

PROGRESS REPORT

WITH

STATEMENTS OF COORDINATING
COMMITTEES.

NATIONAL RESOURCES COMMITTEE

1936

PROGRESS'S REPORT

**NATIONAL
RESOURCES
COMMITTEE**

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JUNE 15, 1936

PROGRESS REPORT

WITH

Statements of Coordinating Committees

June 15, 1936



Submitted to THE PRESIDENT in accordance with
Executive Order, No. 7065, June 7, 1935

by the

NATIONAL RESOURCES COMMITTEE

UNITED STATES GOVERNMENT PRINTING OFFICE, WASHINGTON : 1936

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NATIONAL RESOURCES COMMITTEE
INTERIOR BUILDING
WASHINGTON

June 15, 1936.

The PRESIDENT,
The White House.

MY DEAR MR. PRESIDENT:

We have the honor to transmit herewith a progress report by our Advisory Committee, which summarizes 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 with this report.

The members of the Committee desire to indicate to you their belief in the value and importance of the work which is being carried forward through this planning agency.

Sincerely yours,

HAROLD L. ICKES

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PROGRESS REPORT

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NATIONAL RESOURCES COMMITTEE

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LIST OF PUBLICATIONS¹

Principal Reports

NATIONAL PLANNING BOARD, FINAL REPORT, 1933-34, dated August 1, 1934, and issued November 16, 1934. Final report of the National Planning Board, appointed by Secretary of the Interior Harold L. Ickes on July 20, 1933, and 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.

The report is divided into four sections and an appendix. Section I, Planning Activities, includes a description of the Board, its functions and duties, its staff and organization, financial statement, and its accomplishments in stimulating State, city, and regional planning; in advising on the progress of public works; in coordinating Federal planning activities; and its research program.

The following chapters make up section II, A Plan for Planning: Historical Development of Planning in the United States; Present Types of Planning in the United States; Other Types of Planning; What is Involved in Planning; The Goal of Planning; Organization and Functions of a Planning Board.

Section III, Science of Planning, includes the chapters The Role of Science in National Planning and The Aid of Social Science.

A digest of a special research report, National Planning Experience, by Lewis L. Lorwin and A. Ford Hinrichs, makes up section IV, while the appendix is entitled "Planning Considerations—Geographic Distribution of Projects."

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 resources, with findings and recommendations. This report is the first attempt in our national history to make an inventory of our national assets and of the problems related thereto. For the first time, it draws together the foresight of the various planning agencies of the Federal Government and suggests a method for future cooperation.

Printed, paper covered. Divided into five parts, obtainable separately or together (bound in cloth, \$3.25), at the office of the Superintendent of Documents.

Part I. Report of the Board, includes Findings and Recommendations, Planning our Natural Resources, Public Works Planning, State or Regional Planning, Basic Data for Planning, and A Plan for Planning. Contains 88 pages, 7 illustrations. Price, 25 cents.

Part II. Report of the Land Planning Committee, includes Conditions and Tendencies Influencing Major Land Requirements; Land Requirements in Relation to Land Resources for the Nation as a Whole; and Maladjustments in Land Use and in the Relation of our Population to Land, and Proposed Lines of Action—162 pages, 68 illustrations, and 4 folded maps. Price, 35 cents.

Part III. Report of the Water Planning Committee, includes Principles and Policies of Use and Control of Water Resources, Inventory and Use of Water Resources, and Special

¹ Publications of the National Resources Committee and its predecessors—the National Planning Board, Mississippi Valley Committee, and National Resources Board.

Aspects of Water problems—135 pages, 5 color illustrations, 27 folded maps, and 32 illustrations. Superintendent of Documents, \$1.

Part IV. Report of the Planning Committee for Mineral Policy, includes need of a National Policy, Policy in the Domestic Field, International Aspects of Mineral Policy—58 pages, 1 illustration. Superintendent of Documents, 15 cents.

Part V. Report of the Board of Surveys and Maps, recommends a 10-year program to complete the standard topographic mapping of the United States, including priorities, methods, scales, and type of reproduction and estimates of cost—5 pages, 2 colored folded maps. Superintendent of Documents, 20 cents.

REPORT OF THE MISSISSIPPI VALLEY COMMITTEE, dated October 1, 1934, and issued December 23, 1934, in compliance with instructions to make a plan for the use and control of water within the Mississippi drainage basin. The relation is shown of the great wealth of water resources in the basin to the problem of bettering the condition of the people.

Printed, 234 pages, cloth covered, 15 colored illustrations, 54 illustrations, and 9 folded maps. Available at the office of the Superintendent of Documents, \$1.50.

The section devoted to Water Policy includes chapters on Use and Control of Water in Streams; Flood Control; Low Water Control; Navigation; Power; Water Supply and Sanitation; and Erosion Control. The section entitled "Water in Relation to Land Use" is treated from the viewpoint of Water and Farm Practice; Irrigation, Forestry; Wildlife Conservation; and Recreation. The section, "Background", includes chapters on Precipitation and Run-off; Ground Water and the Water Table; and Erosion.

The third part of the report surveys the valley basin by basin; the Upper Mississippi, Ohio, Missouri, Southwest, and Lower Mississippi. The report concludes with an authoritative discussion of planning in general, its application to the valley and a glimpse of the valley of the future, as it would be in accordance with the plan recommended.

SECOND REPORT OF THE BOARD WITH FINDINGS AND RECOMMENDATIONS, June 15, 1935.

Submitted to the President in accordance with Executive Order No. 6777, June 30, 1934. Mimeographed, 83 pages, 1 color illustration. Edition exhausted. Divided into three parts: Part I of which includes functions and duties, organization and staff, and financial statement of the National Resources Board. Part II, Planning Work, includes National, Regional, State, and Urban Organizations for Planning, Public Works Planning, and Planning Research in Land, Minerals, Water, Transportation, and Industry. Part III treats Science and Planning.

STATE PLANNING—A REVIEW OF ACTIVITIES AND PROGRESS, published in June 1935, shows the remarkable growth of State planning and demonstrates the value and importance of State responsibility for planning endeavor. At the same time, the report shows the effective cooperation which has been developed between planning agencies of the States and those of the Federal Government.

Printed, paper cover, 6 colored illustrations, 119 illustrations. Superintendent of Documents, 75 cents.

In addition to Foreword, Findings, and Recommendations, Appendices, and Index, the volume is divided into three parts: Part I, Development of State Planning, deals with the city and county planning background, State-wide planning movements, the definition, scope and objectives of State planning, fields of work, the membership of State planning boards, Federal assistance to State planning, planning consultants, and present status of State planning.

Part II, Progress by States, is a brief digest of the history, organization, duties and functions, funds and appropriations, accomplishments and recommendations of each State planning board, the Pacific Northwest Regional Planning Commission, New England Regional Planning Commission, and the District of Columbia National Capital Park and Planning Commission.

Nine chapters and an introduction make up part III; Activities of State Planning Boards. These chapters include (1) Basic Data: Population studies, mapping and climate; (2) Land Planning: Agriculture, zoning, reclamation, forestry, Indian reservations, recreation, wildlife reservations, and historic, scenic, and scientific reserves; (3) Water Resources Prob-

lems; (4) Electric Power Problems; and (5) The Development of Mineral Resources.

The remaining chapters are (6) Transportation Problems: Highways, railways, waterways, pipelines, communication lines; (7) Public Improvement Programs and Public Buildings; (8) Social and Economic Trends: Location of industry, occupational trends, unemployment, relief and education; and (9) Governmental Relationships: Federal, Interstate, State, Local, and Public Finance.

The first appendix includes the list of names and addresses of district chairmen and State consultants and associates. A bibliography of State Planning Reports in the library of the National Resources Board makes up the second appendix.

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, paper cover, 160 illustrations. Superintendent of Documents, 50 cents

In addition to the foreword, findings and principles, recommendations, and an appendix, the volume is divided into five parts as follows: An Introductory Statement of the Problem, Evidences of the Problem, Some Attempts at Solution of the Problem, Geographic Factors and Criteria, and the Integration of Administrative and Geographic Factors in Regional Planning.

Part I. An Introductory Statement of the Problem.

Part II. Evidences of the Problem: The Conflict of Political Boundaries with Natural Areas, Regional Organizations for Planning on an Interstate Basis, State Planning Experience, The Interstate Cooperation Movement, and Federal Departmental Experience.

Part III. Some Attempts at Solution of the Problem: The Interstate Compact, Interstate Compacts; The Colorado River Example, Federal Departmental Procedure, Federal Regional Authorities; The Tennessee Valley Example, Federal Regional Planning Organizations; New England and the Pacific Northwest Planning Projects, are the titles of the chapters.

Part IV. Geographic Factors and Criteria: The Nature and Evolution of the Regional Idea; A Preliminary Exploration of Regional-

ism; The Geographic Region, Forms and Uses of the Region, Regions in a Planned National Program, and Summary Statement.

Part V. The Integration of Administrative and Geographic Factors in Regional Planning: Government and Areas; The Problem Restated, Coordinate Planning for Interstate Regions: and a summary chapter.

The appendix is made up of 108 small maps showing Federal administrative regions.

REGIONAL PLANNING, a series of reports on regional planning activities in different parts of the United States, of which only the first two parts have been published.

PART I. PACIFIC NORTHWEST, May 1936. Printed, paper cover, 192 pages, 61 illustrations, 1 colored map. Superintendent of Documents, 50 cents.

This report 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. Its three divisions are: Foreword or Recommendations of the National Resources Committee, Report of the Pacific Northwest Regional Planning Commission, and the Report of the Special Staff Assigned to the Columbia Basin Study. The latter makes up the bulk of the report and is divided into four sections. Section I, Digest, consists of an introduction and synopsis. Section II, The Region: Its Resources, Problems, and Needs; and its Future, contains chapters on conditions, resources and activities, population and the future of the region, general summary, analyses, and recommendations.

Nine chapters make up section III: Definition and Regionality of the Pacific Northwest. They are concerned with the potential planning problem areas in the Pacific Northwest; homogeneity as a basis for regionality; the Columbia River—a unifying bond and a subject for regional planning; other tests of regional homogeneity in the Pacific Northwest; tests of political homogeneity; cultural history and regional homogeneity; proposed boundaries for regional planning in the Pacific Northwest; and commercial competition as a deferrent to regionalism.

Chapters on organization for planning in the Pacific Northwest, organization for construc-

tion of public works, and organization for operation of public works make up section IV, Plans for Regional Organization.

PART II. ST. LOUIS REGION, June 1936. Printed, paper cover, 68 pages, 30 illustrations. Superintendent of Documents, 25 cents. The recommendations of the National Resources Committee make up the foreword while the report of the St. Louis Regional Planning Commission comprises the body of the report. Chapters dealing with the history and resources of the region; organization of the region—present and future; principal physical improvements of the region, existing and proposed; Federal and interstate problems and planning administration are included, as well as an appendix. Other parts are in preparation.

Supporting and Supplementary Reports

Water Problems

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, 423 pages, 57 maps. Superintendent of Documents, 80 cents.

The committees responsible for the report represented the Departments of War, Agriculture, Interior, and the Federal Power Commission. The National Planning Board acted as a coordinating agency.

Contains 10 parts: Report of the President's Committee on Water Flow; Organization and Policies; The Atlantic Region; The Gulf Region; The Eastern Mississippi Region; The Western Mississippi Region; The Great Lakes Region; The Pacific Region; The Arid and Semiarid Section; General Review of Reports.

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INVENTORY OF THE WATER RESOURCES OF THE UNITED STATES, JUNE 1935. Multilithed, paper covered, about 9 by 11¼ inches. (Edition exhausted. Reprint contemplated.) A report covering basic data, present develop-

ment, 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. Prepared by regional water consultants, the following essential points are covered for each region: Physiography, climatology, surface waters, ground water, quality of water, public water supply, power, irrigation, navigation, flood control, drainage, recreation, waste disposal, and conservation by storage.

Multilithed, paper covered, about 9 by 11¼ inches. (Edition exhausted. Reprint contemplated.)

The separate sections follow:

Inventory of the Water Resources of the North Pacific Drainage Basins, prepared by Joseph Jacobs, regional water consultant, embraces all of the State of Washington, nearly all of Oregon and Idaho, and portions of Montana, Wyoming, Utah, and Nevada—117 pages, and includes 5 color maps and 6 plates.

Inventory of the Water Resources of the South Pacific and Great Basin Drainage Areas, prepared by W. L. Huber, embraces portions of California, Oregon, Nevada, Utah, and Idaho—50 pages, and includes 5 colored maps and 7 plates.

Inventory of the Water Resources of the Colorado River Drainage Area, by H. T. Cory, embraces the State of Arizona and portions of California, Nevada, Utah, Wyoming, Colorado, and New Mexico—27 pages, 5 color maps, and 8 plates.

Inventory of the Water Resources of the Southwest and Western Gulf Drainage Area, by O. N. Floyd, embraces portions of Texas, Louisiana, New Mexico, and Colorado—29 pages, 5 color maps, and 11 plates.

Inventory of the Water Resources of the Mississippi River Drainage Area, by C. H. Paul, embraces West Virginia, Tennessee, Kentucky, Illinois, Iowa, Missouri, Arkansas, Oklahoma, Kansas, Nebraska, South Dakota, and portions of North Dakota, Montana, Wyoming, Colorado, New Mexico, Texas, Louisiana, Mississippi, Alabama, Georgia, North Carolina, Virginia, Maryland, Pennsylvania, New York, Ohio, Indiana, Michigan, Wisconsin, and Minnesota—64 pages, 5 colored maps, and 10 plates.

Inventory of the Water Resources of the Great Lakes, St. Lawrence River, and Red River of the North Drainage Area, by L. K.

Sherman, embraces the State of Michigan, and portions of North Dakota, South Dakota, Minnesota, Wisconsin, Illinois, Indiana, Ohio, Pennsylvania, New York, Vermont, and Maine—48 pages, 5 colored maps, and 6 plates.

Inventory of the Water Resources of the North Atlantic Drainage Area, by H. K. Barrows, embraces the States of Maine, Massachusetts, Rhode Island, Connecticut, New Jersey, Delaware, and portions of Vermont, New York, and Pennsylvania—62 pages, 5 colored maps, and 18 plates.

Inventory of the Water Resources of the South Atlantic and Eastern Gulf Drainage Area, by Brent S. Drane, embraces South Carolina, Georgia, Florida, and portions of Pennsylvania, Maryland, Virginia, West Virginia, North Carolina, Alabama, Mississippi, and Louisiana—53 pages, 5 colored maps, and 8 plates.

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. Mimeographed, 82 pages, 8 by 10½ inches, paper cover, one illustration. Available in limited numbers. Published in September 1935. The chapters include: The Problem of Stream Pollution, Status of Water Pollution Law, Status of Water Pollution From the Standpoint of Public Health, Status of Water Pollution From Biological Aspects Other Than Public Health, Status of Industrial Waste Treatment, Status of Standards of Water Quality, Recommendations.

REPORT OF THE SPECIAL ADVISORY COMMITTEE ON STANDARDS AND SPECIFICATIONS FOR HYDROLOGIC DATA, December 1935. Multilithed, 45 pages, 8 by 10½ inches, paper cover, no illustrations. Published to insure the obtaining of more dependable hydrologic data for emergency works projects. It combines the viewpoints of the scientists and technicians who produce basic data with the viewpoints of engineering practitioners who design and construct works based upon such data.

Following are the titles of chapters: General Recommendations; Precipitation; Snow Surveys; Surface Waters; Ground Water; Evaporation from Water Surfaces; Evaporation

from Moist Soils and Evapo-transpiration; Quality of Water, Physical and Chemical; Special Projects; Suggested Projects and Procedure Under Works Progress Administration.

DRAINAGE POLICY AND PROJECTS, by the Special Subcommittees of the Water Resources Committee, appointed in October 1935 to review the scope and conflicts of Federal activity related to land drainage, and to recommend a practicable means of developing coordinated programs of future work. Published in February 1936. Mimeographed, illustrated, 26 pages. Available in limited numbers, National Resources Committee.

FEDERAL AGENCIES CONCERNED WITH WATER USE AND CONTROL, by the Water Resources Committee, published in January 1936. A ready reference to Federal work in the field of water resources, including major types of investigation and construction in progress, and the major sources of available data. Mimeographed, 37 pages, 5 maps. Available in limited numbers, National Resources Committee.

Land Problems

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.

The following are now available at the office of the Superintendent of Documents:

Part I. General Conditions and Tendencies Influencing the Nation's Land Requirements—47 pages, 37 illustrations; 20 cents.

Part III. Agricultural Land Requirements and Resources—64 pages, 22 illustrations, 2 maps; 60 cents.

Part IV. Land Available for Agriculture Through Reclamation—2 illustrations, 2 maps; 35 cents.

Part V. Soil Erosion, a Critical Problem in American Agriculture—112 pages, 23 illustrations, 6 maps; 75 cents.

Part IX. Planning For Wildlife in the United States—24 pages, 2 illustrations; 10 cents.

Part X. Indian Land Tenure, Economic Status, and Population Trends—73 pages, 11 illustrations; 20 cents.

The following parts are being printed and will soon be available at the office of the Superintendent of Documents:

Part II. Agricultural Exports in Relation to Land Policy.

Part VI. Maladjustments in Land Use.

Part VII. Forest Land Resources, Requirements, Problems and Policy.

Part VIII. Certain Aspects of Land Problems and Government Land Policies.

Part XI. Recreational Use of Land in the United States.

Mineral Problems

THE EFFECTS UPON OPERATING EFFICIENCY OF THE BRITISH EXPERIMENT IN PRODUCTION CONTROL IN THE COAL INDUSTRY, by George W. Strasser, published in February 1936, mimeographed, 88 pages, paper cover, 7 charts. Available in limited numbers.

The chapters in this reconnaissance report deal with the British scheme of price and production control, market background of the British coal industry under competition and under control, effects of control upon prices and profits, effects upon costs and output per man, effects upon productive capacity, whether or not technical progress has been retarded by the adoption of production control, and British and American experience compared.

Appendix A, composed of statistical tables; appendix B, a discussion of the stability of coal prices during the control period 1931-33; and a bibliography, complete the report.

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THE MINERAL RESERVES OF THE UNITED STATES AND ITS CAPACITY FOR PRODUCTION, by Kenneth Leith and Donald M. Liddell, published March 1936. Mimeographed, 247 pages, 25 charts. Available in limited numbers. The report deals with the following mineral resources: Aluminum, antimony, asbestos, barite, china clay, chromite, coal, copper, fluorspar, gold, graphite, gypsum, iron ore, lead, magnesite, manganese, mica, molybdenum, nickel, nitrates, petroleum, phosphate rock, potash, quicksilver, silver, sulphur, tin, titanium, tungsten, vanadium, and zinc.

Public Works

PUBLIC WORKS IN PROSPERITY AND DEPRESSION, and their utilization as an agency of economic stabilization, by Arthur D. Gayer, published by the National Bureau of Economic Research, September 23, 1935. Printed in book form, 9¼ by 6¼ inches, cloth binding, 484 pages, 100 tables, 3 charts. Obtainable at the National Bureau of Economic Research, 1819 Broadway, New York City. Price, \$3.

This volume is a revised version of the official report made to the National Planning Board by Dr. Gayer in June 1934. It contains information on the volume of public works undertaken in this country, the fluctuation in volume from year to year, the types of work undertaken, and the numerous factors that bear upon efforts to use public works as an economic balance wheel.

The chapters are: Planned Public Works as an Agency of Economic Stabilization; The Development of the Idea; Public Works in the United States, 1919-34; Their Scope, Volume, Distribution and Fluctuation; Total Public and Private Construction in the United States, 1923-33; Detailed Comparisons of Different Estimates; Federal Construction Expenditures; The Federal Emergency Program Under the P. W. A.; Construction Expenditures of State Governments; Construction Expenditures of City Governments; Construction Expenditures of New York City; Roadbuilding; Financing Public Works in Prosperity and Depression; The National Government; The Financing of Public Works; Local Governments; Seasonal Variation in Public Construction; The Development of a Planned Public Works Policy in the Light of Recent Experience; Controlled Public Works as a Stabilizing Factor: Some Basic Problems of Theory.

The appendix is made up of the following sections: The Course of the Business Depression, the Growth of Unemployment, and the Relief Problem; Supplementary Notes to the Chapter on Construction Expenditures of New York City; Financial Condition of Selected Local Governments During the Depression (Chicago, Milwaukee, Cincinnati, Cleveland, Des Moines, Buffalo, Atlanta, Durham, N. C.).

ECONOMICS OF PLANNING PUBLIC WORKS, by John Maurice Clark, Professor of Economics, Columbia University. Printed, 194 pages, 6 by 9 inches, paper cover, 6 charts. Superintendent of Documents, 25 cents. 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? Includes the following divisions: The Background of the American Problem; Harmonies and Conflicts Between the Purposes in View; Relief work; Advantages and Disadvantages as Compared with Doles or Insurance; Varieties of Economic Dislocations; Types of Public Works Projects; Varieties of Timing Policy; Limitations on Altering Natural Timing of Public Works; Preparatory Measures; Cumulative Effects of Public Expenditures; Nullifying Influences; Problems and Methods of Financing; Problems of Labor Policy; The Construction Industries in Relation to a Public Works Program; Special Problems in Particular Fields; The Place of Public Works Planning in a General Policy; Conclusions Bearing on a Public Works Program; Fiscal Aspects of Planned Public Works.

CRITERIA AND PLANNING FOR PUBLIC WORKS, a research by Russell V. Black, Research Consultant, June 1934. Mimeographed, 182 pages, paper cover, no illustrations. Available in limited numbers. 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.

Chapters include: Physical Planning—Its Functions and Its Relation to Economic and Social Planning; A Plan for a Physical National Plan; Criteria for the Selection and Programming of Public Works; Criteria and Standards for State Public Works; Criteria and Standards for Municipal Public Works; Estimates of Potentially Needful Public Works; Guidance of Public Works Toward Effective Public Service; Briefed Findings and Suggestions; An Approach to Summarization of Criteria and Standards.

Science

PRELIMINARY SCIENCE PAPERS, prepared for the use of the science committee of the National Resources Board, June 1935, by outside contributors and members of the staff. Mimeographed, 165 pages, paper cover, no illustrations. Small preliminary edition exhausted.

The report includes three papers: Natural Sciences in a National Planning Program, by Dr. John C. Merriam, designated by the National Academy of Sciences; Social Science and Human Resources, by Dr. Carter Goodrich, designated by the Social Science Research Council; and Human Resources, by Dr. Goodwin Watson, designated by American Council of Education. The paper on Human Resources is divided into the following chapters: Importance of Human Resources; Social Planning; Administration of Planning for the Development of Human Resources; Program and Projects for the Section on Human Genetics; Program and Projects for the Section on Childhood; Program and Projects for the Section on Youth; Program and Projects for the Section on Adult Life; Special Advisory Committees.

Social and Economic

NATIONAL SOCIAL AND ECONOMIC PLANNING, THEORY AND PRACTICE (with special reference to the United States), by Lewis L. Lorwin and A. F. Hinrichs, 1935. Digest of this report available in the National Planning Board report.

Personnel

THE LOAN OF EXPERT PERSONNEL AMONG FEDERAL AGENCIES, a report prepared for the land-planning committee by James W. Fesler, September 9, 1935. Mimeographed, 8 by 10½ inches, 53 pages. Small preliminary edition exhausted. The report is the result of a request to the National Resources Committee "to investigate service activities of various governmental agencies which might be available to departments and bureaus operating land of various types; the extent to which such services are now utilized; and the possibilities of different types of organization to facilitate interchange of experts and technical direction of management activities." Chapters are: Cooperation, Desirability and Extent of the Loan of Personnel, Legal Authorization for the

Loan of Personnel, Control of Personnel, and Conclusions.

Miscellaneous

Hearings

H. R. 10303, a bill introduced by Representative Maury Maverick on January 16, 1936, in the House of Representatives providing for the establishment of a National Resources Board and the organization and functions thereof. Referred to Committee on the Public Lands, hearings held, and printed. Includes testimony by members of the National Resources Committee, staff, and supporting organizations.

S. 2825, a bill introduced by Senator Royal S. Copeland on May 13, 1935, in the Senate, providing for the establishment of a National Planning Board and the organization and functions thereof. Referred to Committee on Commerce, hearings held and printed. Came before Senate as Title II of the Omnibus Flood Control bill, H. R. 8455, and referred to Committee on Public Lands.

Outlines of Procedure

A series of suggested outlines of procedure for State Planning Board research are being prepared on the following subjects:

SYMBOLS FOR PLANS, MAPS, AND CHARTS (A preliminary edition has been published; it will be revised).

WATER STUDIES BY STATE PLANNING BOARDS (Preliminary Edition).

FORMAT AND ORGANIZATION OF REPORTS (Preliminary edition).

PUBLIC WORKS PROGRAMMING (Preliminary edition).

LAND PLANNING (In preparation).

Circulars and Bulletins

CIRCULAR I, ORGANIZATION AND FUNCTIONS, August 15, 1934. Describing the membership of the new National Resources Board, its organization into six sections, and its general functions. Mimeographed, 5 pages, 1 chart showing planning districts.

CIRCULAR II, STATUS OF ORGANIZATION OF PLANNING DISTRICTS AND STATE PLANNING BOARDS. Listing each State and Regional Planning Board, membership of each, currently revised, latest revision, May 15, 1936, and the names and assignments of

planning consultants. Periodically revised, this circular replaces the National Planning Board's sixth circular letter.

CIRCULAR III, DIGEST OF EXPERIENCE OF STATE PLANNING CONSULTANTS, February 11, 1935. A summary of the consultants' views and experience relative to the basic problems and procedures of State planning. Mimeographed, 8 pages.

CIRCULAR IV, WHAT THE GOVERNORS THINK OF STATE PLANNING, February 12, 1935. A series of excerpts from public addresses made by various Governors relative to the value of State planning. Mimeographed, 7 pages.

CIRCULAR V, STATE PLANNING ACTS, February 20, 1935. Transmitting copies of the nine State planning laws enacted between July 1933 and February 1935. This circular replaced and superseded the National Planning Board's eighth circular letter. Mimeographed, 37 pages.

CIRCULAR VI, PRELIMINARY BIBLIOGRAPHY OF STATE PLANNING REPORTS IN THE LIBRARY OF THE NATIONAL RESOURCES BOARD, May 19, 1935. Mimeographed, 25 pages.

CIRCULAR VII, CLASSIFICATION OF PLANNING MATERIAL IN STATE PLANNING BOARD LIBRARIES, April 8, 1935. A suggested system for the filing of data, prepared in collaboration with Harvard School of City Planning. Mimeographed, 6 pages.

CIRCULAR VIII, PRESS ATTENTION RECEIVED BY "STATE PLANNING, A REPORT OF ACTIVITIES AND PROGRESS", dated December 2, 1935.

CIRCULAR IX, CURRENT PROGRAMS AND PROGRESS OF WORK OF STATE PLANNING BOARDS, February 29, 1936. Mimeographed, 52 pages. A compilation of reference data as to current activities of State Planning Boards showing (a) current projects and continuing work; (b) major objectives which the boards expect to achieve between February and July 1, 1936; (c) further work scheduled to extend beyond July 1, 1936. Mimeographed, 52 pages.

Memoranda

STUDY AND REPORT ON LAND USE PROBLEMS AND POLICY, July 19, 1934. Preliminary instructions for preparing material for land use report with an outline of procedure for determining the extent and character of desirable adjustment in rural land-use and the most

effective means of obtaining such adjustment. Mimeographed, 7 pages.

NATIONAL LAND PLANNING ACTIVITIES: FEDERAL AGENCIES, THEIR ORGANIZATION AND RESEARCH ACCOMPLISHMENTS IN THE FIELD OF LAND PLANNING. Published in July 1934. Includes (1) a list of Federal agencies working on a land planning program, with a statement of the purpose or interest of each agency prepared under the direction of its responsible chief; (2) a record of scientific reports, maps, documents, and projects completed or in process dealing with land planning by each agency; (3) a brief statement of the relation of the various agencies to each other so as to give a more complete picture of the whole field of land planning activity. Mimeographed, 35 pages.

STATE PLANNING LEGISLATION. Contains a colored map and a revised chart giving the legal references to laws and resolutions as well as the status of bills referring to state planning. Mimeographed, 4 pages.

MEMORANDUM TO STATE PLANNING BOARDS regarding the Works Progress Administration's

assignment of Statistical Coordinators to its State organizations and suggesting that each board organize a sub-committee on statistical, research, and survey projects with the coordinator as a member. Two Works Progress Administration publications are transmitted: Circular No. 3—"Statement of Information for Sponsors of Federal Statistical Projects" and Bulletin 17—"Statistical, Survey, and Research Projects" 2 pages.

FEDERAL ASSISTANCE FOR STATE PLANNING. Lists conditions precedent to the assignment of consultants or the providing of other assistance to state planning boards. 1 page.

OUTLINE OF DESIRED INFORMATION ON Collection of Data Relating to Water Resources and Water Use, 4 pages.

MEMORANDUM TO STATE PLANNING BOARDS AND CONSULTANTS requesting them to submit comments and suggestions on proposed public works projects to the state P. W. A. directors, 2 pages.

PROGRESS REPORT

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NATIONAL
RESOURCES
COMMITTEE

OCTOBER 1937

PROGRESS REPORT

1937

STATEMENT OF THE ADVISORY COMMITTEE

NATIONAL RESOURCES COMMITTEE

UNITED STATES GOVERNMENT PRINTING OFFICE WASHINGTON - 1937

For sale by the Superintendent of Documents, Washington, D. C. Price 10 cents

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STAFF

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Executive Officer

HAROLD MERRILL
Assistant Executive Officer

ROBERT H. RANDALL, *Consultant, State Section*

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NATIONAL RESOURCES COMMITTEE
INTERIOR BUILDING
WASHINGTON

October 18, 1937.

The PRESIDENT,
The White House.

MY DEAR MR. PRESIDENT:

We have the honor to transmit herewith a progress report by our Advisory Committee, which summarizes the organization and work of the National Resources Committee and its coordinating committees during the last year and suggests further activity for the future.

The members of the Committee desire to indicate to you their belief in the value and importance of the work which is being carried forward through this planning agency.

Sincerely yours,

HAROLD L. ICKES

Secretary of the Interior, Chairman

HARRY H. WOODRING,
Secretary of War.

HENRY A. WALLACE,
Secretary of Agriculture.

DANIEL C. ROPER,
Secretary of Commerce.

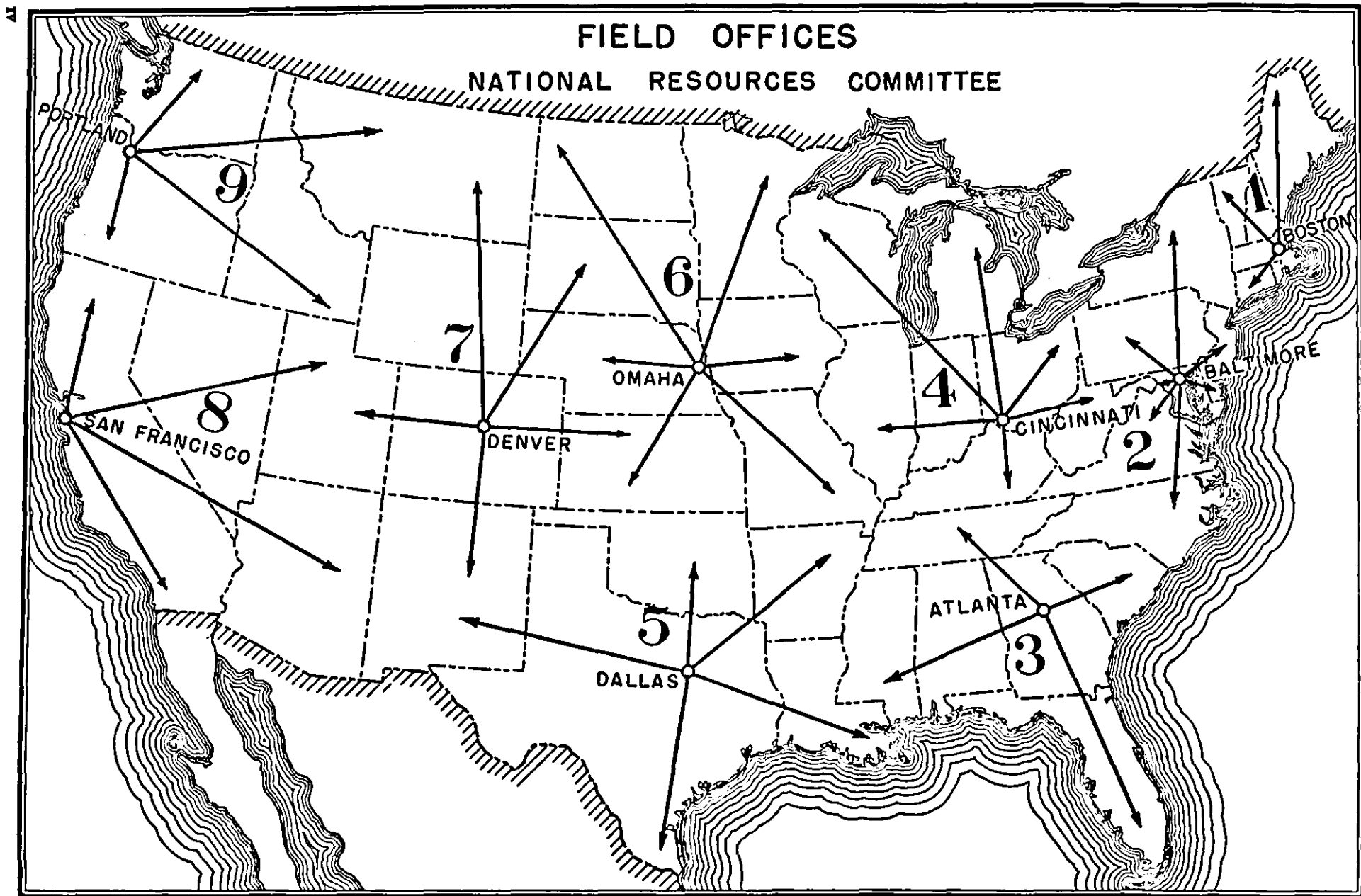
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Secretary of Labor.

HARRY L. HOPKINS,
Works Progress Administrator.

FREDERIC A. DELANO.
CHARLES E. MERRIAM.

•

HENRY S. DENNISON.
BEARDSLEY RUMF.



I. INTRODUCTION

Continuous planning is needed for the conservation and wise development of our national resources—both natural and human. With new inventions, new ideals, and new discoveries, no fixed plan or policy will suffice; for any rigid mold or blueprint plan, if strictly adhered to, may restrict our freedom rather than enlarge it. If we adopt as our constant objective to hand down to our children an unimpaired physical inheritance in the natural wealth of this continent, then we must constantly make new plans to meet new conditions.

The National Resources Committee is carrying on this work of continuous planning as the successor of the National Resources Board and the National Planning Board of the Public Works Administration¹ (which, in turn, continued some of the membership of President Hoover's Committee on Social Trends).

The functions and duties of the National Resources Committee are described in Executive Order No. 7065 of June 7, 1935:

(a) To collect, prepare and make available to the President, with recommendations, such plans, data, and information as may be helpful to a planned development and use of land, water, and other national resources, and such related subjects as may be referred to it by the President.

(b) To consult and cooperate with agencies of the Federal Government, with the States and municipalities or agencies thereof, and with any public or private planning or research agencies or institutions, in carrying out any of its duties and functions.

¹ The National Resources Committee succeeded to the functions and duties of the National Planning Board of the Federal Emergency Administration of Public Works and the National Resources Board.

The National Planning Board was appointed by the Administrator of Public Works on July 20, 1933, consisting of Frederic A. Delano, Charles E. Merriam, and Wesley C. Mitchell, "to advise and assist the Administrator . . . through the preparation, development, and maintenance of comprehensive plans . . . through surveys and research . . . and through the analysis of projects for coordination and correlation of effort among the agencies of the Federal, State, and local Governments." Dr. Mitchell and Dr. Merriam were chairman and vice chairman, respectively, of President Hoover's Committee on Social Trends.

The report of the National Planning Board was submitted to the President on June 24, 1934, and led directly to the reorganization of the Board as the National Resources Board.

The National Resources Board was established by Executive order of the President 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." The new Board included the three former members of the Na-

(c) To receive and record all proposed Federal projects involving the acquisition of land (including transfer of land jurisdiction) and land research projects, and in an advisory capacity to provide the agencies concerned with such information or data as may be pertinent to the projects. All executive agencies shall notify the National Resources Committee of such projects as they develop before major field activities are undertaken.

The National Resources Committee consists of eight members, of whom six are administrative officials of the Government and who are former members of the National Planning Board. The Secretary of the Interior was designated as chairman to serve with the Secretary of War, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the Administrator of Emergency Relief, Mr. Frederic A. Delano, and Dr. Charles E. Merriam. At the first meeting of the Committee, authority for approval of budgets and appointments was delegated to the chairman and to the Advisory Committee named in the Executive order, so that subsequent meetings have been devoted entirely to discussion and action upon reports and recommendations. Authority was also granted at the first meeting for the organization of a series of technical committees.

The Advisory Committee, consisting of Frederic A. Delano, chairman, Charles E. Merriam, and Wesley C. Mitchell,² and since early in 1936 Henry S. Dennison and Beardsley Ruml, has acted from the outset as a steering or executive committee, working in close cooperation with the chairman and developing reports and recom-

national Planning Board and the Committee on National Land Problems, so that the resulting membership consisted of the Secretary of the Interior, chairman; the Secretary of War, the Secretary of Agriculture, the Secretary of Commerce, the Secretary of Labor, the Federal Emergency Relief Administrator, Frederic A. Delano, Charles E. Merriam, and Wesley C. Mitchell who resigned Dec. 1, 1935.

The National Resources Board prepared a series of reports to the President as required by the Executive order, the most comprehensive being the document dated Dec. 1, 1934, transmitted to Congress with a special message from the President on Jan. 24, 1935. This report dealt with problems of land, water, and minerals, the organization and timing of public-works programs, basic data for planning, and State and regional planning. A second report was submitted on June 14, 1935, the day the Board was succeeded by the National Resources Committee.

The National Resources Committee, with the same membership as the National Resources Board, and with virtually identical powers and duties, was established, effective June 15, 1935, by Executive order of the President (No. 7065), dated June 7, 1935, and under authority of the Emergency Relief Appropriation Act of 1935, in order to continue the work of the previous agencies which drew their authority from the National Industrial Recovery Act.

² Resigned Dec. 1, 1935.

mendations for action by the Resources Committee. The Advisory Committee has held 17 meetings in different parts of the country during the fiscal year ending June 30, 1937.

The executive officer of the Committee, Charles W. Eliot 2d, and the assistant executive officer, Harold Merrill, have acted as coordinating officers, secretaries, or administrators for the work of the technical committees, field organization, and administrative staff in Washington.

WHAT IS PLANNING?

It has been customary for the last 10 years to start all discussion of planning in the negative fashion, explaining what planning is not, to distinguish between planning and "regimentation", to denounce autocratic planning as contrasted with democratic planning. The National Resources Committee is concerned with a kind of planning which is a peculiarly American custom,¹ based on an enthusiastic belief in the ability of a democracy to utilize intelligence.

We all plan—we try to look ahead, to think of eventualities for ourselves, our families, our business, and for our common welfare. We get an "estimate of

¹ Cf. Report of National Planning Board—"A Plan for Planning" (1934).

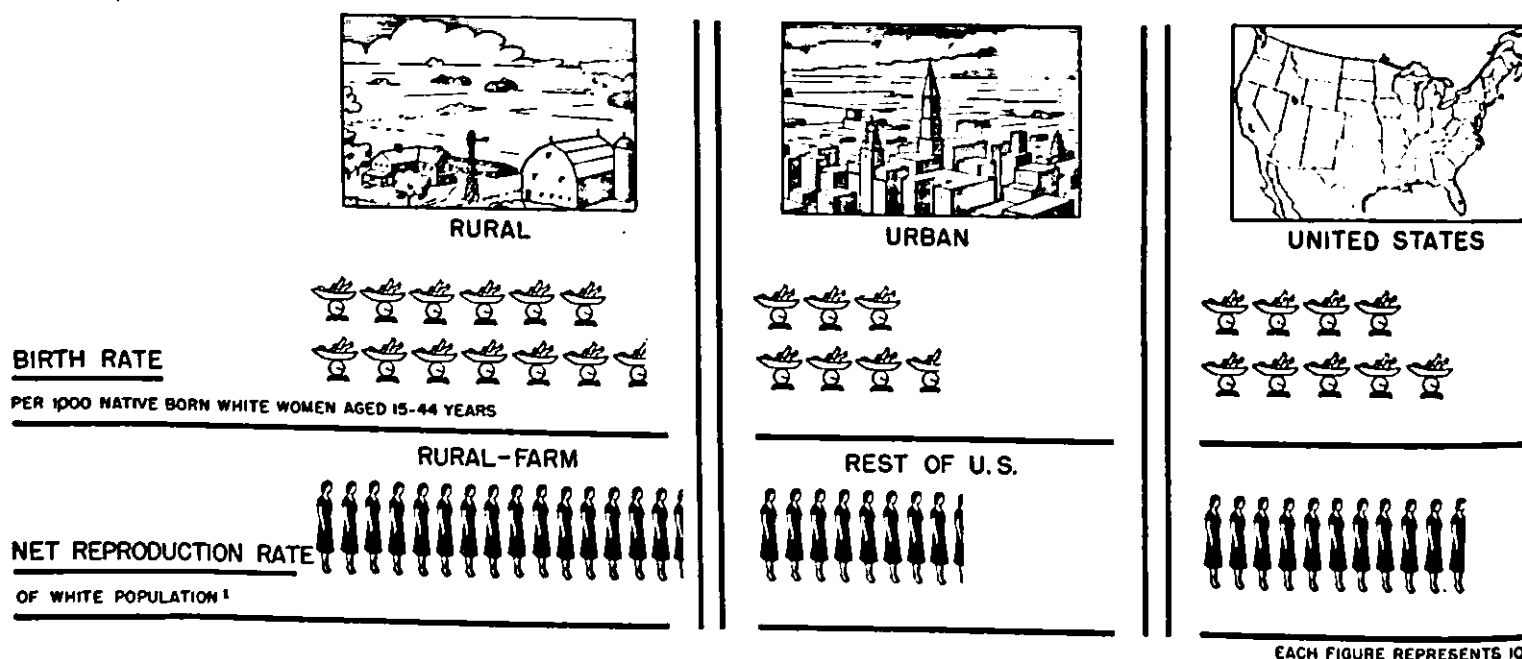
the situation", as our military friends put it, involving more or less conscious research and appraisal of the facts. We think we might do this, or we think we might do that to meet a given situation. That is rudimentary planning. We develop a plan or alternative plans. If we are wise, we look before we leap.

The National Resources Committee advocates advisory planning—getting ready for the next job. We can distinguish in big enterprises of business or of government between planning and execution, and between planning and decision. We can plan or suggest what we think the situation requires and leave it to higher authority to decide what shall be done. Like an architect bringing to his client plans for a house, we can lay our plans before our elected representatives in city, State, or Federal Government for decision, for modification, and for execution if our proposals can win the needed support.

The work of the National Resources Committee and its predecessors has been of two major types:

- (1) To assist and stimulate local, State and Regional planning boards to develop plans and policies within their jurisdiction, and
- (2) to correlate and encourage planning activities of Federal agencies for research and development of plans in a strictly advisory capacity.

ILLUSTRATION FROM REPORT "OUR CITIES"—NATIONAL RESOURCES COMMITTEE, 1937



¹ THE NET REPRODUCTION RATE IS A MEASURE OF FERTILITY FREE FROM THE DISTURBING AGE FACTORS OF THE POPULATION. A NET REPRODUCTION RATE OF 200, FOR INSTANCE, MEANS THAT A POPULATION OF SUCH FERTILITY WOULD DOUBLE ITS NUMBERS IN A GENERATION, IN APPROXIMATELY 30 YEARS. A NET REPRODUCTION RATE OF 100 SIGNIFIES A STATIONARY POPULATION. NET REPRODUCTION RATES BELOW 100 DENOTE DECLINING POPULATIONS.

II. PLANNING: LOCAL, STATE, AND REGIONAL

To use a homely illustration, the National Resources Committee is concerned with the same kind of planning which a housewife does when arranging meals or planning the table decorations. The idea of planning has grown from "housekeeping" through our experience in our own backyards so that people have become accustomed to the idea of arranging what we have for our better use and greater pleasure.

We have found that our best use of our own "backyard" depended on what our neighbors did with theirs, and so we got into planning of groups of houses, subdivisions, or neighborhoods. We found our neighborhoods were not the only ones in the city—we must have city planning. We found that the developments in one city affected its neighbor, and so we have gone from linking the relationship between city and city, to county and county, from State to State, region to region, and so to National Planning. There is nothing very startling or fearsome in that development. It has been a natural process with constantly larger groups of people seeing the relationship of one problem to the next.

URBAN PLANNING

A recent check by the National Resources Committee shows that over 1,700 towns and cities have developed some form of planning or zoning to promote the "good neighbor" policy within our cities and to protect investments in homes and business. Some 1,200 cities and towns have continuing planning boards for necessary adjustments in their zoning ordinances and to develop major thoroughfare plans, proposals for playgrounds and parks, to keep pushing for decent housing conditions, and to develop civic consciousness concerning all the problems of our physical environment. The growth of these local planning agencies has practically all come in the last 25 or 30 years; but city planning is not new—it is just a renewed consciousness of the problems which we must solve if life in our cities is to be a true expression of our ideals for American civilization.

Some years ago, the city planning movement spread beyond the political boundaries of the city into the metropolitan area. Metropolitan or, as it was then

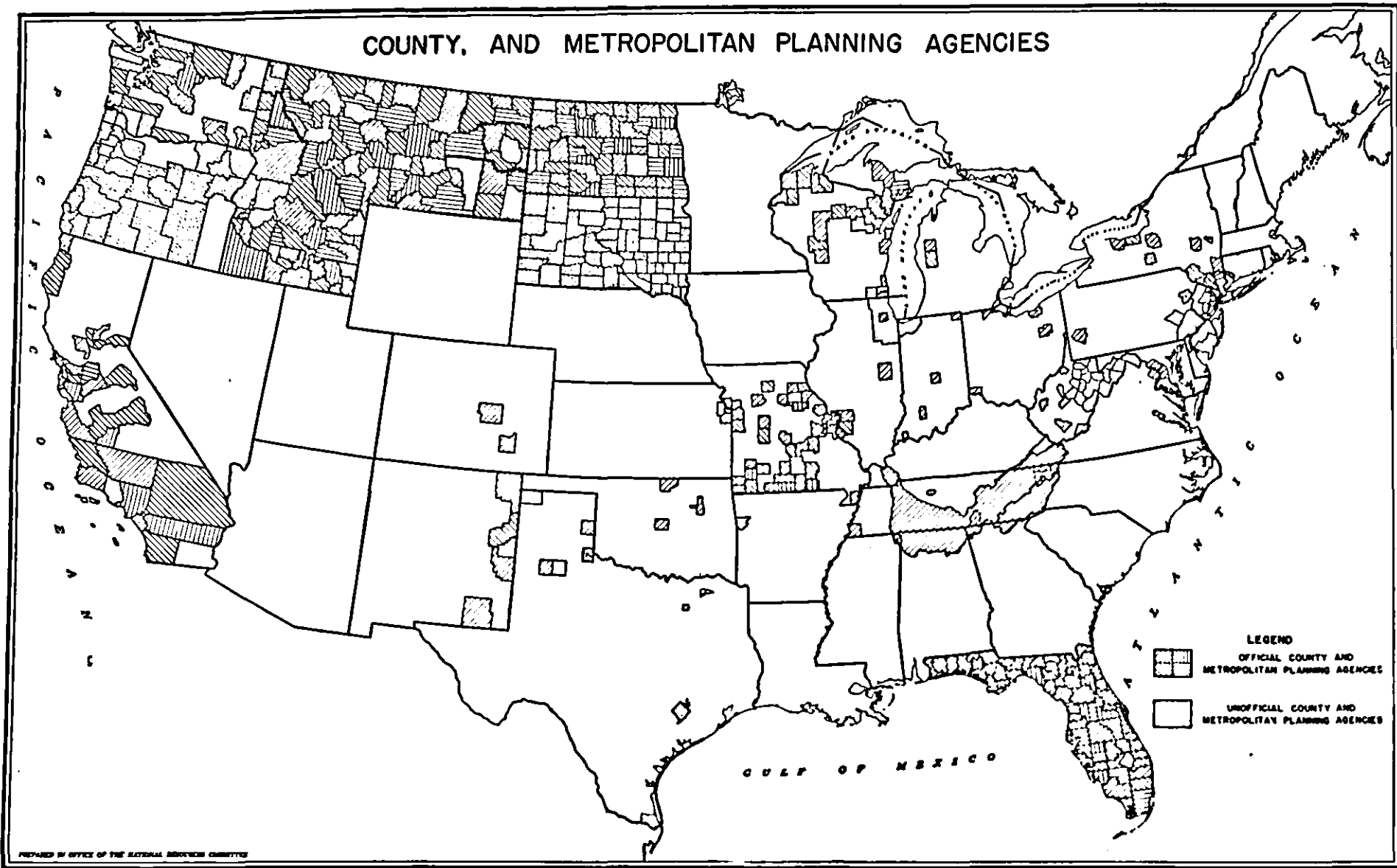
called, regional planning supplemented the efforts of individual cities, counties, and towns around Buffalo, Boston, New York, Philadelphia, Cleveland, Cincinnati, Chicago, San Francisco, Denver, and many other urban centers. The idea of metropolitan planning recognized the unity of the urban community with its market area. The work in this wider field has an economic and social significance as well as physical. It has been concerned with such questions as: What is to become of our great cities? Is "suburbanitis" a kind of disease with everyone rushing to the fringes of the urban area, or is it a healthy growth? What is to become of property values downtown? Are our great cities going to continue to attract population from rural areas? The urban birth rate is not high enough to reproduce the present city population. With the tendency toward a stabilized population in this country as a whole, should our cities be looking forward to a change in the curve of population growth? Have we Americans reached a stage in our development where we can separate "bigger" from "better" and concentrate on the quality of urban life instead of the quantity of inhabitants, factories, or stores?

These are questions which the National Resources Committee asked a special group to examine under the able leadership of Clarence Dykstra, city manager of Cincinnati, now president of the University of Wisconsin. A far-flung⁴ study of urban problems has been completed. It should lead to new and even more vigorous action on the part of local planning agencies to squarely face their special situations, and, through planning, to command their own destiny.

COUNTY AND DISTRICT PLANNING

In recent years, partly through the interest in soil conservation and often with the help of State planning agencies, large numbers of county planning boards have come into existence, particularly in the Northwestern States. The growth of these boards to some 400 in number, is an encouraging sign of the awareness of the rural population to planning problems.

⁴ Our Cities: Their Role in the National Economy, National Resources Committee, June 1937, and supported by a series of studies in course of publication.



An especially significant aspect of this rural planning movement is the effort in a few States to group together county planning boards into what have been called "district" planning agencies. In eastern Georgia, in eastern Tennessee, in Idaho, Massachusetts, Montana, and New Hampshire, movements of this sort are under way. These 27 district organizations have great possibilities, not only for planning the better use of the physical resources of the areas in which they are working but also for the reorganization or consolidation of our county governments. They recognize that with the automobile, the limitation on the size of a county to 1 day's driving distance with a horse and buggy is no longer a valid excuse for the duplication of governmental costs. We have come to a period of consolidation of school districts with the use of automobile busses. Suffice to say, that by far the biggest element in the much criticized cost of government in this country is due to the fact that we have some 175,000 separate governments in these United States.

During the last year, the Committee has cooperated with the Maryland State Planning Board and local planning agencies in a special study of the intercity area involving Baltimore, Annapolis, and the National Capital. The problems of this area are in many ways similar to those encountered between Boston and Providence, Dallas, and Fort Worth, and other centers. The plans developed with the aid of consultants from the National Resources Committee provide a demonstration of possibilities in the spaces between cities. This report⁵ (issued by the Maryland board) concerns another aspect of the intercounty or metropolitan problem previously brought out in the Regional Planning study for the metropolitan area about St. Louis.⁶

STATE PLANNING

The National Resources Committee and its predecessors have always urged decentralization of planning—returning to the people back home the major responsibility for the suggestion and sponsorship of plans for the best use of the resources of the local area. In this spirit, Chairman Harold L. Ickes, in the autumn of 1933, suggested to the Governors of the several States the desirability of following the example of New York, Wisconsin, and a few other Commonwealths, in the establishment of State planning agencies. There were few examples to point to. Perhaps the best was Governor Smith's Housing Commission Report of 1926 in New York, which outlined the resources and State-wide problems of land use along the Hudson and the Mohawk Valleys.

⁵ Regional Planning, Pt. IV. The Washington-Baltimore-Annapolis Area. August 1937.

⁶ Regional Planning, Pt. II. St. Louis Region, June 1936, National Resources Committee.

Chairman Ickes' suggestion was received with enthusiasm—much greater enthusiasm than had been expected. Within a year and a half, 32 State legislatures passed acts establishing planning agencies on a continuing basis, and during the last few months, Louisiana, Georgia, Nevada, Nebraska, Iowa, Michigan, Pennsylvania, have joined the procession. Today, there are 45 State planning boards with whom the National Resources Committee keeps in touch through consultants and regional chairmen who are available for advice and assistance, to help the State agencies carry out their plans. Through the liberal and hearty support of the Works Progress Administration, work-relief help has been available to State planning agencies, and during the last fiscal year some million and three-quarters dollars was expended on planning staff projects employing relief workers in various State capitals.

The State planning boards have tackled a very great variety of problems. Naturally, the problems in Florida are different from those in New York or Massachusetts, and they in turn are radically different from those in Colorado or Oregon. Most of the States have concentrated their efforts on the same problems of physical environment which have so long motivated city and regional planning work. This primary interest in physical planning is due, perhaps, partly to the original relation of the National Planning Board to the Public Works Administration in Washington, and partly to the fact that planning consultants had to be drawn in the first instance almost entirely from the professional group previously concerned with city planning. At any rate, the result has been marked progress in the understanding and interest of States in their problems of public works, land use, water resources, transportation facilities, housing and living conditions, etc.

The Resources Committee has published summary reports outlining the organization and work of the State planning boards.⁷ Concerning the latest of these reports, issued February 13, 1937, the President said:

We need official staff agencies for planning in cities, counties, districts, States, interstate regions, and the Federal Government. It is encouraging to find in the report⁸ on State Planning—Programs and Accomplishments, issued by the National Resources Committee, that State and regional planning agencies are doing effective work in collaboration with the Federal Government, with each other, and with local planning boards.

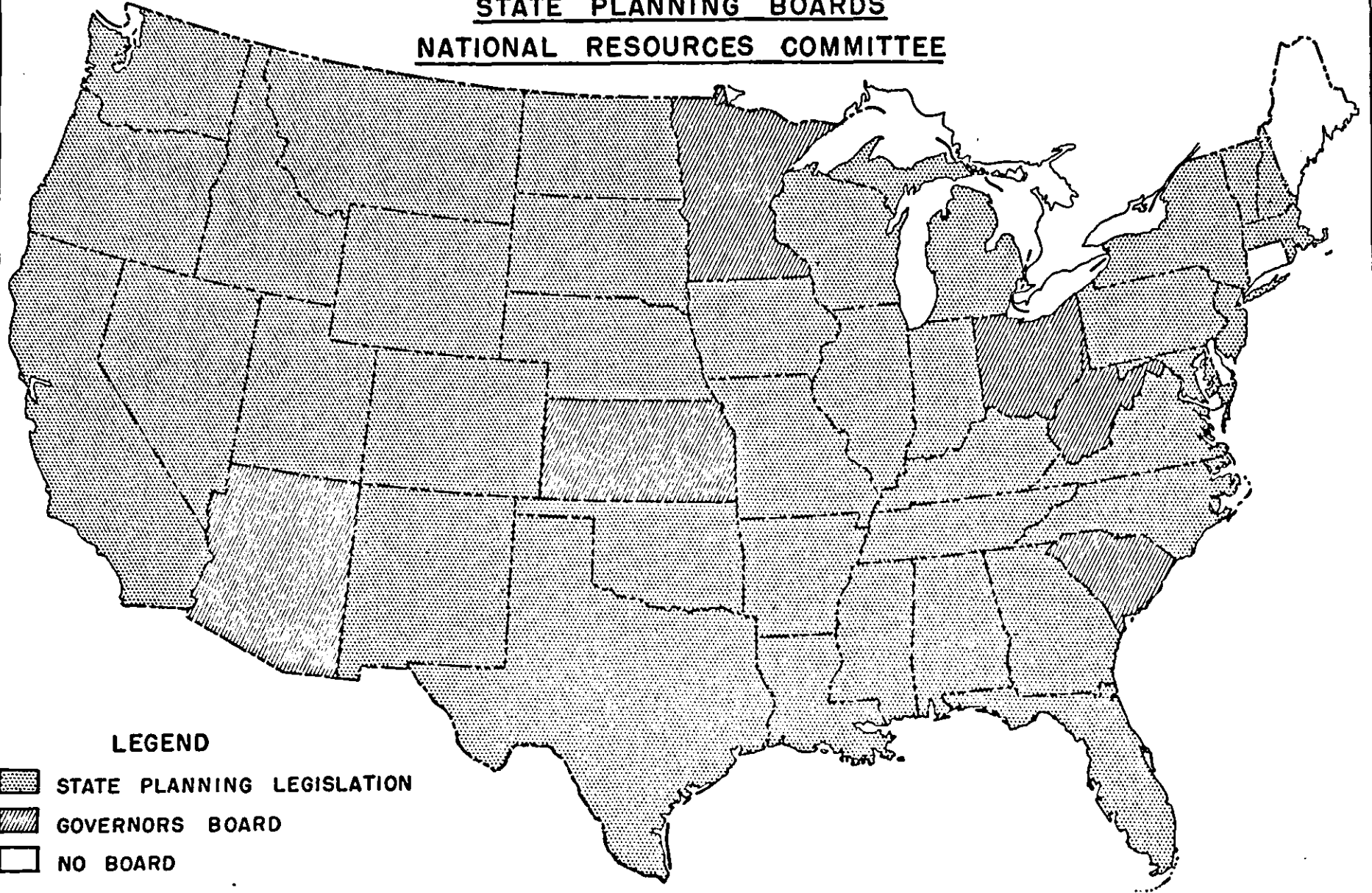
I have recommended to Congress that a continuing National Resources Board should be established to serve as a central planning agency under the President, and hope that by that means cooperative planning, forethought, and policy can be developed among all the governments in the United States.

Through informal circulars, the committee has supplemented these reports from time to time and has pre-




⁷ State Planning—A Review of Activities and Progress, June 1935, National Resources Committee.

⁸ State Planning—Programs and Accomplishments, December 1936, National Resources Committee.

STATE PLANNING BOARDS
NATIONAL RESOURCES COMMITTEE



LEGEND

-  STATE PLANNING LEGISLATION
-  GOVERNORS BOARD
-  NO BOARD

pared suggested outlines of procedure for studies by State planning boards on various subjects of common interest. Visits to the State boards by the executive officer and members of the Washington staff during the last fiscal year have been helpful. In the library of the committee a constantly growing collection of reports and plans by State planning boards attests the vitality of the State planning movement.

During the last fiscal year the assistance given to State planning boards by the committee was substantially increased for a short period to provide adequate supervision of relief workers under the Federal W. P. A. Project No. 3 for Staffing State Planning Boards. With the return of sponsorship for these projects to the several States, this extra assistance was terminated on June 30, 1937, but not until many projects and studies previously started by the States were brought to conclusion or to the stage of a formal report.

To continue the work, the State legislatures meeting this last winter and spring, have greatly increased the appropriations available for planning from State sources. Through cooperation with other State agencies, State and private educational institutions, and Federal bureaus, the State planning boards will increase both their resources and their usefulness.

REGIONAL PLANNING

There have always been interstate problems, and we have always had to use some kind of negotiation or planning to meet the critical situations as they arise. It is, therefore, nothing new to have interstate compact commissions and planning agencies studying alternative methods of solution for pressing problems which involve more than one State. The Resources Committee has endeavored to aid these interstate planning movements. The interest of the committee in these problems has prompted a variety of approaches. From the outset the committee has encouraged experimentation. Later, in 1936, it reviewed the broad aspects of the problem in its report on Regional Factors in National Planning and Development and commented on the methods so far evolved to meet interstate planning needs. A series of "demonstration projects" were encouraged. In the Pacific Northwest,⁹ New England,¹⁰ in the Ohio Valley, and in the Central Northwest, regional planning commissions, with representatives of

⁹ Regional Planning, Pt. I—Pacific Northwest, May 1936—National Resources Committee. During the fiscal year 1936-37 the Pacific Northwest Regional Planning Commission has completed reports on the Preservation of the Scenery of the Columbia Gorge, Forest Problems of the Northwest, and issued Proceedings of the Third and Fourth Annual Planning Conferences, held in Spokane and Boise.

¹⁰ Regional Planning, Pt. III—New England, August 1936—National Resources Committee. During the fiscal year 1936-37 the New England Regional Planning Commission has completed reports on New England Airways, Water Resources Data for the Connecticut, Merrimack, and Blackstone Valleys, Planning Laws, Rural Zoning, and a pamphlet entitled "Six for One and One for Six." A preliminary plan—in map form—is ready for public release.

the several State planning boards, have been organized and have worked for some time. They are making real progress on such problems as flood control, reclamation policy, power policy, etc.

In the last year, the committee has provided consultants to the Inter-State Commission on the Delaware River, set up through the Council of State Governments, with commissions on cooperation from New York, Pennsylvania, and New Jersey, and representatives from Delaware.

In the Red River of the North,¹¹ which forms the boundary line between North and South Dakota and Minnesota, problems of water shortage and flood control required immediate attention, and the committee has aided through the loan of expert services of consultants. Recently a compact and a plan have been adopted by the three State legislatures, not, to be sure, as originally proposed, but in a form which it is hoped will aid in carrying out the major purposes of the program.

In the Upper Rio Grande Valley, involving the States of Colorado, New Mexico, and Texas, a major joint investigation, conducted through the Resources Committee, has just been completed. This Rio Grande investigation was undertaken at the request of the States with the Resources Committee serving as a channel for organization of surveys and studies by appropriate Federal and State bureaus. It is a notable example of cooperative endeavor, financed partly through an allotment from the Public Works Administration but with substantial contributions from the three States and some four or five Federal agencies.¹² The report of the joint investigation is now being printed and there seem to be excellent prospects for an agreement on the division of the waters of the river among the three States.

¹¹ Regional Planning, Pt. V—Red River of the North, 1937—National Resources Committee.

¹² Financial support for the joint investigation was provided in the first instance through an allotment from the Public Works Administration to the National Resources Committee, which the Committee, in turn, has passed on to Federal bureaus doing field work. The States and bureaus have also contributed as shown by the approximate figures below:

Agency	Contributions	Expenditures and obligations	
Public Works Administration to National Resources Committee.	205,000	-----	To other agencies.
National Resources Committee.....	-----	53,256	Printing, engineer and staff.
Bureau of Reclamation.....	90,000	150,000	All in services. Do.
U. S. Geological Survey.....	28,700	120,354	
Bureau of Agricultural Engineering.....	6,000	59,000	
Bureau of Indian Affairs.....	3,000	-----	
Bureau of Plant Industry.....	2,000	2,000	
Resettlement Administration.....	3,000	3,000	
Soil Conservation Service.....	4,000	4,000	
State of Colorado.....	18,333	1,200	
State of New Mexico.....	18,333	1,200	
State of Texas.....	18,333	356	
Reverted to Treasury July 1, 1937.....	-----	2,333	
Balance unobligated July 1, 1937.....	-----	-----	
	396,699	396,699	

These and many other interstate planning activities have been encouraged through the Nation-wide drainage-basin study conducted last summer by the Resources Committee with the cooperation of the State planning boards and Federal agencies. They have been further assisted by the regional advisers of the Public Works Administration, the district chairmen and regional consultants of the committee. The State planning boards of the Great Plains area, for instance, prepared joint recommendations for the President's Great Plains Drought Area Committee¹³ last summer and autumn. Annual conferences in the southeast and northwest and special meetings arranged by the district chairmen in California, St. Paul, and many other regional centers, have fostered regional as contrasted to local planning.

CONTINUOUS RELATIONS WITH REGIONAL AND STATE PLANNING

Anticipating a much reduced budget for the consulting service supplied by the committee to State and regional planning agencies in the next fiscal year, Chairman Ickes announced a reorganization of the service under date of May 13, 1937, as follows:

The National Resources Committee proposes to continue assistance to State and regional planning agencies in a somewhat different form after July 1, 1937.

1. *Field offices.*—Instead of individual assignment of consultants and technicians to State planning boards, the Committee proposes to establish a series of 9 or 10 field offices under part-time district chairmen, a full-time technician or planning counselor, and a small staff in each office. It will be the responsibility of this counselor to keep in touch with State planning

¹³ Mr. Frederick H. Fowler, Director of the Drainage Basin Study was a member of the preliminary Great Plains Drought-Area Committee.

activities and to assist State planning boards with advice and counsel in much the same manner as heretofore provided through the State planning consultants. The committee wishes to stress the development of high standards of work and accomplishment in those States where the opportunity is greatest.

2. *Consulting services.*—The committee will retain on its pay rolls a list of consultants who will be available for assignment upon recommendation of the field counselors to assist State and regional planning agencies in their attack on special problems. Assignment will be made by the Washington office, and all appointments of consultants will be on a per-diem basis, with a limited number of days per month.

3. *Full-time assistants.*—Under the above policy, the committee will discontinue assignment of full-time technical assistants to State planning boards on June 30, 1937, in accordance with the terms of their present appointments.

The field service of the National Resources Committee is now organized, with a central contact office in Washington under the executive officer and with Robert H. Randall in charge of a unit known as the State section:

Field office	Regional chairman	Planning counselor
Boston.....	Victor M. Cutter.....	Joseph T. Woodruff.
Baltimore.....	Morton L. Wallerstein.....	Harold Merrill (acting).
Atlanta.....	Henry T. McIntosh.....	Earle B. Draper.
Cincinnati.....	Alfred Bettman.....	Lawrence V. Sheridan.
Dallas.....	Earle O. Mills.
Omaha.....	Phillip H. Elwood.
Denver ¹
San Francisco.....	Baldwin M. Woods.....	L. Deming Tilton.
Portland, Oreg.....	George F. Yantis.....	Roy F. Boney.

¹ Temporarily served by former State planning consultants.

Planning consultants to the number of over 35 are assigned from time to time to assist State or regional planning agencies, and nucleus staffs for regional planning work are established in Boston, Atlanta, Cincinnati, Omaha, San Francisco, and Portland.

III. NATIONAL PLANNING

For its work in correlating and encouraging planning activities of the Federal Government, the National Resources Committee has developed technical committees and special investigating staffs. In order to understand public policies, it brings together the men in different departments of the Government and in the world of science and engineering, to collect into one place the facts that underlie each kind of public activity. For instance, the Geological Survey has many of the facts about stream flow and flood control, the Department of Agriculture has certain kinds of facts about soils, and the Reclamation Bureau has still other facts that relate to the same problems. All these different lines of information need to be laid out on the table, together with information about rainfall, forests, wild-life, recreation needs, transportation, mineral resources, and so on, to see where they fit into the picture and affect one another.

Each Government office is not only provided with its own line of factual material; it is also entrusted by congressional authority with an administrative program. Some departments are directed to do scientific work, others carry out engineering operations, such as building dams or controlling soil erosion. The operations of one department often develop those of another to some extent; sometimes their policies are in apparent conflict. Only by bringing the different programs into a single picture is it possible to find out where the duplications and conflicts are.

Large masses of scientific data are now available, but the arrangement and judgment of the known facts must necessarily be a slow process, never fully completed. The Committee does not expect to be able to burst forth at any time with a perfected program for all governmental services, even for the Federal Government alone. It hopes only to be able to provide a background of coordinated knowledge that will make it easier for the President and Congress to judge the various proposed programs of action with which they have to deal.

Moreover, public policies are not made up entirely of scientific facts. Facts are only the background; they determine what lines of action are possible. The

policies that will actually be adopted depend upon the desires of the people, modified by their understanding of the facts. The function of a National Resources Committee is therefore purely advisory. The Resources Committee is not an administrative agency; it is a channel. It is not an administrative agency, but strictly an advisory group set up to present alternative lines of procedure from which the elected authorities of State or Nation can select the course they wish to follow.

PUBLIC WORKS PLANNING

From the beginning of its work as the National Planning Board of the Public Works Administration, a major activity of the Committee has been to urge the advance planning of public works, and to outline a public-works policy which would fit the public construction program to cycles of business depression and boom, and which would secure the wisest use of the huge funds which our cities, States, and Federal Government spend annually on public works. The opening statement in the latest report of the Committee on Public Works Planning, which the President transmitted to Congress on February 3, 1937, states the problem:

Judging by past experience, it is plausible to assume that some 30-odd billions of dollars will be expended * * * during the next 10 years through public construction enterprises. How can we safeguard the wise investment of this large sum? How can we be sure that projects * * * fit together into a comprehensive picture or program?

The experience of the Public Works Administration in 1933 showed that national and local governments had generally neglected the advance preparation of engineering plans for their public work and that long-term capital budgets were practically unknown in public affairs.

Through a series of investigations¹⁴ the National Planning Board set about the formulation of a policy to attack these omissions and the report of the National Resources Board in December 1934¹⁵ recommended a

¹⁴ Russell V. N. Black, *Criteria and Planning for Public Works*; Arthur D. Gayer, *Public Works Planning in Prosperity and Depression*; John Maurice Clark, *Economics of Planning Public Works*.

¹⁵ P. 8 and pp. 41-68, National Resources Board, Dec. 1, 1934.

new effort along the lines of the Federal Employment Stabilization Act to arrange programs of public works 6 to 10 years in advance, so as not to be caught again unprepared. The Board recommended that in future programs all projects should be cleared through a central agency in order to avoid overlapping and misunderstandings, and also that the State planning boards should be invited to assist in coordinating the works in each of the several States. At the same time the Board proceeded with the work of compiling lists of proposed public works showing those which should be given priority.

During the last fiscal year the National Resources Committee has brought to completion further studies on public works requested by the President.

1. The report on Public Works Planning reviewed and enlarged the previous recommendations of the Resources Board with special reference to the timing of public works in periods of business boom and depression. It contained a sample of a long-range program of public construction in the field of water projects (see below on Water Resources) and it presented the findings of a study on Division of Costs of Public Works originally undertaken under the direction of the late Robert Whitten and completed by Dr. Simeon Leland.
2. A compilation of Federal projects for a 6-year period was prepared for the Committee by the Projects Division of the Public Works Administration and forwarded to the President on January 5, 1937. This work continued the annual revision of the Six Year Program previously inaugurated by the Federal Employment Stabilization Board and is being continued again this year by the Public Works Administration.
3. State inventories and long-range programs of public works have been encouraged by the Committee with the cooperation of the Public Works Administration and the Works Progress Administration, through supply of forms and suggestions to State planning boards. Thirty-five of these boards have taken advantage of these aids to formulate at least partial programs for 6 years ahead.

The activities and organization for planning public works, repeatedly recommended by the Committee and its predecessors, continue in a partial and largely unorganized state. The work which the Committee can do in this situation is being continued.

WATER RESOURCES

The last year has seen a notable advance in water planning recorded in the National Water Plan or report on Drainage Basin Problems and Programs by the Water Resources Committee which was transmitted to the President on December 9, 1936. This report is the latest in a series of major efforts to clarify the problems of water conservation and development.

Beginning with the President's Committee on Water Flow appointed in the winter of 1934 and consisting of the Secretaries of Interior, War, Agriculture, and Labor, the work has gone through several stages with different emphases or purpose. The first report,¹⁶ prepared through eight subcommittees for as many regions and brought together through the offices of the National Planning Board, was a kind of compendium of water projects drawn from the "308" Reports of the Army Engineers and the experience of the Bureau of Reclamation. Although the report dealt primarily with only navigation, flood control, irrigation and hydro-electric power, it opened the door to consideration of all the other multiple-use aspects of water planning and emphasized the regional water problems of the country.

Concurrently, the Mississippi Valley committee of the Public Works Administration was at work on water problems of the two-thirds of the country drained by the "Father of Waters." The report¹⁷ of the committee, transmitted to Congress on January 24, 1935, brought new recognition of the broad problems of social and economic policy inherent in water planning. Through the dramatic and colorful manner in which the material was presented, the administration and the public were interested in multiple-purpose projects for water use.

In June 1934, the National Resources Board was appointed by the President with instructions to prepare a report¹⁸ on water resources in time for consideration at the next session of Congress. The Mississippi Valley committee became the water planning committee of the new Board and its report went forward to the President on December 1, 1934, with other reports of the National Resources Board. It emphasized an inventory of water resources and brought together data on rainfall, run-off, stream flow, underground waters, etc. A series of eight monographs, each covering a region or group of drainage basins, was prepared and issued as supporting data. Following the submission of these reports, the water planning committee attempted a first priority rating of construction projects concerning water use and conservation.

The National Resources Committee, upon its organization in June 1935, reconstituted the Water Resources Committee¹⁹ to provide membership within the group for some of the leaders in water planning from within the Government. The major effort of the Committee

¹⁶ Report of the President's Committee on Water Flow—transmitted to Congress with Presidential Message on June 4, 1934, and printed as Doc. 395, 2d sess., 73d Cong.

¹⁷ Report of Mississippi Valley committee.

¹⁸ Report of the National Resources Board transmitted to Congress, Jan. 24, 1935.
¹⁹ Now composed of Abel Wolman, chairman; H. H. Barrows, H. H. Bennett, I. N. Gabrielson, N. O. Grover, E. Hyatt, General Markham, R. B. McWhorter, J. C. Page, Thorndike Saville, R. E. Tarbett, and S. M. Woodward, with Gilbert White as secretary.

has been the drainage basin report discussing the major problems of each area and recommending long lists of projects for investigation or construction in order of priority. The report is important not only for its content but also because of the manner of its preparation. The cooperative work of State planning boards and Federal bureaus made the report possible. The employment of eminent engineers as regional water consultants gives assurance of the high technical quality of the work. The report submitted last December is now undergoing revision through the same channels to bring it up to date with accomplishments or new information gained during the last year. This Nationwide study of water problems has been supplemented, as previously noted, by special studies in the upper Rio Grande, Red River of the North, Delaware River, etc. During the year, also, the Committee has been called upon to review proposals for the Ohio-lower Mississippi flood program, and other special projects.

The report on drainage basin problems and programs, not only provides a national water plan and lists of projects, it also outlines the characteristics of a sound water policy as follows:

1. It will be concerned, in the final analysis, not with water per se, but with the promotion of public safety, public health, public convenience and comfort, the economic welfare of the public, and the establishment or maintenance of a high standard of living.

2. It will seek to promote the maximum integrated use and control of water, within the shifting limits imposed by considerations of technical feasibility and of economic and social justification.

3. It normally will treat drainage areas as units with respect to their waters.

4. It will nevertheless scrupulously observe the rights of the several States both in intrastate and interstate streams.

5. It will recognize and abide by the axioms that facts are indispensable prerequisites to sound action, and that conclusions and commitments not based on predetermined facts almost certainly prove indefensible. In keeping with this recognition, it will promote by all feasible means the continuous assembly of the basic data essential for an evolving, unending water plan.

6. It will assign the cost of constructing and operating projects undertaken from time to time as suitable elements in an evolving water plan among the public and private agencies concerned in as close accordance as possible with the distribution of benefits.

7. In determining whether or not water projects are justifiable, and in distributing the cost of meritorious projects among the beneficiaries, it will take properly into account social benefits as well as economic benefits, general benefits as well as special benefits, potential benefits as well as existing benefits, wherever they are involved. Some of these benefits are not capable of exact measurement, but they are

subject to reasonable appraisal, and their intangible nature will not justify their neglect in the future.

The Water Resources Committee has also followed up other aspects of the water planning problem. Special attention has been given to problems of water bookkeeping and a report²⁰ (humorously but accurately described as "H₂ Omissions") has been issued in an effort to make clear the costs of ignorance of fundamental data. In it a subcommittee shows the additional information needed and outlines both standards for getting it and cooperative methods between State and Federal Governments to secure continuity in the records.

Another subcommittee of the Water Resources Committee has continued work on the vexing pollution problem, and here again a report²¹ has been brought together showing both the great advance of the last few years (largely through the assistance of the Public Works Administration) and also the possibilities of further progress under a policy of Federal stimulation and cooperation with State and local governments.

The Water Committee and its small staff carry on a clearing house service for water storage and land drainage projects, for P. W. A. water projects, flood control projects, and investigations. Through special committees, work is under way on a joint Federal manual on design of small dams, on an inventory of unpublished hydrologic data, and on hydrologic research.

It is difficult to appraise the accomplishments due to this water planning activity of the National Resources Committee because the administration of water projects lies with other agencies. Much credit properly belongs with those agencies. It can be said with assurance, however, that the reports which started with the President's Committee on Water Flow and the methods adopted by the Resources Committee for participation by State and Federal agencies in the formulation of those reports have greatly advanced:

1. General public understanding and interest in the importance of wise use and development of water resources.

2. Public acceptance of the multiple-purpose development of water resources and congressional recognition of these principles.

3. Orderly preparation of programs of water construction projects, coordinating all uses and putting proposals in order of priority of need and use; and most important of all

4. Cooperative spirit among the many Federal and State agencies concerned with water planning. The work is being continued and the Water Resources Committee now has under way a review and revision of the Drainage Basin Report working through the regional organizations of the National Resources Committee.

²⁰ Deficiencies in basic hydrologic data.

²¹ Reprint from hearings by Rivers and Harbors Committee on H. R. 2711, H. R. 2300, and H. R. 3416, May 1937.

LAND PLANNING

We Americans are only just waking up to the fact that we have been destroying our basic capital—our soil, our forests, scenic wonders, and wildlife. Whatever justification there may have been for ruthless destruction in order to get a new civilization established in a wilderness has gone with the passing of the frontier. The challenge of "Conservation" impressed upon the people by President Theodore Roosevelt is still to be met.

Again there is a long history of efforts for land planning and conservation. From the conference of Governors on conservation in 1908 to the present time, public and private agencies have been at work. The National Planning Board, in 1933, organized a land planning committee²² to bring some of the public agencies in the Interior and Agriculture Departments together in a new effort to coordinate land policies. It was almost immediately recognized as the successor to the land use planning committee set up by the Secretary of Agriculture in 1931 at the request of the land-grant colleges.

Under the mandate of the National Resources Board in 1934, a land section was organized with Dr. L. C. Gray as Director, and through cooperative agreements with Federal bureaus, a committee report was developed for transmittal to the President with the other documents of the Resources Board on December 1, 1934. In this case also, a field staff of land planning consultants was utilized to secure field data in cooperation with State planning boards, agricultural colleges, and experiment stations and field offices of Federal bureaus.

The report²³ of the Committee outlined long-range objectives for land use and conservation which will serve for many years to come. Retirement of sub-marginal areas, resettlement policies, programs for national parks and national forests, policies for drainage and irrigation, an attack on the problem of farm tenancy—these and many more plans for land use are suggested in the report. Vast stores of fact and knowledge about our land problems were disclosed in Federal, State, and private institutions, and they were drawn upon and put together for the formulation of new lines of policy.

With the continued cooperation of the Federal bureaus concerned, supplementary reports have been issued as follows:

1. General land requirements.
2. Agricultural exports in relation to land policy.

²² During last fiscal year composed of Dr. M. L. Wilson, chairman, Under Secretary of Agriculture; F. A. Silcox, Chief of Forest Service, Agriculture Department; Dr. Mordecai Ezekiel, economic adviser, Agriculture Department; Dr. O. L. Chapman, Assistant Secretary of the Interior; Dr. W. C. Mendenhall, Director of the U. S. Geological Survey, Interior Department; Jacob Baker, Works Progress Administration; F. R. Carpenter, Director of Grazing Division, Interior Department; Dr. L. C. Gray, Resettlement Administration; and Charles W. Elliot 2d, National Resources Committee.

²³ Report of the National Resources Board, Dec. 1, 1934, pp. 2, 7, and 89-262.

3. Agricultural land requirements and resources.
4. Agricultural land available through reclamation
5. Soil erosion.
6. Maladjustments in land use.
7. Forest resources and policy.
8. Land problems and Government land policies.
9. Planning for wildlife in the United States.
10. Indian land problems.
11. Recreational use of land (for publication about Dec. 1).

Follow-up of these reports and recommendations has fallen primarily to the separate agencies concerned. Under the National Resources Committee, the work has involved definitions of recreation areas, cooperation with the Park Service on the national recreation survey authorized by special act of Congress, conduct of a record service of proposed land acquisition to prevent competition among Federal agencies, and participation in special projects on farm tenancy and the drought area.

During the last fiscal year the President organized a special committee on farm tenancy, under the chairmanship of the Secretary of Agriculture, and requested a report to be prepared under the auspices of the National Resources Committee. A technical committee,²⁴ set up in accordance with the usual procedure of the Resources Board, was responsible for research and drafting of the report. The document²⁵ resulting from these labors disclosed the speed with which the tillers of the soil have lost the equity given them by the Government and the numerous problems facing the farm laborer, tenant, owner-operator and absentee landlord. Legislation during the last session of Congress has authorized a beginning in a planned attack on these problems.

The National Resources Committee also participated in the work of the Great Plains committee through its representation in that body by Dr. H. H. Barrows, and through special reports prepared by the State planning boards in the drought area. Like the farm tenancy report, the recommendations²⁶ of the Great Plains committee expanded and developed proposals in the report of the National Resources Board and gave them both reality of background and punch of emphasis.²⁷

Other accomplishments and follow-ups of the recommendations for land planning in the work of the National Resources Committee and its predecessors, could easily be enumerated; but, as in the two cases noted above, claims for credit might appear to be at the

²⁴ The technical committee on farm tenancy was composed of Dr. L. C. Gray, chairman, W. W. Alexander, A. G. Black, John D. Black, Charles S. Johnson, Lowry Nelson, E. G. Nourse, and M. W. Thatcher.

²⁵ Report of the President's committee on farm tenancy, transmitted to Congress on Feb. 1, 1937.

²⁶ Report of the Great Plains committee, transmitted to Congress with Presidential message of Feb. 10, 1937.

²⁷ The Great Plains report also revived the proposal in the report on "Regional factors in national planning" for a center of planning and coordination in Denver, Colo.

expense of other agencies. The Resettlement Administration's record in the retirement of submarginal lands; the development of the grazing division for the operation of the public lands; the progress of the Bureau of Reclamation, Forest Service, and Biological Survey; or the work of the National Park Service—these accomplishments are the work of these administrative agencies. The advisory planning agency wants them to have full credit and only bespeaks their continued cooperation in developing, revising, and coordinating better plans for conservation and wise use of the Nation's land resources.

MINERAL POLICY

Minerals—our exhaustible resources—have also been the subject of much research and planning. A planning committee for mineral policy²⁸ prepared the sections of the National Resources Board report²⁹ dealing with exploitation and waste, domestic and international problems, and "submarginal" mines and other problems of mineral conservation. Some of the activities of the National Bituminous Coal Commission were foreshadowed in the report, which also dealt with oil, natural gas, copper, zinc, and other minerals.

Through the work of a mineral section of the National Resources Committee research reports on plant capacity and mineral reserves were developed through short-time employment of experts working with the appropriate Government bureaus. A transfer of funds to the Bureau of Mines enabled that agency to prepare a set of 27 world maps showing the flow of strategic minerals into the United States. An analysis has been made of British experience in regulation of the coal industry. The funds of the Resources Board and Resources Committee have thus provided staff and research possibilities for the mineral committee, while the committee has acted as a unit of the Board's technical organization.

During the last year, an exploratory study was undertaken with the assistance of Dr. John W. Frey of the petroleum conservation division on the problem of competing fuels, but funds were not available to inaugurate a major investigation. Much work lies ahead if we are to find the interrelations among our energy resources of coal, oil, gas, water power and the miscellaneous items of wood, shale, peat, and alcohol.

For the technology report of the Committee, further studies in the mineral field were brought to completion during the last year on the mineral industries and progress in metallurgy. Efforts were also made through

²⁸ Originally set up in connection with the work of the science advisory board and composed of Secretary Ickes, chairman; O. K. Leith, vice chairman; Herbert Fels, J. W. Furness, O. T. Harris, Jr., W. C. Mendenhall, F. A. Silcox, W. O. Taylor, W. L. Thorp, J. W. Finch, and Leon Henderson. The committee was discontinued and its functions turned over to the National Resources Committee by action of the President on Jan. 2, 1936.

²⁹ National Resources Board, report of Dec. 1, 1934, pp. 5 and 389-400.

the staff to advance studies for conservation of natural gas. The Resources Committee also indicated its continuing interest in the scrap-metal situation and related problems of strategic war minerals.

PRODUCTION—CONSUMPTION

An industrial committee was included in the group of technical coordinating committees established at the first meeting of the National Resources Board. The committee³⁰ and the industrial section, under the direction of Dr. Gardiner C. Means, have continued during the last year the studies previously inaugurated on the consumption habits of the American people and on methods of measuring the productive capacity of various industries. From these materials, Dr. Means has been developing a proposed report on "Using resources effectively" involving production-consumption patterns. These studies were described in some detail in the progress report of the National Resources Committee issued June 15, 1936.

Our consumption habits—how we spend our incomes—are obviously important to producers and distributors of all kinds of goods. Through a work-relief project under the sponsorship of the Bureau of Labor Statistics and Bureau of Home Economics, some 350,000 family budgets are being analyzed as to how people spend their money. More detailed information from some 60,000 families in every possible combination of circumstances—variety of family composition, variety of living conditions, variety of income—is being tabulated in Washington. The industrial section of the Resources Committee is responsible, with a committee from the bureaus concerned, for the procedures followed in this survey and for the interpretation of the material for the Nation as a whole. From that material it is hoped that we can get more exact information as to the one-third of the population which the President has referred to as "ill-housed, ill-clad, ill-nourished." If we can determine what these people need, and what our factories can produce to meet the need, we will at least have the facts concerning our American standard of living.

The uses for which such data are needed are many and important. Great economic losses have fallen on individual producers and on the community because of mistaken ideas as to consumer demand or the productive capacity of competitors. More accurate data will be valuable as warnings to prevent overbuilding of industrial plants or overproduction of certain types of goods. At the same time a knowledge of the capacity

³⁰ Now composed of Frederic A. Dalano, chairman, Ernest G. Draper (succeeded by O. R. Chambers), Isador Lubin, Leon Henderson, T. C. Blaisdell, G. C. Means, and O. W. Elliot, 3d, and more recently of Mordecai Ezekiel, Lauchlin Currie, Harry D. White, and Herbert Fels. Mr. Jacob Baker, former chairman, resigned on June 30, 1937.

of industry and of the demands of consumers will be useful to State and Federal Governments in the formulation of economic policy.

The program of work for the industrial committee, undertaken at the direction of the President, includes preparation of charts of economic data, a survey of the agencies developing economic material, and a study of the structure of industry, as well as early completion of the study on production-consumption patterns.

SCIENCE RESOURCES

In preparing its preliminary report the National Planning Board was greatly aided by a memorandum submitted, at the request of the Board, by a committee of the National Academy of Sciences on the role of science in national planning, and another memorandum submitted by the Social Science Research Council on the role of the social sciences in national planning.²¹ Later the American Council on Education and the Social Science Research Council aided the National Resources Board in the development of a list of "white-collar" work-relief projects which would provide basic data for planning or advance our scientific knowledge.

In the hope of continuing this important relationship with scientific bodies, the National Resources Board set up (with the specific approval of President Roosevelt) an advisory committee on science. This committee consists of nine persons, three appointed by the National Academy of Sciences (President Frank R. Lillie, Dr. E. B. Wilson, of Harvard, and Dr. John C. Merriam, of the Carnegie Institution of Washington); three appointed by the American Council on Education (President Edward C. Elliott, of Purdue University, Dr. Charles E. Judd, of Chicago, Dr. Walter D. Cocking, commissioner of education, Nashville); and three designated by the Social Science Research Council (Dr. William F. Ogburn, University of Chicago, Dr. Harry A. Millis, University of Chicago, and Dr. Carter Goodrich,²² University of Pennsylvania).

In this committee are brought together for the first time representatives of natural science, social science, and education, hitherto working separately, but now cooperating with the National Government through the advisory committee of the National Resources Committee.

The science committee has already authorized the organization of two studies, one on the impact of new inventions on social organization, the other on population problems, as described in the following paragraphs. The science committee is now engaged on a major study of Federal relations to research under a subcommittee of which Dr. Judd is chairman, with Dr. Ogburn and

Dr. E. B. Wilson as members. A small staff is serving under the direction of Dr. Stuart A. Rice. The relationship of this study to problems of educational policy is fully appreciated and through both the science committee and the industrial committee, the closest cooperation is maintained with the President's Advisory Committee on Education.

TECHNOLOGY

A major report of the National Resources Committee entitled "Technological Trends and National Policy" was completed during the last fiscal year. The Committee has not forgotten the stream of inventions which have such a great influence on the way we live and which cause so much change in social organization. The report prepared by a subcommittee²³ of the science committee points out the rapid changes in our ways of life due to the extraordinary ability of the American people to invent new ways of doing things and to adopt mass production methods for putting new inventions into use. Perhaps the major significance of this report is to point out the impossibility of a "blue print" as a national plan. We live in a rapidly changing world where plans must be constantly revised, reworked, reoriented. We can set up social objectives, but we must not cling to outmoded methods of procedure.

The technology report is significant not only for its discussion of the possibilities of preparing the way for new inventions and minimizing difficulties of unemployment or capital obsolescence, but also for the distinction of the contributors in special fields of technology.

POPULATION PROBLEMS

Of course, planning is for the benefit of human beings. For whom are we conserving our resources? How many people will this land be called upon to support in 20, 50, or 100 years? What kind of people?

All the reports²⁴ of the National Resources Committee necessarily deal with these questions in greater or less degree. The science committee has organized a subcommittee²⁵ to prepare a report on "Problems of a Changing Population." On the other hand, it will deal with problems of economic opportunity for the rapidly growing population in some parts of the country and for stranded coal miners, and on the other hand, it points to the early approach of a stabilized population in this country as a whole. It will discuss problems of numbers, health, education—in brief, the whole gamut of our human resources in much the same

²¹ Dr. Ogburn, chairman, with President E. C. Elliott and Dr. John C. Merriam.
²² Cf. 76 and 92 to 97, National Resources Board report (Dec. 1, 1934) and circulars issued by the Board.

²³ Dr. E. B. Wilson, chairman, Dr. William F. Ogburn, Dr. Charles E. Judd, Dr. David Linn Edsall, and Dr. Warren S. Thompson. Frank Lorimer served as director for the study.

²⁴ Appendix, report of National Planning Board.
²⁵ Resigned Aug. 29, 1936.

fashion as the 1934 report of the Resources Board discussed natural resources.

Toward this report, materials are being collected giving the supporting statistical data, and suggestions for further population research, particularly by State planning boards.

MISCELLANEOUS

As is always the case with any useful organization, much of the activity of the members and staff is devoted to projects and proposals ancillary to the principal work on which it is engaged. The review of reports and committees on the foregoing pages tells only part of the story.

The members of the advisory committee, for instance, provide liaison and contact with other agencies working on similar or parallel lines. Examples are Dr. Charles E. Merriam's service on the President's Committee on Administrative Management—a project originally suggested to the President by the advisory committee in December 1935; Mr. Delano's membership on the Power Policy Committee which followed up the proposals in the Resources Committee's report on the Pacific Northwest dealing with marketing of Bonneville power; and Mr. Dennison's membership

on the advisory council of the Department of Commerce which also has concerned itself with public-works planning and other related problems.

The executive officer and members of the staff are similarly participating in the work of the coordinating committee of the Works Progress Administration and the Central Statistical Board, in the Board of Surveys and Maps to follow up the recommendations of the Committee for early completion of an adequate topographic map, and in the activities of citizen and professional planning organizations and conferences.

These items are but samples of the necessary contacts and activities which are essential to the usefulness and efficiency of a planning board. The tangible accomplishments of books, or reports, or circulars are easy to list; committee organization names and titles can be readily put down, and there is a danger that the observer will take these tangible evidences as the measure of progress. In the long run, however, the personal equation and personal relationships may leave a more enduring mark on national policy than books or documents. These personal activities are hard to specify in a report, but the personal work of the members of the National Resources Committee, the advisory committee, and the staff is no less significant to planning progress.

IV. CURRENT ACTIVITIES

The preliminary program of work for the current year covers the following activities by various sections or subcommittees:

1. *Central offices.*—The advisory committee, staff, administrative expenses, etc. Progress report. Digests of published reports.
2. *Field offices.*—Assistance to State and regional planning agencies under revised procedures outlined on page 5.
Reports contemplated include early publication of:
 - (a) Regional Planning—Red River of the North. (Published October 1937.)
 - (b) Upper Rio Grande Joint Investigation, and possible future publication during the current fiscal year.
 - (c) Ohio Valley Regional Planning Report.
 - (d) Pacific Northwest Forest Problem and Other Data.
 - (e) New England Water Report.
 - (f) Southeastern Pine Problems.
 - (g) State Planning—Review of Progress, as well as circulars, bulletins, and outlines of procedure.
3. *Industrial.*—Special studies as directed by the President.
 - (a) Patterns of Production-Consumption.
 - (b) Survey of Economic Agencies and Data.
 - (c) Structure of Industry.
 - (d) Housing and Construction.
 - (e) Federal Aids to Education.

4. *Science.*—Continuation of committee and work on:

- (a) Problems of a Changing Population.
- (b) Federal Relations to Research. This is the major study for the year, undertaken in cooperation with education study above.

5. *Natural resources.*—

Water.—Completion of work already under way on—

- (a) Revision of drainage basin report, and continuation of clearing house activities,
- (b) Manual for construction of small dams,
- (c) Unpublished hydrologic data (Geological Survey),
- (d) Deficiencies in hydrologic research.

Land.—Continuation of Land Acquisition Record Service.

Minerals.—Studies under consideration on competing fuels, scrap metals, and strategic war minerals.

6. *Miscellaneous.*—

Urbanism.—Publication of Committee report. Supporting documents being edited for publication during the year.

Public works.—Review of 6-year Federal program upon preparation by Public Works Administration and continued contact with State planning boards to encourage development of State Public Works programs.

Other future possible studies under consideration include transportation, energy resources, and further developments from projects already under way.

V. A CONTINUOUS NATIONAL PLANNING AGENCY

The kinds of problems which a national planning agency must tackle and a variety of methods of planning have been shown in the work of the National Resources Committee and in the work of its many predecessors running back through American history. Of course, there is nothing particularly new in all this. This country has a national plan of government—the Constitution. It has had homestead plans, trust-busting policies, conservation plans, studies of economic changes and recent social trends. What is new, is the public realization and recognition of planning in these policies.

The President's Committee on Administrative Management has recommended many changes in the organization of the administrative branch of the Government, and particularly the establishment of staff agencies immediately under the direction of the President. Along with management activities of budget and of personnel, they have recommended a permanent planning agency. If our executive and legislative bodies are to be armed with the facts and with an appraisal of

significant alternative lines of action, some such planning activity as that carried on by the National Resources Committee is absolutely necessary at every level of government. Planning agencies should not be administrative; they should not be legislative—they should be purely advisory.

The late Elihu Root, in one of his reports as Secretary of War, urged the establishment of a general staff for the Army. He described the functions of a general staff in our War Department. Every one of the arguments that he used applies directly to the need for a general staff in peace times to meet peace-time problems as well as a war staff for war times. The President's Committee on Administrative Management has advocated a general planning staff to prepare plans of campaign to meet the great emergencies and critical problems of a democracy at peace. In these days of fascism, communism, and other threats to the democratic process, we cannot afford to proceed without planning, forethought, and research.

VI. 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 covered, 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.

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.

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.

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, 9½ 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.

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, 9½ 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 or will soon be 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, are available at the office of the Superintendent of Documents.

Part XI, Recreational Use of Land in the United States, is being printed and will be available at the office of the Superintendent of Documents.

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 non-professional 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, 8½ by 11½ 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 11¼ 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.

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 10½ 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.