agency. The problem becomes more acute, eventually there is a crisis, and the legislature must tackle the problem frequently without adequate information. The planning board should reach out and recognize these problems, carry on research, and care-

STATE PLANNING LAWS



Prepared in office of the National Resources Committee

This map is based on the first laws enacted by the various States.

fully lay the ground for the time when action becomes necessary.

State and National Relationship.

The pace at which the State planning movement develops and the ultimate form which it will take will depend in large measure on the type of relationships which grow up between the National Resources Committee and the State planning agencies. In the absence of a national planning agency, the probability is that planning boards would disappear in some States; in others they would remain, but their work would probably suffer from the absence of national leadership and technical advice.

The skeptical may well ask, why should the Federal Government contribute financial assistance in any form to State and local planning? There is a definite Federal interest in the existence of alert and active State and local planning agencies.

Striking examples are available from the relief and work programs of the last few years. Financed largely from Federal funds, all these programs have suffered from the lack of adequate, over-all planning by State and local governments. Those communities which had developed considered plans have much more to show for Federal relief outlays than do others. Although the Federal and State relief officials have to their credit the expeditious and able accomplishment of an administrative task of epochal magnitude, they freely admit that it could have been done better with better planning.

Apart from the emergency activities of Government many normal functions of the Federal Government can yield greater benefit to the people of the United States if they are more closely related to the work being done in allied fields by State and local governments. Without a State planning board, or some other similar over-all agency, it is difficult for Federal administrative officials, even with the best of intentions, to bring about the most effective integration with State and local programs.

Other considerations demand Federal support of State planning. If the Nation is intent upon the planned pre-

vention of waste, upon the exercise of forethought to secure the most beneficial use of our national resources, it must have State planning. National planning cannot exist unless State planning assumes its integral role in the planning process.

Apart from the interest of other Federal agencies in the work of the State planning boards, the National Resources Committee must have for the performance of its own functions a strong underpinning of State and local planning agencies. The conduct of a Nationwide study, like the drainage basin study, would be extremely difficult and costly without the participation of State planning boards, if in each case it were necessary for the Federal agency to recruit a fresh staff, and establish a fresh headquarters. The likelihood is that with the passage of time there will of necessity be more and more nationwide work of this type, and certainly a great deal more regional work colored with a Federal interest. Only through the establishment of strong State planning boards can the National Resources Committee expect to be able to perform its duties in these matters. Moreover, only through State participation in the plan-making process may the States be brought to carry out their part of the plans.

In determining its relationships to the State planning boards, the national agency is confronted, first, by the need for a policy defining State planning, its scope and nature, the direction of its development, and the kinds of activities worthy of encouragement and support. Second, the national planning agency is under the necessity of determining the means which it shall employ to stimulate and aid the development of State planning.

As one observer has remarked, "In giving whatever definite encouragement or assistance the National Resources Committee may desire and be in position to give, that Committee must develop and stand for some fairly definite concept of what it means and wishes State planning to be." While it is certain that there should be no effort to guide State planning in a bureaucratic fashion into a rigid mold, there is need for constant emphasis on the major characteristics of planning.

These seem to be: (1) that it should be comprehensive; (2) that it should be long-range; (3) that it should be continuous.

FINDINGS AND RECOMMENDATIONS

Findings.

The State Planning Review Group agreed upon the following findings:

1. The work of State planning boards consists of the laying out of interrelated, long-range programs leading to the conservation and most beneficial use of the resources of the State. The process of planning involves the analysis of emerging problems and the projection of a comprehensive program of action correlating the planning programs of other State agencies. It is essential that State plans be related to local and Federal plans. The prosecution of related programs by the different levels of government affecting the same people in the same area creates a serious need for collaboration among the agencies concerned in the planning of their activities.

2. Most of the energies of the State boards have been devoted to the collection of basic data and to the establishment of working relations with other governmental agencies. Here and there long-range plans for specific governmental activities have been formulated, and, in a few instances, the outlines of a comprehensive plan for the most beneficial use of the resources of the State are taking form. Many boards have reached a point from which they can push forward rapidly to more concrete accomplishments.

3. State planning must concern itself with all the resources of the State if it is to be comprehensive. For the immediate future, however, the major emphasis of State planning in most States may appropriately be on those types of State activity which arise from the physical resources.

4. The experience of the State planning agencies has demonstrated that they should be solely advisory in character. The responsibility for decision on questions of policy must rest on the legislature, the Governor, and

other policy-determining officials. To assure that the work of the planning boards will be effective, however, it is desirable that they be encouraged to become general staff agencies to the Governor.

5. There can be no truly national planning without State planning. State planning is so clothed with a national interest that it deserves Federal financial support for the following among other reasons:

The activities of Federal and State Governments are so intertwined that it is difficult for the Federal Government to plan its own activities without relationship to similar State functions. Only through State planning can the programs of different governments be harmonized.

Through the collaborative relationships between State and Federal officials developed by the State boards the groundwork is being laid for a better interpretation of State and local needs to the National Government, and a better understanding of Federal programs by State governments.

Certain problems may be dealt with only by concurrent action at all levels of government. Collaborative national and State planning can lay the basis for this coordinated action.

State planning frequently leads to the consideration of problems of an interstate or regional character. These matters are often affected with a Federal interest. National and State planning agencies furnish a means for interrelating the work of the States and the Federal Government in dealing with interstate problems.

Those State and local governments which have worked out, in advance, long-range plans have secured the largest tangible returns from the Federal expenditures for construction and work programs. It is in the national, as well as in the local, interest that the greatest possible return be secured for these outlays.

Recommendations.

1. The Federal Government, through the permanent national planning agency, should continue to aid and

encourage State, interstate, and regional planning efforts.

2. Major efforts should be devoted to the establishment of active State planning boards. Financial aid by the national planning agency to the State planning boards should consist principally of the assignment of technical and advisory assistance rather than lump sum cash grants. Although cash grants do not appear to be expedient at the present, the question of their advisability should be reexamined periodically.

3. The continuation of the regional field offices of the National Resources Committee at appropriate centers is recommended. These offices should have a minimum staff of a regional chairman, a regional counselor, a planning technician, and adequate clerical assistance. The regional chairmen and counselors should be responsible for the general relationships of the national planning agency with the States and for general advice and assistance to the State boards. These offices should serve as headquarters for the regional supervision of Nation-wide studies and as a liaison between State and Federal planning activities.

4. The work of strong State planning boards will inevitably lead to a consideration of interstate problems. Regional chairmen and counselors should be alert to the needs for general coordination of the national and State plans within their regions and the initiation of adequate regional planning programs for securing the necessary coordination among the related units of government. Existing regional planning commissions, on a solid foundation of need and regional recognition of that need, should, of course, receive the continued encouragement and assistance of the national planning agency. It is believed, however, that for most of the country interstate committees or other arrangements set up to deal with particular problems affecting more than one State may furnish a more suitable method for interstate planning.

5. In addition to the services of the regional officers, the State should be assisted, on request, by the assignment of general or special consultants to serve the State planning boards. The panels of consultants should in-

clude a wide range of specialists adequate to meet the varied needs of the State planning agencies.

6. No rigid formula should be adopted to govern the allocation of the counseling and consulting services of the national planning agency among the State boards. A policy of attempting to respond to requests from the States such as the National Resources Committee has pursued heretofore will result naturally in more help to those States which help themselves, although the value of the assistance assigned to the States should not necessarily bear a uniform ratio to State appropriations from State to State.

7. The national planning agency should continue to sponsor Nation-wide studies such as the drainage basin studies and public works inventories. If the number of these studies increases, however, it will be necessary to consider the question of additional assistance to the State boards. It is essential for the development of a balanced State planning program that these national studies do not require too large a proportion of the financial resources of the State boards.

8. The national planning agency should aid in relating the work of the State planning boards to the planning by Federal agencies with field programs within the States.

COMMITTEE PUBLICATIONS

GENERAL

NATIONAL PLANNING BOARD REPORT 1933-34, dated August 1, 1934, and issued November 16, 1934. "A Plan for Planning." Final report of the National Planning Board, which was succeeded by the National Resources Board by Executive order of the President on July 30, 1934.

Printed, 123 pages, paper cover, 5 illustrations, Superintendent of Documents, 25 cents.

NATIONAL RESOURCES BOARD REPORT, published December 1, 1934, issued December 18, 1934, and submitted to the President in accordance with Executive Order No. 6777, June 30, 1934. A report on national planning and public works in relation to natural resources and including land use, and water and mineral resources, with findings and recommendations.

Printed, paper cover, approximately 9 by 11½ inches. Divided into five parts, obtainable separately, or together (bound in cloth, \$3.25), at the office of the Superintendent of Documents.

Prices for the separate paper covered parts are: Part I, Report of the Board, 25 cents; Part II, Land Report, 35 cents; Part III, Water Resources, \$1; Part IV, Mineral Policy, 15 cents; and Part V, Report of the Board of Surveys and Maps, 20 cents.

PROGRESS REPORT WITH STATEMENTS OF COORDINATING COMMITTEES, published June 15, 1936. A summary of the organization and work of the National Resources Committee and its coordinating committees during the last year and suggests further activity for the future. Supplementary reports by the Land, Water, and Industrial Committees are included.

Printed, 61 pages, paper cover, 10 maps. Superintendent of Documents, 25 cents.

PROGRESS REPORT—1937, published October 1937. A summary of the organization and work of the National Resources Committee and its coordinating committees during the period June 1936 to October 1937, together with a description of current activities and a list of publications issued to date.

Printed, 20 pages, paper cover, illustrations. Superintendent of Documents, 10 cents.

TECHNOLOGICAL TRENDS AND NATIONAL POLICY, published in June 1937, is the first major attempt to show the kinds of new inventions which may affect living and working conditions in America in the next 10 to 25 years. It indicates some of the problems which the adoption and use of these inventions will inevitably bring in their train. It emphasizes the importance of national efforts to bring about prompt adjustment to these changing situations, with the least possible social suffering and loss, and sketches some of the lines of national policy directed to this end.

Printed, 388 pages, paper cover, quarto, 73 illustrations, Superintendent of Documents, \$1.

OUR CITIES—THEIR ROLE IN THE NATIONAL ECONOMY, Published June 1937 and transmitted to President Roosevelt. This report was submitted to the National Resources Committee by its Urbanism Committee. The report consists of a Foreword by the National Resources Committee and three Parts. Part One is composed of three sections under the following headings: The Facts About Urban America; The Process of Urbanisation; The Problems of Rural America. Part Two discusses The Special Studies of the Urbanism Committee. Part Three contains statements of General Policy and Recommendations.

Printed, 87 pages, quarto, illustrated, Superintendent of Documents, 50 cents.

POPULATION STATISTICS, published in October 1937. This report is comprised of three volumes: 1, National Data; 2, State Data; 3, Urban Data. The first two volumes consist of tabular material prepared for a study of population problems under the direction of the Science Committee of the National Resources Committee by a special committee on

Population Problems. The third volume contains a discussion of urban population changes and of metropolitan regions, prepared for the use of the Urbanism Committee.

Printed, vol. 1, 107 pages, vol. 2, 67 pages, vol. 3, 52 pages, paper cover, quarto. Superintendent of Documents, vol. 1, 30 cents, vol. 2, 25 cents, vol. 3, 15 cents.

THE PROBLEMS OF A CHANGING POPULATION, published in May 1938, and transmitted to President Roosevelt. This report was prepared under the direction of the Science Committee of the National Resources Committee by a special committee on Population Problems. The major problems of our human resources are discussed in the report which presents significant data in regard to population trends, age groups, migration within the country, health, education, and other similar questions.

Printed, 304 pages, quarto, illustrated. Superintendent of Documents, 75 cents.

STATE PLANNING

STATE PLANNING—A REVIEW OF ACTIVITIES AND PROGRESS, published in June 1935, shows the growth of State planning and the value and importance of State responsibility for planning endeavor.

Printed, 9¼ by 11½ inches, paper cover, 6 colored illustrations, 119 illustrations. Superintendent of Documents, 75 cents.

STATE PLANNING, PROGRAMS AND ACCOMPLISHMENTS, published December 1, 1936, and transmitted to President Roosevelt on January 26, 1937. A report containing authorized statements of State and regional planning boards concerning their activities during recent months. It supplements the State Planning Report of 1935.

Printed, 128 pages, paper cover, quarto, frontispiece. Superintendent of Documents, 25 cents.

THE FUTURE OF STATE PLANNING, published in March 1938 and transmitted to President Roosevelt. A report by a special review group on "what state planning boards might become" and a discussion of the most suitable methods for their advancement. It includes a directory of members of State Planning Boards and a bibliography of publications.

Printed, 117 pages, paper cover, quarto, illustrated. Superintendent of Documents, 25 cents.

REGIONAL PLANNING

REGIONAL FACTORS IN NATIONAL PLANNING AND DEVELOPMENT, published in December 1935, deals with important problems of planning and development which overlap State lines or which involve Federal and State or local interests and jurisdictions.

Printed, 9¼ by 11½ inches, paper cover, 160 illustrations. Superintendent of Documents, 50 cents.

REGIONAL PLANNING, PART I—PACIFIC NORTHWEST, published in May 1936. This, the first of a series of reports on regional planning, deals with immediate and urgent problems in the Columbia Basin and particularly with the policies and organization which should be provided for planning, construction, and operation of certain public works in that area, Bonneville and Grand Coulee dams in particular.

Printed, 9 by 11½ inches, paper cover, 56 illustrations, numerous charts, 192 pages. Superintendent of Documents, 50 cents.

REGIONAL PLANNING, PART II—ST. LOUIS REGION, published in June 1936. The National Resources Committee has secured the cooperation of the St. Louis Regional Planning Commission in the preparation of this document, Part II of the series on regional planning, and has added a brief foreword with findings and recommendations.

Printed, 9 by 11½ inches, paper cover, 68 pages, 30 illustrations. Superintendent of Documents, 25 cents.

REGIONAL PLANNING, PART III—NEW ENGLAND, published in July 1936. This report, prepared by the New England Regional Planning Commission, illustrates the possibilities of cooperation among state planning agencies for joint attack on interstate problems. The National Resources Committee has added its findings and recommendations.

Printed, 101 pages, 102 illustrations, paper cover. Superintendent of Documents, 30 cents.

REGIONAL PLANNING, PART IV—BALTIMORE-WASHINGTON-ANNAPOLIS AREA, published by the Maryland State Planning Commission in November 1937. The report, prepared by a consulting staff provided by the National Resources Committee, is an analysis of the problems of the area and their relative importance. Final recommendations indicate measures necessary to bring about needed improvements in the area, which embraces 2,500 square miles.

Printed, 65 pages, quarto, Maryland State Planning Commission, 40 cents.

REGIONAL PLANNING, PART V—RED RIVER OF THE NORTH, published August 1937 and transmitted to President Roosevelt. The report was prepared by the Interstate Committee on the Red River of the North with the assistance of consultants from the National Resources Committee. It represents the first attempt by the States of North Dakota, South Dakota, and Minnesota to treat jointly problems of conservation and transportation of water, pollution and flood control of the Red River of the North Drainage Basin.

Printed, 80 pages, quarto, Superintendent of Documents, 25 cents.

REGIONAL PLANNING, PART VI—Upper Rio Grande. This is the report on the Rio Grande Joint Investigation in the Upper Rio Grande Basin in Colorado, New Mexico, and Texas, 1936-

1937. This report, published February 1938, furnishes a sound factual basis for an apportionment of the waters of the Rio Grande above Fort Quitman that would be fair to each of the States concerned.

Printed, 566 pages, paper cover, 2 vols., text and maps, quarto, Superintendent of Documents, \$3.50, including maps. REGIONAL PLANNING, PART VII—ALASKA, ITS RESOURCES AND DEVELOPMENT, prepared by the Alaska Resources Committee in accordance with a Congressional resolution and submitted to President Roosevelt in December 1937. It is a study of the development of Alaska resources up to the present and contains recommendations for the future.

Transmitted to Congress on January 20, 1938, and ordered printed as House Document 485. 213 pages, paper cover, quarto, illustrated, Superintendent of Documents, 50 cents. FOREST RESOURCES OF THE PACIFIC NORTHWEST, published in March 1938 and transmitted to President Roosevelt. This report was prepared by the Pacific Northwest Regional Planning Commission and contains the report, findings, and recommendations of the Commission itself, the report of the Forest Advisory Committee relative to a forest program for the Pacific Northwest, and a staff report dealing with conditions and problems in the Pacific Northwest forests and with the economic importance of the forest industries of the Pacific Northwest.

Printed, 86 pages, paper cover, quarto illustrated. Superintendent of Documents, 25 cents.

PUBLIC WORKS

PUBLIC WORKS PLANNING, published December 1, 1936, and transmitted to Congress by President Roosevelt on February 3, 1937. A report recommending a proposed policy for planning, programming, timing, and division of costs of public works, including a report on Drainage Basin Problems and Programs. The report was prepared by the Projects Division of the Federal Emergency Administration of Public Works, a special research staff on division of costs of public works and the Water Resources Committee of the National Resources Committee.

Printed, 221 pages, paper cover, quarto, illustrated. Superintendent of Documents, 60 cents.

CRITERIA AND PLANNING FOR PUBLIC WORKS, a research by Russell V. Black, Research Consultant, June 1934. Prepared at the request of the former National Planning Board as one of a series of researches on different aspects of public works. It is a report upon a research in national physical planning, the magnitude of future public works and criteria applicable to their selection and programming, with tentative conclusions.

Mimeographed, 182 pages, 8 by 10½ inches, paper cover, no illustrations. Available in limited numbers, National Resources Committee.

ECONOMICS OF PLANNING PUBLIC WORKS, by John Maurice Clark, Professor of Economics, Columbia University. Presents a part of the research work carried on by a staff serving under the National Planning Board to answer the question: How may Public Works be so handled as to contribute as much as they can to industrial stability?

Printed, 194 pages, 6 by 9 inches, paper cover, six charts. Superintendent of Documents, 25 cents.

PUBLIC WORKS IN PROSPERITY AND DEPRESSION, and their utilization as an agency of economic stabilization, by Arthur D. Gayer, September 23, 1935. This volume is a revised version of the official report made to the National Planning Board by Dr. Gayer in June 1934.

Printed in book form, 9¼ by 6½ inches, cloth binding, 484 pages, 100 tables, 3 charts. Obtainable only at the National Bureau of Economic Research, 1819 Broadway, New York City. Price, \$3.

(Published by the National Bureau of Economic Research.)

LAND PLANNING

SUPPLEMENTARY REPORTS OF THE LAND PLANNING COMMITTEE incorporating the basic data and information collected in preparing Part II of the National Resources Board report of December 1934. The 11 reports are printed separately, illustrated, 9 by 11½ inches, paper covers, and are available at the office of the Superintendent of Documents.

Part I, General Conditions and Tendencies Influencing the Nation's Land Requirements, 47 pages, 20 cents.

Part II, Agricultural Exports in Relation to Land Policy, 114 pages, 30 cents.

Part III, Agricultural Land Requirements and resources, 64 pages, 60 cents.

Part IV, Land Available for Agriculture Through Reclamation, 51 pages, 35 cents.

Part V, Soil Erosion, A Critical Problem in American Agriculture, 112 pages, 75 cents.

Part VI, Maladjustments in Land Use in the United States, 55 pages, 25 cents.

Part VII, Certain Aspects of Land Problems and Government Land Policies, 139 pages, 40 cents.

Part VIII, Forest Land Resources, Requirements, Problems, and Policy, 114 pages, 50 cents.

Part IX, Planning for Wildlife in the United States, 24 pages, 10 cents.

Part X, Indian Land Tenure, Economic Status, and Population Trends, 73 pages, 20 cents.

Part XI, Recreational Use of Land in the United States, 280 pages, \$1.25.

FARM TENANCY, a report of the President's Committee on this subject, prepared under the auspices of the National Resources Committee. The report presents findings of the Committee, recommendations for action, and official documents. It contains a technical supplement tracing the distribution and growth of tenancy and analyzing conditions and problems confronting farm tenant families in the United States.

Printed, 108 pages, paper cover, illustrated. Published February 1937. Available from the Superintendent of Documents, 30 cents.

(Published by the President's Committee.)

FUTURE OF THE GREAT PLAINS, a report of the Great Plains Drought Committee, with a study of characteristics of the area, a proposed program of readjustment and development, together with supplements and appendices covering "Institutional Readjustment," "Education For Conservation," a report of pertinent existing legislation and a bibliography for the nonprofessional reader. December 1936.

Printed, 194 pages, paper cover, illustrated. Available at the Superintendent of Documents, 40 cents.

(Published by the Great Plains Committee.)

WATER PLANNING

DEVELOPMENT OF THE RIVERS OF THE UNITED STATES (H. Doc. 395, 73d Cong., 2d Sess.) a message from the President of the United States transmitting a preliminary report on a comprehensive plan for the improvement and development of the rivers of the United States with a view of giving the Congress information for the guidance of legislation which will provide for the maximum amount of flood control, navigation, irrigation, and development of hydroelectric power.

Printed, 6 by 9 inches, paper cover, 123 pages, 57 maps. Available only at the office of the Superintendent of Documents, 80 cents.

(Published by Congress.)

REPORT OF THE MISSISSIPPI VALLEY COMMITTEE, dated October 1, 1934, and issued December 23, 1934, a plan for the use and control of water within the Mississippi drainage basin.

Printed, 234 pages, 8¾ by 11¼ inches, cloth covered, 15 colored illustrations, 54 illustrations, and nine folded maps. Available only at the office of the Superintendent of Documents, \$1.50.

(Published by the Mississippi Valley Committee.)

INVENTORY OF THE WATER RESOURCES OF THE UNITED STATES, June 1935. Multilithed, paper covered, about 9 by 11¼ inches. A report covering basic data, present development, and potential development of the water resources of the

United States. The report is divided into eight sections according to drainage areas, and the parts published separately.

Multilithed, paper covered, about 9 by 11 ¼ inches. Available in limited numbers, National Resources Committee.

DRAINAGE BASIN PROBLEMS AND PROGRAMS, published December 1, 1936, represents the first attempt through joint efforts of Federal, State, and local agencies, official and nonofficial, to formulate a national water plan. The chief water problems in 118 drainage basins are discussed and detailed project lists are proposed.

Printed, 539 pages, paper cover, quarto, illustrated. Superintendent of Documents, \$1.50.

DRAINAGE BASIN PROBLEMS AND PROGRAMS—1937, published February 1938, and is a revision and extension of the initial report published in December 1936. Contains specific project lists and recommendations on national water policies.

Printed, 154 pages, illustrated. Superintendent of Documents, 65 cents.

DEFICIENCIES IN BASIC HYDROLOGIC DATA, published in September 1936. A report of the Water Resources Committee which proposes remedies for current deficiencies in hydrologic data essential for sound water conservation. Includes recommendations for standardization of procedures and measures.

Printed, 66 pages, paper cover, 25 illustrations. Superintendent of Documents, 30 cents.

REPORT ON WATER POLLUTION by the Special Advisory Committee of the Water Resources Committee, appointed in December 1934 to study the conditions of a comprehensive plan of attack on the problem of pollution. Published in September 1935.

Mimeographed, 82 pages, 8 by 10 ½ inches, paper cover, one illustration. Available in limited numbers, National Resources Committee.

SECOND REPORT ON WATER POLLUTION, by the Special Advisory Committee. Published as a part of the record of hearings on H. R. 2711, H. R. 2300, and H. R. 3419. Published in May 1937.

Printed, 54 pages, paper, octavo. A limited supply of this publication is available. Copies may be had by writing to the National Resources Committee.

PAMPHLETS ON RESOURCES AND PLANNING
BY THE
NATIONAL RESOURCES COMMITTEE
PUBLICATIONS

For Sale by the Superintendent of Documents

	<small>Price</small>
Planning Our Resources.....	\$0.10
Our Cities.....	.10
Population Problems.....	.10
Regional Planning.....	.10
✓ The States and Planning.....	.10
Technology and Planning.....	.10
✓ Water Planning.....	.10
Federal Relations to Research.....	.10