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REPORT OF THE ADMINISTRATOR OF THE RESETTLEMENT ADMINISTRATION, 1937

UNITED STATES DEPARTMENT OF AGRICULTURE,
RESETTLEMENT ADMINISTRATION,

Washington, D. C., October 1, 1937.

HON. HENRY A. WALLACE,

Secretary of Agriculture.

DEAR MR. SECRETARY: I transmit herewith a report of the work of the Resettlement Administration for the fiscal year ended June 30, 1937.

Sincerely yours,

WILL W. ALEXANDER,
Administrator.

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INTRODUCTION

On July 1, 1937, the Resettlement Administration completed its second full year of work. In general its program continued along the four major lines established during the first year of the agency's existence. These were:

Rural rehabilitation: The extension of supervised credit to farm families unable to secure credit elsewhere, for the purpose of purchasing needed stock, equipment, and sometimes for the renting of land in order to enable them to become self supporting.

Land utilization: The development of basic land-use plans for the important problem areas in American agriculture and the purchase of more than 9,000,000 acres of land unsuited to farming as one means of accomplishing necessary adjustments in land use for the purpose of agricultural rehabilitation.

Rural resettlement: The development of farms and part-time farms on good land for farm families that have lacked the necessary fertile land for successful operations.

Suburban resettlement: The development of three green-belt towns, near large cities and industrial centers, as demonstrations of a new and highly improved technique of land use and town planning in suburban areas.

Although the program of the Resettlement Administration as a whole remained unchanged in its basic character and purposes, the experience gained during the first year of its work made possible improvements in policy and practice that helped achieve a more effective and economical operation.

The development of a more closely knit program has been a feature of the year's work. There exists a close interrelationship among the various aspects of this program to rehabilitate the poorer and more handicapped elements of the farm population. Basically, the cause of the depressed condition of this element of American agriculture may be traced to faulty relationships to the land. It is often expressed by such diverse manifestations as excessive debt, ignorance, poor land, and faulty systems of land tenure. Study and work on these problems during the year has stressed the need for a concerted attack on the problem of agricultural rehabilitation from several angles.

Practical experience gained in field operations have made possible a closer coordination of the three major agricultural programs. Rural-rehabilitation activities have been brought into a more positive relationship to resettlement problems, and vice versa. As land-use planning work has progressed, its findings have been made available for the guidance of rural-rehabilitation work, and have also been of great value to the development of rural resettlement plans. In general, this closer integration of action programs with planning activities has resulted in the establishment of a firmer foundation for long-range activities on the part of the Resettlement Administration as a whole.

In this connection, this agency made important contributions during the past year to the study of certain national problems of agricultural rehabilitation. One of these was the program to create a more stable economy in the great Plains region. Various units of the Administration, particularly the Land Utilization Division, rendered assistance to the President's Great Plains committee in the formulation of policies for the economic reconstruction of that vast problem area.

The need for a coordinated attack on the problem of farm insecurity was also stressed by the President's special committee on farm tenancy. After its study of Nation-wide conditions affecting farm tenancy and allied problems, this committee, on which several members of the Administration served, and for which others did considerable work, outlined to the President a threefold program of improved farm tenure, rural rehabilitation, and better land utilization, the larger part of which was written into the Bankhead-Jones Farm Tenant Act of 1937 by the Congress.

Changes in policy have been reflected in administrative improvements in the program. Certain simplifications of the internal structure of the organization have been carried out, and changes in the character of projects have also been found desirable. Greater emphasis has been laid upon the development of resettlement projects of the infiltration type or individual farms as opposed to the development of rural communities. It was found advisable to reduce the costs of farm units developed by this agency, and in April, new and lower limitations upon the average cost of farm buildings and other improvements were agreed upon. At the same time it was decided that work for the remainder of the year would be concentrated on the completion of projects already under way. No new projects were developed from this time.

The widespread damage to farm property by drought and flood during the past year made it necessary for the Administration to throw much of its energies in the rehabilitation of farmers in the stricken areas.

In the drouth area of 1936, two major types of assistance were rendered by this agency. Emergency loans were made available to farmers whose crops had been destroyed by drouth, and the problem of direct relief was met by the granting of small sums to families who faced destitution unless some outside help were given. In addition, an information service was set up whereby farmers who decided to migrate out of the Great Plains region were helped to find localities in other States where opportunities for farm settlement existed. The settlement of a large number of emigrants from the Great Plains on areas of poor land in States where they were not familiar with land conditions, emphasized the need for some guidance of this nature.

Following closely upon the heels of the drouth, the great flood of the Ohio and Mississippi Rivers in the early part of 1937 wrought additional damage. During the tense hours when the rivers were rising throughout the Ohio Valley, the equipment and work crews of the Administration's projects were made available to assist the Army engineers and the Works Progress Administration in building emergency levees and otherwise helping to diminish the possibilities of flood damage. Similar service was rendered during the reconstruction period.

Although the flood did not directly injure as many farmers as did the drouth, relatively large areas along the river valleys were seriously damaged and crops

destroyed. Through the rehabilitation program, farmers have been helped to recoup their losses both with emergency relief and with technical advice on how to salvage damaged crops and improvements with the least possible loss.

Both drouth and flood served as subject matter for two documentary motion pictures which have been produced for the purpose of portraying basic problems of land use and agricultural rehabilitation. During the past year "The Plow That Broke the Plains", the first of these two documentary films, which was prepared by the Resettlement Administration, was distributed to approximately 3,000 commercial motion-picture houses throughout the United States and was seen by an estimated audience of about 10,000,000 people. At the same time work was initiated on a second documentary film which has as its central theme the Mississippi River. This film is intended for release during the fall of 1937.

The high praise with which "The Plow That Broke the Plains" was received, indicates the important educational value inherent in the documentary moving picture as a means of building up an intelligent public understanding of problems concerning our land resources.

RURAL REHABILITATION

Aiding destitute and low-income farm families through a system of supervised credit forms the basic element of the rehabilitation program. Other associated activities in this field include farm-debt adjustment, the extension of group loans to farmers, and the relief of victims of drouth, flood, and other disasters.

SUPERVISED CREDIT

Supervised credit is based upon the realization that farm families in the less advantaged groups cannot improve their condition without a combination of financial help and technical guidance. On the one hand they are unable to take advantage of the available educational and scientific facilities of the Department of Agriculture because they lack the necessary financial resources to introduce improvements in their farm operations. On the other hand, they cannot qualify for financial help offered by other established agencies because they are unable, without better training, to improve their farming to the point where they might build up an equity that would serve as the basis of a loan. The rural-rehabilitation program of supervised and financed home and farm management has been formulated to break this dilemma, by bringing both credit and technical guidance to the aid of the disadvantaged farmer.

Clients of this program are helped to formulate a farm and home plan for the most economical use of their land, labor, livestock, and crops. These plans are financed by small short-term loans of 2 to 5 years. The loans cover the cost of the minimum of livestock, equipment, operating supplies, and subsistence required by the family to make a living in keeping with acceptable standards and local conditions, and to pay operating expenses and repay the rehabilitation loan.

Since the inception of the program, standard rehabilitation loans based on farm- and home-management plans have been made to more than 300,000 low-income farm families. These loans, including standard, supplemental, and emergency advances, totaled approximately \$150,000,000. During the year standard loans were made in the amount of approximately \$53,000,000. Not all low-income farm families eligible for such loans could be accommodated during the loaning season.

INFLUENCE OF COUNTY REHABILITATION SUPERVISORS

County and home rural-rehabilitation supervisors have been remarkably effective in gaining the confidence and cooperation of rural-rehabilitation clients. Liens on the clients' chattels and crops are required as security for rehabilitation loans, and the existence of such liens has protected clients from other less-favorable creditors. Nevertheless, the cooperation between clients and county and home supervisors in working out farm and home plans, and the supervision given by these representatives have constituted the best security for funds advanced to these clients. Although not generally recognized as such, this supervision has constituted a most effective method of rural vocational training, in addition to securing effective repayment of the loans. Farm- and home-plan financing is on a 2- to 5-year maturity basis; yet clients

repaid during the fiscal year approximately \$24,000,000 consisting of maturities on previous years' loans as well as on loans not yet due.

BROAD RESULTS OF STANDARD FARM AND HOME PLAN PROGRAM

Farm- and home-management plans have made possible a great increase in the financial net worth of groups of clients in areas where drought or other catastrophes have not interfered. In Alabama, the average net worth of clients was increased from \$3 to \$362 during 1935-36. The total net worth of approximately 13,000 Alabama clients in 1935 was \$40,000. In 1937, it was over \$4,000,000.

Higher standards of living have also resulted from this program since clients have been required to produce and conserve sufficient meats, vegetables, milk, and poultry products necessary for the year round. Arkansas this year reports 58 quarts of canned products, 39 pounds of dried products, 4 bushels of potatoes, and 10 pints of other foodstuffs preserved for each member of 8,570 rehabilitation families in the State.

In many areas the children of these families have been encouraged to attend a complete term of school for the first time. Likewise, the self-respect of clients' families has risen to the point that many are again participating in community activities from which their insecurity had forced them to withdraw.

Winter cover crops, higher yielding seed strains, and soil conservation and erosion control practices have been generally introduced into clients' farming operations. There has been a general increase in the use of purebred sires and an increased interest in raising work stock for small farm use through the introduction of high-quality jacks and stallions. In Washington County, Colo., there was an increase of 50 to 100 percent in the number of livestock units per farm. The modification of farm practices under the rehabilitation program has provided for a general increase in the forage and feed crops produced for consumption on the farm. It has been particularly gratifying to note the increase in the number of meat animals, milk cows, and poultry kept for home consumption. Seventy-nine percent of clients in Alabama are keeping milk cows as against 47 percent in 1935. Generally there has come about a measurable quickening of interest in improved farm-management and improved land-use practices.

GROUP LOANS

Much of the equipment used on farms, as well as high-priced breeding animals, is too expensive for individual families to purchase under a sound farm and home plan. To meet this situation group loans have been made to enable low-income farmers and rural-rehabilitation clients to purchase purebred sires, the more expensive farm machinery such as grinding and processing mills, terracing outfits, harvesting machinery, and home equipment for canning, laundering, and butchering, upon a cooperative basis. Clients and low-income farm families have similarly been financed in establishing veterinary associations, health and dental associations, seed-improvement associations, pest-control associations, equipment-center associations, and fruit- and vegetable-purchasing associations in order to serve their group need at a small individual expense.

During the period July 1, 1935 to June 30, 1937, 2,450 of these group service plans were approved involving loans to individuals amounting to almost \$1,200,000 for participation in and use of such services. The average amount required for the establishment of one of these group services was \$488.93, each participant being advanced an average of \$23.44. More than 51,000 rural farm families are now participating in such group service associations. This aspect of the program has stimulated the improvement of farm practices among low-income families through the wider use of purebred sires and high-quality seed, and the adoption of soil conservation and erosion control measures and generally more effective farm- and home-management practices.

NEED FOR SUPPLEMENTAL PROGRAM

Field experience in investigating applicants for standard rehabilitation aid and in supervising clients' families in their farm and home operations, has confirmed the fundamental soundness of the program of supervised and financed home and farm management. This experience has also indicated, however, that about only half of the destitute and low-income farm families are immediately capable of achieving a self-supporting status through the financed and

supervised farm and home plan process. It has revealed a need for an auxiliary program which can be applied to the lower half of this group, comprised principally of sharecroppers and day laborers who are not ready to undertake the responsibility of operating an independent farm unit.

A different type of loan plan would be required for this group of rural families. A small amount of money would be made available to finance subsistence farming for farm laborers and other rural workers. This type of case would be distinguished from the standard rural-rehabilitation case in that the source of cash income would be from work on farms, public works, or local industry rather than from cash crops or cash livestock products.

FARM DEBT ADJUSTMENT

Farm debt adjustment activities were conducted with the advice and assistance of 41 State farm debt adjustment committees, and 2,908 county farm debt adjustment committees comprising a total of 12,646 volunteer members appointed by the governors of the States. Committeemen were selected on the basis of their standing in their community and their reputation for fair dealing and good judgment.

During the year, 27,011 individual cases were satisfactorily adjusted. Debts totalling \$96,233,056 were reduced to \$70,879,288, a decrease of 26 percent. As a result of these adjustments which placed farmers in a sounder economic position, \$1,724,674 in delinquent taxes were paid to local governments. 19,797 loans for the refinancing of these adjusted debts were arranged through Federal land banks, production credit associations, insurance companies, local banks, private lenders, and the Resettlement Administration.

Thirteen group cases in farm debt adjustment involving irrigation or drainage districts were completed which directly affected 2,723 farms. The indebtedness in these cases, which before adjustment amounted to \$2,770,355, was reduced to \$1,160,246.

EMERGENCY PROGRAM

The emergency rural-rehabilitation program was put into effect on July 14, 1936, and was carried on in 25 States in which emergency drouth counties were designated during that summer by the Department of Agriculture. It was the responsibility of the Administration to provide destitute farm families in these areas with human subsistence; to work out methods of overcoming the shortage of livestock feed; and to finance farming operations during the fall of 1936 and to some extent in the spring of 1937. By midwinter of 1936-37, the Administration was making grants for human subsistence to over 400,000 rural families in the drouth area. The total amount of these subsistence grants to drouth-stricken rural families as a result of the 1936 drouth was \$22,663,406.53. An additional \$12,000,000 was spent for subsistence grants to destitute farm families in States outside the drouth area, about half of this going to drouth refugees who emigrated to other areas.

The problem of how to maintain livestock in the face of the feed shortage was extremely serious. The rural-rehabilitation program provided emergency loans to feed the livestock on drouth-stricken farms that were necessary for the subsistence of the family; and to feed work stock that were needed for farming operations. Likewise, emergency feed loans were provided to sustain foundation herds of range cattle and dairy cattle and foundation flocks of sheep, whether purebred or high grade. Through a feed-purchase service, information was supplied through county supervisors on the price and location of forage within the drouth areas. In addition, livestock feed was purchased and brought into the drouth sections where it was not readily available at reasonable prices.

Where the indebtedness of farmers in the drouth area was such that they could not qualify for credit from other agencies such as the production credit associations, or the emergency crop and feed loan section of the Farm Credit Administration, the rural-rehabilitation program provided emergency crop loans. Such loans were made only when there appeared to be a reasonable expectation of a crop that would justify the outlay for the season's labor. The total amount of these emergency loans to 75,000 farmers for feed and crop purposes amounted to over \$17,000,000.

A series of pamphlets prepared by the land-use planning section of the Administration and giving information about farming conditions in States to which drouth refugees were migrating in greatest numbers, was distributed to rural-

rehabilitation supervisors. This information made it possible for the field representatives to advise intelligently those farmers who had determined to leave the drought area for other parts. It was hoped that this service would discourage wholesale aimless migration from drought areas to localities where no opportunity for additional farm settlement existed.

Loans totaling \$435,123 for the purpose of financing farm operations were made to 214 farm families which emigrated from the drought area to California, Idaho, Oregon, Texas, and Washington. These same families received subsistence grants amounting to \$15,490.50.

NUMBER OF CLIENTS TO DATE

The total number of actively serviced rural-rehabilitation clients having standard and emergency loans as of the end of the fiscal year was approximately 488,000. During a 3-year period more than 4,500,000 persons, or approximately 1,000,000 farm families, have availed themselves of rural rehabilitation assistance administered by the Resettlement Administration and its predecessors, the State rural-rehabilitation corporations.

TENURE IMPROVEMENTS

Special emphasis has been laid upon the development of better conditions among farm tenants through the operation of the rural-rehabilitation program. Approximately 75 percent of the rehabilitation clients are tenants, including a large number of farmers who have been enabled to climb from the position of sharecropper or farm laborer to that of tenant as a result of rehabilitation loans.

Although certain difficulties are encountered, genuine progress has been made in improving the leasing arrangements of farm tenants in the rehabilitation program. Terms of leases have in many cases been extended from 1 year to 2 and 3 years. Increasing use has been made of written leases, and in some areas where verbal agreements between landlord and tenant have been usual, written leases have been made obligatory between landlords and rehabilitation clients. Provision for compensation of tenants for unexhausted improvements have also been introduced into leases to some extent.

HEALTH SERVICES

Health has long been a serious problem to many families served by the rehabilitation program. From the beginning, they have shown unusual eagerness to improve their sanitary conditions and opportunities for obtaining adequate medical and dental services. In a number of localities group medical associations have been formed with the aid of Resettlement officials, and often with the active assistance of county and State medical societies. In this way, low-income farm families have assured themselves of competent medical and dental attention at a minimum cost, and at the same time have provided a system of prompt and satisfactory compensation for such services. This work has been closely related to such activities as improving sanitary facilities and teaching farm families to raise and preserve foods that will constitute a healthful diet.

LAND UTILIZATION

The land-utilization program is presented here in two parts. The first summarizes the land-use planning activities, while the second describes the work in regard to what are generally known as the submarginal land projects.

LAND-USE PLANNING

The basic aim of land-use planning is to formulate policies and programs that will achieve a balanced relationship between rural people and their land resources. Two general methods are available for promoting the objectives of land-use planning. One leans to public ownership, administration, and control by the Federal Government. The other demands voluntary corrective and preventive actions by the people themselves, utilizing the regulatory powers of State and local governments. This procedure relies heavily upon the democratic process. The land-use planning program of the Resettlement Administration makes use of both of these methods.

Organization of the program is along four major lines: (1) Land classification, (2) water-utilization policies in relation to land use, (3) land policies, including analysis of institutional arrangements, such as land tenure or tax systems, and (4) land programs, for putting into effect the institutional changes which are needed to bring about desirable adjustments.

LAND CLASSIFICATION

Land classification during the year has been of two general types: The first has consisted of outlining problem areas (1) in which many of the farms are on land unsuited to farming and (2) in which many of the farms are too small to provide adequate family living without depleting the soil. This work has been used as a guide for the submarginal-land-purchase program, and other related activities.

The second type of land classification has consisted of a more intensive analysis of land classes in special areas of rural poverty, and in areas where there has been new farm settlement of considerable proportions. This classification has indicated land districts that are primarily suited to farming, forestry, or some other major use, and has in some cases pointed out the type of farming to which each district appears suited. This type of classification, with slight variations in some cases, has been carried on in about 100 counties during the year.

An attempt has also been made to identify the general areas in each State offering superior opportunities for the creation of new farms. This investigation has been carried as far as it can by a reconnaissance procedure.

Water-utilization economists have done considerable service work for various programs of the Administration, determining the adequacy of the water supply, and economic desirability of developments that depend upon continued water supply in combination with land. Water-utilization data of a similar nature have been furnished to numerous other agencies, and a member of the staff served as liaison officer on the water resources committee of the National Resources Committee and on the Flood Control Coordinating Committee.

Other activities in the field of water utilization have been centered mostly around studies of ground-water supply and utilization, particularly in the southern High Plains. Investigations of surface-water supply have also been made over entire watersheds, and considerable work has been done in analyzing legislation, court decisions, and procedure concerning water rights in the western States. Some studies have been made to determine necessary adjustments for distressed irrigation areas.

PUBLIC FINANCE IN RELATION TO LAND USE

The general work in public finance is concerned with the effects upon land use of the present structure of State and local governments and of methods of financing their activities. These studies have embraced such subjects as differential or classified property taxes, homestead exemptions, property-tax-limitation laws, and tax-collection and tax-delinquency procedure in their effect upon land use. Problems have been investigated in sample counties, and on a State-wide basis.

The bulk of the public finance work, however, has been concerned with operating programs of the Administration. Agreements as authorized by Congress, have been drawn up between the Resettlement Administration and State, county, and local governmental units providing for payments in lieu of taxes upon lands and improvements owned by the United States in project areas. Detailed analyses of the fiscal consequences of about 45 of the larger of submarginal-land-purchase projects have been made, and tentative plans for governmental reorganization in the project areas have been drawn up.

STUDIES OF RURAL LAND SETTLEMENT

A comprehensive survey has been made of the areas throughout the United States in which recent land settlement has been substantial to determine the extent of settlement, the kind of land settled, the types of farming followed, the success or failure of the recent settlers, and land-use problems created by these movements.

Nonfarm incomes of farm people are now being studied, involving an analysis of the possibilities of combining farming with industrial employment,

work in forests and forest industries, and other nonfarm activities. The land-use-planning staff also assembled material concerning opportunities for individual private farm settlement in several States to which farmers from the drought area have migrated in the largest numbers. This information was turned over to field representatives of the Administration to help them advise migrating farmers as to where they might find the best opportunities for building up new farms.

LAND TENURE AND FARM TENANCY

A comprehensive survey of the development and characteristics of American farm tenancy has been completed this year. The results of this work have been made available in the form of several publications, which include reports on compensation as a means of improving farm tenancy, on the land-tenure-reform programs of several foreign countries, and the landlord-tenant laws in Iowa. Three detailed field studies have been made in cooperation with other agencies, of the relationships between land tenure and land-use maladjustments, particularly soil erosion.

With the assistance of the Bureau of Agricultural Economics and other agencies, the Land Use Planning Section assembled the technical materials for the report of the President's Special Committee on Farm Tenancy, published early in 1936, and prepared the first draft of the technical supplement to this report.

DIRECTIONAL MEASURES FOR LAND-USE ADJUSTMENTS

Various measures such as rural-zoning ordinances, erosion-control and other police-power regulations, modifications in credit policies, formation of cooperative grazing districts, the purchase of easements, and the use of covenants in the sale of land must be employed in addition to land purchase if necessary improvements in land use are to be effected. The Land Use Planning Section has investigated the possibilities, limitations, and practicability of these land-use directional measures, and to work out recommendations for their use, adapted to the varying conditions encountered in different parts of the United States.

Publications were issued dealing with the constitutionality of rural zoning and with problems of drafting rural-zoning enabling legislation by State legislatures. Assistance was given to organizations in several States interested in working out local zoning programs. Methods of grazing regulation under State law were studied in Arkansas, Montana, Wyoming, and Colorado. An analysis of the controlled use of credit as a directional measure for better land use has been started, and steps have also been taken to help guide the rural-rehabilitation program along the lines of such policy.

AREA PLANNING STUDIES

In many of the areas, the important land-use maladjustments are so closely interrelated that any successful rehabilitation requires concurrent action along several different lines. Likewise, in order to study the situation effectively, and develop adequate recommendations for action, a comprehensive investigation of the area must be made, involving the entire complex of population and natural resources. The techniques of land classification, water utilization, land settlement, and public-finance investigations must be brought into use.

Studies such as these have been under way in about 40 areas in various parts of the United States, each embracing from 1 to 50 counties. Preliminary reports of some of the studies have been submitted, and one report, covering Fergus County, Mont., has been published.

ANALYSIS OF LEGISLATION AFFECTING LAND USE

Recommendations for legislation on land and water use can be made realistically only after an investigation has been made of the constitutional, statutory, and administrative governmental organizations in the jurisdictions concerned. The appraisal of legislative proposals regarding land use, from the standpoint of their relationships to the existing legislative structure and procedure, is the primary function of the legislative analysis carried on by the land-use planning staff and distinguishes it from the common type of legal research.

EDUCATIONAL ACTIVITIES IN LAND-USE PLANNING

It is of primary importance that the implications of land-use problems and proposed adjustment measures are thoroughly understood by the people directly affected, and that local groups and individuals take active part in the formulation and effectuation of land-use policies. Field workers in land-use planning have therefore incorporated educational activities in their regular work, making frequent addresses at meetings of farm people, delivering radio addresses, and writing articles for the rural press, etc.

To facilitate an interchange of ideas and information among the technicians on the objectives and procedures of land-use planning, the Land Policy Circular is published monthly by the Land Use Planning Section in cooperation with the Bureau of Agricultural Economics. In addition, 18 titles in the land-use planning publication series have been issued, reference to various of these technical reports having been made elsewhere.

SPECIAL AID TO OTHER AGENCIES

The land-use planning work has been of service to numerous agencies of both Federal and State Governments, and various mention of special help rendered have already been made above. Following the appointment of the Great Plains committee in the fall of 1936, the Land Use Planning Section contributed the first draft of the bulk of the main body of the committee's report, and a number of memoranda which were used in the appendix. The report of the Great Plains Committee, published in January 1937, amplified the recommendations of the earlier Great Plains drought area committee, made to the President in August 1936, which was reviewed in the Report of the Secretary for 1936.

At the request of the Rural Electrification Administration, special reports have been made by the State land-use planning specialists in 116 counties in 27 States to aid in the economic planning of the rural-electrification program, particularly in recognized land-problem areas.

COORDINATION OF LAND-USE PLANNING ACTIVITIES

The extensive program of land-use planning activities being carried on by the regional and Washington land-use planning sections requires guidance, leadership, and coordination if it is to be a truly effective national program, and if it is to serve efficiently as a basis for various action programs. This is particularly appropriate because the work is centered primarily in the field with 12 separate regional land-use planning sections having the immediate responsibility for the adaptation of the national program to regional State and local needs and conditions, and for supervision, unification, coordination, and execution of the program within their respective regions. Many land-use problems cross regional boundaries; problems are continually arising as to the scope, content, organization, and application of land-use planning work as it progresses; many of the results of field work must have Nation-wide comparability; facts and recommendations must be synchronized with action. These and other problems constantly arise and require appropriate disposition. The Administrator has delegated the responsibility for the formulation of the national program, the technical guidance and direction of all lines of work, and the coordination of the land-use planning program as a whole to the Director of the Land Utilization Division, who, in turn, relies upon the Land Use Planning Section in Washington to handle most of these functions.

LAND-UTILIZATION PROJECTS

The action program of land utilization consists of the purchase, in 206 projects, of 9,148,903 acres of land which is unsuitable for crop cultivation, and the development of most of this area for other uses such as forestry, grazing, wildlife conservation, and recreation. The Land Utilization Division has also acquired land for rural-resettlement projects of the Administration.

Planning work for these projects during the year has been primarily concerned with the developments completed or now being undertaken on the purchased areas. In addition to general project plans, approximately 7,000 individual job plans have been worked up in the field, and reviewed in Washington from both an engineering and economic viewpoint. The development of submarginal areas has been guided wherever possible into channels that will contribute to major policies of conservation and agricultural rehabilitation.

Although land-utilization projects of the Administration have not been established primarily as flood-control measures, nevertheless water conservation is

being furthered by developments which retard the rate of surface run-off, increase percolation into the soil, and to a lesser degree by those which impound the run-off of streams and storm water.

In the development of recreational areas in connection with land-use projects, the submarginal-land program has made play areas available to local populations badly in need of such facilities. Special attention is being given to practical sanitary installations on these demonstrational areas which will help educate the farmer to a recognition of the need and opportunity for better sanitary conditions in and around his own dwelling.

Improvement of these areas of unproductive land will result in many of these land-use adjustment projects becoming self-liquidating. The sale of timber products, logging permits, turpentine leases, grazing fees, hunting and fishing privileges, and the renting of cabins and camps for recreational use are among the sources of revenue which these projects should produce when development work has been completed.

Table 1 lists the acreage and costs of the land-purchase program by types of projects.

TABLE 1.—Estimated costs of land and land acquisition for land-use adjustment projects, by type of project, as of June 30, 1937¹

Type of project	Proj- ects	Land to be purchased	Estimated cost			Average cost per acre	
			Land	Acqui- sition	Land and acquisition	Land	Land and acquisition
	Num- ber	Acres	Dollars	Dollars	Dollars	Dollars	Dollars
Agricultural adjustment.....	98	6,806,465	27,360,465	2,600,049	29,960,514	4.02	4.40
Indian.....	30	1,218,395	3,554,986	66,479	3,621,465	2.91	2.97
Migratory waterfowl.....	32	722,551	5,664,747	349,049	6,013,796	7.84	8.32
Recreational ²	46	401,472	4,344,009	404,172	4,748,181	10.82	11.83
Total or average.....	206	9,148,903	40,924,207	3,419,749	44,343,956	4.47	4.85

¹ Includes expenditures under the following appropriations: Loans and relief in stricken agricultural areas, Resettlement Administration submarginal land, 1934 and 1935; National Industrial Recovery, Resettlement Administration, submarginal lands, 1933-37; Emergency Relief, Resettlement Administration, sanitation, prevention of soil erosion, etc., 1935-37. Does not include expenditures for acquisition made under the Federal Emergency Relief Administration.

² Data for recreational land-use projects does not extend beyond Nov. 14, 1936, the date upon which these projects were transferred from the jurisdiction of the Resettlement Administration to the National Park Service.

LAND ACQUISITION

Table 2 included herewith indicates the progress in land acquisition work during the past fiscal year. On June 30, 1937, title to 4,922,064 acres was vested in the United States, which is 56 percent of the total land to be acquired in this program. Options have been accepted and title work is under way for the remaining acreage.

TABLE 2.—Status of acquisition of land-use projects

Status	June 30, 1936			June 30, 1937		
	Area in- volved	Cost	Com- pleted	Area in- volved	Cost	Com- pleted
	Acres	Dollars	Percent	Acres	Dollars	Percent
Options accepted.....	8,959,131	39,010,063	98	8,747,431	36,597,967	100
Title perfected.....	4,426,672	20,598,666	49	7,646,767	31,684,284	87
Preliminary opinions received.....	4,104,166	19,034,351	45	7,375,853	30,703,397	84
Checks delivered.....	2,240,667	10,656,034	24	5,404,231	22,632,389	62
Title vested in United States.....	1,744,342	7,796,410	19	4,922,064	20,324,616	56

¹ This acreage equals the total acreage to be purchased, as shown in table 1, minus 401,472 acres included in the 46 projects transferred to the National Park Service on Nov. 14, 1936.

² The estimated cost of land as shown in table 1 is slightly lower than the amount committed for land as given here, because more exact determinations of acreages were made for certain tracts after options had been accepted.

An important development during the year has been the improvement of the procedure followed in moving land-acquisition accounts through the many different Federal offices which, according to the law, must pass upon them. A heavy accumulation of unsettled accounts a year ago made action of this sort imperative.

FUTURE ADMINISTRATION OF PROJECTS

Seventy-five percent of all the land in this submarginal-land program is found in the 98 agricultural land-use adjustment projects which are the direct responsibility of the Land Utilization Division. Work has been initiated during the year to effectuate plans for the future administration of these areas by both Federal and State agencies. It is planned to have 46 projects turned over to the control of State conservation commissions and other State agencies. Six projects are intended for administration by the Forest Service; three others, by the War Department. Seven project areas will be administered by the Resettlement Administration or its successor in cooperation with the Division of Grazing, Department of the Interior. Plans for the future administration of the 36 remaining projects have not yet been completed.

By Executive order on November 14, 1936, 46 projects, involving 401,472 acres, were transferred to the National Park Service, Department of the Interior, for completion. Land in these projects will be devoted primarily to recreational use and the National Park Service, now having complete charge of them, will arrange for their future management as park areas.

Thirty projects, involving 1,218,395 acres, were planned in cooperation with the Office of Indian Affairs, Department of the Interior, to be used primarily for Indian rehabilitation. Arrangements have been made for the transfer of 21 of these projects to the Office of Indian Affairs, Department of the Interior, for administration. The future use and administration of the other nine projects is now the subject of study by a joint committee appointed by the Secretaries of the Interior and Agriculture.

Thirty-two projects, involving 722,551 acres, were planned in cooperation with the Bureau of Biological Survey for the purpose of protecting migratory waterfowl. The lands in 27 of these projects have been proclaimed migratory waterfowl refuges by Presidential proclamation and are already under the jurisdiction of the Biological Survey.

PROJECT DEVELOPMENT

Land-development work has been carried out by the Land Utilization Division on 94 projects, involving 6,730,942 acres. This work has provided employment for a maximum of 42,700 relief workers certified by the Works Progress Administration, and 13,300 men whose farms were purchased in the submarginal-land projects. Work has been carried out to date at a cost of \$675 per man-year.

Achievement of the best multiple use of the submarginal land in these projects has been the objective of the development work. In the forested eastern part of the United States, development of lands unsuited to crop farming is directed toward nonagricultural uses, such as forestry, recreation, and wildlife conservation. In the Great Plains and intermountain regions, on the other hand, development of the program involves primarily the improvement of range facilities for livestock grazing.

A brief summary of some of the work which has been undertaken up to June 30 will give an indication of the varied improvements that are being undertaken on these 94 projects. More than 100,000 check dams have been built to control water run-off and to check erosion. Three hundred and eighty-two thousand acres of forest land have been improved. Approximately 73,000,000 forest trees have been planted. Roads and truck trails on these projects, if strung out in a line, would reach across the continent—more than 3,000 miles. The public will find available on these projects more than 7,200 acres of camping and picnic grounds. Thirty-five fish ponds and hatcheries have been developed and approximately 18,000 acres have been subjected to biological conditioning for the purpose of improving wildlife environment. A list of the amount of work done on the more important jobs to date is found in table 3.

TABLE 3.—Work completed on major jobs in the land-development program to June 30, 1937

Job no.	Classification	Work accomplished	Job no.	Classification	Work accomplished
105	Marking boundaries.....miles	1,917	303	Park roads.....miles	1,052
108	Clearing land.....acres	22,914	304	Truck trails.....do	2,551
113	Obliterating farmstead buildings.....number	1,870	305	Road repairs.....do	1,271
114	Obliterating fences.....miles	1,683	306	Foot trails.....do	219
118	Obliterating structures.....number	142	307	Bridle paths.....do	49
125	Seeding.....acres	45,280	401	Check dams.....number	263,058
201	Footbridges.....number	36	402	Diversion ditches.....rods	41,572
202	Horse bridges.....do	39	403	Stream and bank protection.....acres	345
203	Vehicular bridges.....do	450	501	Terracing.....rods	13,285
205	Administrative buildings.....number	78	503	Catch basins.....number	6
206	Barns.....do	19	505	Reservoir site preparation.....acres	9,442
207	Bathhouses.....do	13	510	Culverts.....number	894
208	Boathouses.....do	4	601	Concrete riprap-paving.....square yards	3,922
209	Overnight cabins.....do	101	602	Firebreaks.....miles	1,880
210	Combination buildings.....number	16	603	Fire-hazard reduction.....acres	153,380
211	Contact buildings.....do	4	604	Nurseries.....do	117
212	Dwellings.....do	24	605	Stand improvement.....do	409,402
213	Garages.....do	38	608	Tree planting and seeding.....acres	87,611
214	Latrines.....do	113	609	Timber harvested.....M board feet	12,254
215	Lodges.....do	6	701	Fire control (labor).....man-hours	192,299
216	Lookout houses.....do	9	703	Beach improvement.....square rods	65,851
217	Lookout towers.....do	90	704	Moving and planting trees and shrubs.....number	139,732
219	Recreation buildings.....do	5	705	Parking areas.....square rods	23,224
220	Shelters.....do	69	706	Public camp and picnic grounds.....acres	7,346
221	Storage houses.....do	46	707	Walks.....square yards	62,093
222	Construction camp barracks.....number	116	708	Wayside parks.....number	8
223	Blacksmith shops.....do	65	801	Swimming pools.....do	79
226	Impounding dams.....do	1,354	803	Biological conditioning.....acres	51,131
228	Fences.....miles	95	804	Fish-rearing ponds and hatchery.....number	39
229	Fence posts harvested.....number	118,171	805	Food and cover planting.....acres	12,258
231	Camp fixtures.....do	1,763	807	Game farms.....number	8
232	Cattle guards.....do	193	808	Lake and pond development.....acres	24,300
233	Corrals.....do	20	809	Stream improvement.....miles	261
234	Dippings vats.....do	6	904	Predatory-animal control.....acres	387
235	Guardrails.....lineal feet	28,319		Restoration of historic structure.....number	1
236	Levees, dikes, and jetties.....miles	69			
237	Power lines.....do	49			
238	Sewerage systems.....number	30			
239	Telephone lines.....miles	1,777			
240	Water systems.....number	5			
241	Water systems.....do	308			
243	Treating tanks.....do	12			
302	Highways.....miles	116			

One of the important achievements in this program has been the training of previously unskilled workers to do capable work as carpenters, masons, mechanics, etc. A large number have been able to find jobs in private employment as a result of the training thus received.

In a notable number of instances the efficiency with which the land-development work has proceeded with the use of relief labor has been gratifying. The cost records of one of several large dams being built in Oklahoma, which is approximately 60 percent completed, indicate that the unit cost per cubic yard of earth fill is right in line with the unit cost per cubic yard on two similar dams in the same locality based on figures submitted by 12 competing contractors on a contract basis. The unit cost records on dams still under construction in Indiana also compare very favorably with current unit costs under the contract system.

SAMPLE PROJECTS

A picture of the multiple-purpose developments on submarginal land may best be obtained by viewing the work on two different projects. Characteristic of the land development work in the Great Plains region is that being undertaken on the 935,521 acre Milk River project in Phillips, Valley, and Blaine Counties, Mont. The objective of the development work here is to convert overgrazed pasture and abandoned farm lands into a productive range capable

of serving as the basis for permanent and stabilized livestock operations. Grass is being restored on the land both by giving it a period of rest in which to recuperate, and also by reseeding areas where destruction of the grass has been most serious. Improvement of water facilities also plays an important part. A large number of check dams and stock reservoirs are being built in order to conserve the small amounts of rainfall and to distribute the water supplies for cattle throughout the area in a way that will promote its best use. Buildings which cannot serve any purpose in the new use of the land have been obliterated, and fences have been changed in line with the new pattern of use for the area. Some recreational potentialities in this project area are also being realized. A complete list of jobs carried out this year, that indicates the scope of the development work, follows.

Individual jobs included in approved development plan for Milk River, northern Montana project LD-MT-2

Grazing developments:		Recreational development:	
Cover surveys.....acres	4,000,000	Overnight cabins.....number	15
Drainage surveys and maps.....do	340,000	Camp fixtures.....do	90
Obliterating farmsteads.....number	577	Telephone lines.....miles	4
Obliterating fences.....miles	872	Public camp and picnic grounds.....acres	340
Rodent control.....acres	321,800	Bathhouse.....number	1
Seeding.....do	20,700	Latrines.....do	5
Diversion dams.....number	58	Recreational buildings.....do	4
Impounding dams (stock water reservoirs).....number	677	Water system.....do	1
Fence construction.....miles	637	Sewerage system.....do	1
Cattle guards.....number	50	Park roads.....miles	10
Corrals.....do	22	Fine grading.....square rods	700
Dipping vats.....do	19	Transplanting trees.....acres	60
Spring development.....do	175	Swimming pool.....number	1
Terracing and contour furrowing.....acres	16,080	General development:	
Forest development:		Administrative buildings.....number	1
Stand improvement.....acres	2,550	Garage.....do	1
Tree planting and seeding.....number	150	Storage houses.....do	2
Food and cover planting.....acres	840	Construction camp barracks.....do	20
Truck trails.....miles	5	Construction camp mess halls.....do	20
		Highways.....miles	99
		Power lines.....do	4

This work was about 60 percent completed on June 30.

The sand-hills project in North Carolina illustrates developments undertaken in the naturally forested eastern part of the United States. Forest-stand improvement is a leading job. Because of the need for forest-tree stock in order to restore this sandy area to forest cover, a forest-tree nursery was one of the first things to be developed on the sand-hills project. During the year this nursery furnished approximately 13,000,000 seedlings which were used not only on the sand-hills project itself but in other southern areas where similar conditions prevail.

Wildlife development is also receiving considerable emphasis on the sand-hills project. A fish hatchery has been established to provide fish for the restocking of streams and lakes in the project area and to furnish brook stock for other projects in the Southeast. Protective cover for upland game, as well as food crops for game birds, are being introduced into the project area. Recreational facilities on this project include the development of an artificial lake, and the building of cabins, trails, camping areas and picnic grounds for the use of the large nearby and transient population. A summary of jobs on this project follows.

Individual jobs included in approved development plan for sand-hills project LD-NC-3

Forest development:

Firebreaks.....	miles.....	500
Fire-hazard reduction.....	acres.....	1,000
Nursery.....	number.....	1
Stand improvement.....	acres.....	40,000
Tree planting and seeding.....	do.....	19,500
Timber estimating.....	do.....	12,000
Timber harvested.....	M board feet.....	1,700
Fire protection and control.....	acres.....	63,000
Seed collection.....	pounds.....	7,000
Bridges.....	number.....	20
Administration buildings (repair work).....	number.....	4
Dwelling (warden's residence).....	do.....	1
Truck trails.....	miles.....	65
Road repair.....	do.....	15

Recreational development:

Park roads.....	do.....	5
Bath house.....	number.....	1
Overnight cabins.....	do.....	20
Dwellings (caretaker).....	do.....	2
Bunkhouses.....	do.....	10
Lodge (4-H camp).....	do.....	1
Recreational pavilion.....	do.....	1
Recreational building.....	do.....	1
Shelters.....	do.....	6
Impounding dams.....	do.....	10
Piers.....	do.....	3
Boathouse.....	do.....	1
Waste systems.....	do.....	4
Officers' quarters (4-H club).....	do.....	1
Washrooms (4-H club).....	do.....	2
Craft shop (4-H club).....	do.....	1

Recreational development—Continued.

Park roads (reconstruction).....	miles.....	12
Beach improvement.....	square rods.....	500
Trailer camp.....	number.....	1
Wildlife conservation:		
Combination building.....	do.....	1
Fish hatchery.....	do.....	1
Dwellings (hatchery residences).....	do.....	2
Fences (new construction).....	miles.....	1
Fences (repair).....	do.....	60
Food and cover planting.....	plots.....	200
Game farm.....	number.....	1
General:		
Cover surveys and maps.....	acres.....	60,000
Topographic surveys and maps.....	do.....	1,700
Obliterating farmsteads.....	number.....	50
Sodding.....	square yards.....	25,000
Soil preparation.....	acres.....	20
Bridges and culverts.....	number.....	2
Garages.....	do.....	7
Latrines.....	do.....	12
Guard rails.....	lineal feet.....	2,000
Power lines.....	miles.....	6
Telephone lines.....	do.....	12
Water systems.....	number.....	7
Sewerage systems.....	do.....	12
Entrance gates and markers.....	do.....	4
Airplane landing field.....	do.....	1
Earth excavation.....	cubic yards.....	27,000
Moving and replanting trees.....	number.....	38,000
Parking areas.....	square rods.....	12,500
Public camp and picnic grounds.....	number.....	1

This work was about 40 percent completed on June 30.

RESETTLEMENT PROJECTS

Work on resettlement projects represents a consolidation of the activities of three previous divisions of the Resettlement Administration—rural resettlement, management, and special skills. This reorganization, which included as well the transfer of certain parts of the Suburban Resettlement Division, was carried out during April 1937 in recognition of the changed emphasis on this branch of the Administration's work. With the progress made during the past year and a half, the need for planning activities was diminished, and the need grew for an organization equipped to supervise the operation and maintenance of projects.

STATUS OF PROGRAM

On June 30, 1937, there were 122 active resettlement projects, which will provide homes for approximately 14,000 families. These included several projects transferred to the Resettlement Administration from the former Division of Subsistence Homesteads, Department of the Interior, others brought from the Federal Emergency Relief Administration, and new projects planned and developed entirely under the Administration since its establishment. Of these projects, 38 were completed on June 30, providing homes for 1,957 families; 84 were under way. Table 4 shows the status of active projects in each region.

TABLE 4.—Status of active resettlement projects by regions, June 30, 1937

Region	Construction			Region	Construction		
	Completed	Under way	Total		Completed	Under way	Total
I.....	0	6	6	VIII.....	6	8	14
II.....	1	10	11	IX.....	3	4	7
III.....	3	5	8	X.....	0	4	4
IV.....	2	11	13	XI.....	1	2	3
V.....	7	14	21	XII.....	2	1	3
VI.....	5	15	20				
VII.....	8	4	12	Total.....	38	84	122

Some families have been permitted to take up residence on certain projects still in the construction stage. These, together with those occupying the 38 completed projects, make a total of 4,441 families who were living on resettlement projects on June 30.

During the year four projects have been conveyed by the Administration to local homestead associations which serve as operating agencies under the general guidance of the Administration. Projects conveyed were Decatur Homesteads, Ind.; Hattiesburg Homesteads, Miss.; Meridian Homesteads, Miss.; and Phoenix Homesteads, Ariz. These 4 projects, in addition to 8 projects conveyed prior to July 1, 1936, make a total of 12 projects conveyed to homestead associations to date. In addition, six homestead associations were formed during the year, and plans for the conveyance of the projects to these associations are now progressing.

Acquisition of land for the resettlement projects has been carried on through the cooperation of the Resettlement Division and the land-acquisition office of the Division of Land Utilization. On June 30, practically all funds allocated to the purchase of resettlement farms had been committed through the acceptance of options. A total of 550,786 acres is being acquired at a total cost of \$19,368,085. Title has been finally acquired to approximately 40 percent of this acreage, the remaining tracts being still involved in the process of title clearance. Table 5 gives the progress of land acquisition for resettlement projects.

TABLE 5.—Status of acquisition on rural resettlement projects

Status	June 30, 1936			June 30, 1937		
	Area involved	Cost	Completed	Area involved	Cost	Completed
	Acres	Dollars	Percent	Acres	Dollars	Percent
Options accepted.....	257,896	9,420,560	47	550,786	19,368,085	100
Titles perfected.....	18,886	695,289	3.4	411,364	15,488,819	74.7
Preliminary opinions received.....	17,588	608,798	3.2	382,599	14,536,630	69.5
Title vested in United States.....	3,845	123,261	.69	190,582	6,936,878	34.6

FARM AND HOME MANAGEMENT

Basic planning activities for the resettlement projects during the year involved completion and approval of 93 project plans. In addition to setting up adequate plans for new projects, it was necessary to revise drastically the plans for a number of the projects that were transferred to the Resettlement Administration from other agencies.

For each of the approved projects there are now available a detailed presentation of the agricultural economy on which it is based, and farm and home plans for each type of farm unit. Farm-management plans for these projects are in almost every case based upon improved methods of farm operation as compared with the past practices of resettlement clients.

Certain changes in policy concerning resettlement projects, which have been previously referred to, have altered the character of planning activities. The infiltration type of project, in which individual farm units are developed in established communities, has received heavier emphasis than has the plan of developing completely new resettlement communities. Moreover, costs have been lowered in accordance with the adoption of the following maximum figures. In the South: Dwellings, \$1,200; barns, \$500; poultry houses, \$100; sanitation, \$55; water, \$250; fencing, \$250; smokehouses, \$100. Outside of the South: Dwellings, \$2,100; barns, \$500 to \$1,500; poultry houses, \$100 to \$250; sanitation, \$55; water, \$250; fencing, \$250.

REAL PROPERTY CONTROL

Maintenance and operation of projects has been one of the principal growing functions of the Administration. Collections of payments due the Government from clients in projects have been on the whole satisfactory. On June 30, \$529,887.64 was due, and of this amount \$490,759.94, or 92.6 percent had been collected. On 70 projects, payments by clients will not be due until after the sale of this year's crop.

In order to protect the Government's investment, an insurance plan has been devised with a group of well-known mutual insurance companies. Several stock

insurance companies are also preparing a policy to cover resettlement projects that will meet the requirements of the Administration and compete with the facilities offered by the mutual companies. This insurance program, which has already proved worth while in the case of losses that have occurred, has been of interest and value to other Federal agencies, particularly the Forest Service and the Rural Electrification Administration.

Under legislation passed by Congress, the Resettlement Administration is authorized to make payments in lieu of taxes to local governments, in order that they may not be embarrassed by the withdrawal of land from taxation as a result of projects that often create an increased demand for public services. Thirty-three agreements providing for such payments have been signed and 104 are in process of negotiation.

COMMUNITY AND FAMILY SERVICE

During the past year, 13,459 applications for resettlement homes and farms were received. Of this number, approximately 1,750 families were accepted and placed in homes and farms after the qualifications and needs of all applicants had been investigated. Plans are now being made for the selection of families to occupy the three green-belt towns, which will involve an even larger piece of work than has been carried out in this field to date.

Special attention has been given to the development of schools and to the community facilities in resettlement projects. This has involved the careful cooperation with county, State, and Federal educational agencies in order to develop schools that may be satisfactorily integrated with the existing school systems. Practically every resettlement project of the community type has presented its own particular problems in this regard.

The Resettlement Division has also developed various methods of helping families living on land-utilization projects to find homes and adequate opportunities for work elsewhere. Some of these families have been accepted as clients for resettlement projects, others have been guided into the rehabilitation program, while a special group has had to be taken care of through arrangements with State and local welfare agencies.

The development of cooperatives has played an important part in the resettlement program. Forty-seven cooperative associations have been organized, and others will be formed wherever they are found essential to the economic success of the projects. These are general cooperatives embracing a wide variety of activities interlocked with the agricultural economy of the projects. Their functions range from production and processing to purchasing, marketing, and services. Practically all of them have been designed to serve not only the clients of the resettlement projects, but also the farmers of nearby communities who can benefit from such organizations. Because of the need for creating an understanding of cooperative principles among all participants, educational activities along cooperative lines have been undertaken as a part of this work.

SPECIAL SERVICES

Many special activities of a varied nature have been found necessary in the development of resettlement projects. They include the design of furniture for resettlement homes and the arranging for manufacture and delivery by private industry. Special programs involving such activities as weaving, woodwork, dramatics, landscaping, and music have helped to increase both the economic and cultural level of resettlement projects. Some mural and sculptural work has been developed for community buildings in certain of the projects. The work in regard to special services of this nature has filled a real need, and it is felt that the services rendered under this phase of the program could be of great value to other bureaus and divisions of the Department.

One of the primary reasons for initiating the resettlement projects was to provide useful work for the unemployed. The great majority of work on these projects has been performed by persons taken from the relief rolls. This policy has resulted in the employment of many thousands of skilled and unskilled workers who were unable to find work elsewhere.

GREEN-BELT TOWNS

Work has proceeded rapidly during the past year on the construction and organization of three suburban green-belt towns; Greenbelt, Md., near Washington, D. C.; Greenhills, Ohio, near Cincinnati; and Greendale, Wis., near Milwaukee.

The greatest significance of the green-belt projects lies in the demonstration they make of new methods of town planning. Because they have been planned from the very beginning and developed on what might be called raw land, it has been possible to design these towns with the fullest consideration of all the physical elements that contribute to a satisfactory family and community life. The progress in construction work during the past year has translated these plans into reality. By the first of October, it is expected that the first tenants will occupy homes in Greenbelt, Md., the first of the three projects to get under way.

An outstanding feature of the suburban program has been the tremendous interest invoked by these projects not only among town planners, architects, and civic leaders, but also among the whole population of the nearby cities. On the basis of records kept at each project it is estimated that 1,200,000 people visited the three green-belt towns between July 1, 1936, and June 30, 1937.

PROGRESS OF WORK

The status of construction work on the three projects is shown in table 6. Although no homes were technically listed as completed on June 30, a great many homes at Greenbelt, and some on other projects, were completed except for minor installations and finishing work. A total of 2,133 family dwelling units will be completed in the three projects.

TABLE 6.—Status of construction work on three Greenbelt projects

Item	June 30, 1936	June 30, 1937	Increase
Dwellings under construction.....family units..	756	2,133	1,377
Foundations completed.....do.....	483	2,133	1,650
Roofs finished.....do.....	69	1,613	1,544
Nonresidential under construction.....buildings..	2	11	9
Roads.....percent completed..	5	45	40
Sewers.....do.....	16	87	71
Water mains.....do.....	5	89	84

The creation of employment was one of the leading practical reasons for the carrying out of these projects under the Emergency Relief Act. During the year, the average semimonthly pay roll for the three green belt projects show a total employment of 7,037 men, of whom 67 percent were relief workers (table 7). Nonrelief labor on these projects consisted primarily of skilled workers who could not be obtained from relief rolls.

TABLE 7.—Labor employed on three Greenbelt projects

[Average semimonthly payroll, July 1, 1936 to June 30, 1937]

Project	Relief labor	Nonrelief labor	Total
	Number	Number	Number
Greenbelt.....	2,037	1,221	3,258
Greenhills.....	1,367	695	2,062
Greendale.....	1,234	483	1,717
Total.....	4,638	2,399	7,037
Percentage of total.....	67	33	100

The more dramatic features of planning work in connection with the green-belt towns—namely, the development of the green-belt principle by which each town is surrounded with a protective area of woodland and farms, the design of street systems and the determination of the architectural character of each project—was completed during the previous year. During the 12 months ended June 30, planning work was concerned with more detailed activities such as the preparation of working drawings. The production of these plans has been practically completed as evidenced by table 8 showing the percentage of completion for three types of planning.

TABLE 8.—Planning activities at Greenbelt projects

Item	Completed June 30, 1936	Completed June 30, 1937
	Percent	Percent
Residential working drawings.....	56	99
Nonresidential plans.....	25	95
Utility plans.....	41	97

Of the 21,530 acres being purchased in connection with the three green-belt projects, all but 1,827 acres have been acquired. The progress of land acquisition during the year is indicated in table 9.

TABLE 9.—Land acquisition in connection with Greenbelt projects

Item	June 30, 1936	June 30, 1937
Area to be acquired.....acres..	21,530	21,530
Paid for and closed.....do....	14,272	19,763
Tracts paid for and closed.....number..	216	328

An important feature of the year's work has been the computation of the costs of construction and the costs of future operation for these towns in order to decide upon a proper scale of rentals. In regard to Greenbelt, these studies reached a final stage at the close of the year, and an announcement of the complete financial plan of this town was being prepared for release shortly afterward. Similar studies are under way for the other two projects. A complete statement of the percentages of the total jobs allocated to each major phase of the three projects is given in table 10.

TABLE 10.—Percentages of the budgets allocated to major phases of Greenbelt projects

Division and item	Green- belt	Green- hills	Green- dale
	Percent	Percent	Percent
Suburban Division:			
Planning expense.....	3.6	5.1	5.4
Real-estate purchase.....	7.8	14.2	12.2
Land-acquisition expense.....	.5	.4	.4
Total.....	11.9	19.7	18.0
Construction Division:			
Surveys.....	1.1	1.2	1.0
Land preparation.....	1.2	1.5	.4
Road and street construction.....	2.4	3.7	4.5
Sewerage system.....	3.8	4.2	3.9
Water-supply system.....	1.8	3.2	3.6
Electric-distribution system.....	.4	1.9	1.9
Landscaping.....	4.5	3.7	2.8
Residential construction.....	44.9	43.4	35.5
Nonresidential construction.....	6.4	6.9	8.2
Overhead expense.....	16.2	5.3	12.4
Rural improvements.....	.2	1.9	2.6
Material inventory.....	.7	.2	.2
Equipment inventory.....	.7	.3	.5
Miscellaneous expense.....	.8	.1	1.3
Contingency.....	1.4	.9	1.2
Total.....	86.5	78.4	80.0
Resettlement Division.....	.6	.9	.8
Inspection Division.....	.5	.6	.7
Special Skills Division:			
Furniture.....	.4	.3	.4
Window equipment.....	.1	.1	.1
Total.....	.5	.4	.5

COMMUNITY ORGANIZATION

Inasmuch as each of the three suburban towns will include a child population of several hundred, the problem of working out satisfactory school plans has been a most important one. Educational facilities have been planned in order to make available in one building, without extra expense or duplication, adequate school facilities for the children of each town, as well as space for a public library, adult education groups, and such community enterprises as dramatics, music, and workshops. The educational programs for these towns have also been integrated with those of the districts or counties in which they are located, in order to avoid duplication and conform to the highest existing educational standards.

Thus, for example, at Greenbelt, Md., two school buildings are being built in accordance with an educational plan worked out with the board of education of Prince Georges County. One is an elementary school, situated near the center of the town. This building will serve the younger children of Greenbelt proper. At the same time its library will serve as the town public library, and its classrooms, auditorium, and workshops during nonschool hours may be used for adult education and various community activities. A high school is also being built at the western edge of the town property. This school is being erected in cooperation with the county board of education not only for Greenbelt's older children, but also for the high-school students of several other small towns adjoining Greenbelt which are in need of school facilities.

The same principles have been followed in the other two projects. Rather than attempt to set up a standard plan for schools in all three projects, however, the educational plan of each new town has been designed in accordance with the local needs and conditions that vary from one to the other. At Greendale, Wis., for example, only an elementary and junior high school is being built. Senior high-school students will be transported to a newly enlarged school at West Milwaukee where ample facilities are available. To build a new high school for Greendale would not involve unnecessary expense, but would probably seriously jeopardize the ability of the West Milwaukee school district to carry the bonded debt incurred for the enlargement of their existing school building. This treatment of the educational plans for the green-belt towns conforms to the basic policy of the program, which has been to develop town plans related as closely as possible to the immediate local conditions encountered. Likewise the school plans have been developed with a view to taking care of future increases in population without any drastic changes or additions being necessary.

When the suburban projects have been occupied and local management corporations formed, it is anticipated that wherever local conditions permit all property now held by the Resettlement Administration will be turned over to them. Through these organizations residents will manage their own affairs and pay the usual taxes to local governments. Pending the completion of these arrangements, agreements have been made between the Administration and local governments providing for payments in lieu of taxes.

Plans have also been completed for most of the utilities for the three towns, and necessary arrangements have been made with producers of electric power, telephone service, water supply, and transportation.

GREENBELT CHARTER

In April 1937, the Maryland Legislature passed an act incorporating the town of Greenbelt and establishing it as the first incorporated municipality in the State with a city-manager form of government. Under this charter residents of the town on November 23, 1937, will vote for five members of a town council to serve until September 1938. This council will appoint a city manager who will have responsibility for the execution of policies established by the council and will have full control over the appointment of municipal employees. The council will also select one of its own members as mayor to serve as the titular head of the town. Establishment of this model form of municipal government for Greenbelt is welcomed as an act which secures for this town a political organization in keeping with its high standards of social planning.