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# THE RESETTLEMENT ADMINISTRATION

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# THE RESETTLEMENT ADMINISTRATION

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WASHINGTON, D. C.

SEPTEMBER, 1935

Land utilization involves more than a mere determining of what each and every acre of land can be used for, or what crops it can best grow. That is the first step; but having made that determination, we arrive at once at the larger problem of getting men, women, and children—in other words, population—to go along with the program and carry it out.

It is not enough to pass resolutions that land must, or should, be used for some specific purpose. Government itself must take steps with the approval of the governed to see that plans become realities.

FRANKLIN D. ROOSEVELT,  
in "Looking Forward"



## FOREWORD

This pamphlet is designed to give a general picture of the problems with which the Resettlement Administration is called upon to deal, and to indicate the nature of the program by which it will endeavor to meet them.

The fundamental problem is the readjustment of people to the land resources of the Nation. Land must be adapted to its best economic use. Our pioneering policies of exploitation and careless use of the land are no longer possible or feasible and can no longer be continued.

Millions of American citizens in rural areas require assistance to enable them to become self-sustaining and to enjoy a decent American standard of living.

These problems have been developing over a good many years. It will take time and patience and the cooperative efforts of the whole country to solve them.

In this task the Resettlement Administration asks your assistance and your cooperation.

R. G. TUGWELL,  
*Resettlement Administrator.*



# 1 ★ THE PROBLEM

## OUR FRONTIERS ARE GONE

AMERICA'S frontiers are exhausted. It is no longer possible, as in earlier days, to abandon old, worked-out acres and move freely to fresh, fertile, economically productive lands.

Too frequently the Nation has wasted its greatest source of real wealth—the land. Erosion, floods, unwise farming methods, neglect, have exacted a costly national economic levy.

American agriculture is undergoing fundamental changes. The transformation is primarily the consequence of man-made acts.

In the early days of the Nation, approximately 90 percent of the population was occupied in agricultural pursuits. Authorities estimate that today not more than 20 percent of the population is engaged in agriculture.

Rapidity of communication and transportation, mechanization, scientific advances, the decreased growth of population, spoliation of land resources have developed a new set of national economic concepts and problems. In the process, the agricultural labor market has been sharply curtailed. Thousands of farm families have been forced off the land, unable to sustain themselves by farming operations. Many more thousands have been reduced to a mere subsistence level.

During the years of depression, more than a million farm families have been on direct relief. That means that 4,500,000 to 5,000,000 destitute persons in agricultural areas have been dependent on local, State, and Federal Governments.

## RURAL SLUMS A SERIOUS PROBLEM

Large numbers of these families are living on land so poor that it will not produce enough to afford an adequate standard of



living. They inhabit shacks located on denuded, cut-over timber areas, on rocky hillsides, in dry farming areas, in regions devastated by floods and erosion. In rural slums, living conditions equal the worst forms of improper housing, sanitation, and undernourishment that can be found in the slums of cities.

These conditions, accumulating over a long period, have become intensified in the last few years. The causes arise chiefly from three principal factors: (1) Mistaken policies of land settlement, especially the farming of marginal lands incapable of providing an adequate livelihood. (2) Reckless exploitation and exhaustion of lumbering, mining, and oil areas. (3) Overfarming and overgrazing policies, resulting in the destruction of millions of acres through wind or water erosion. As the inevitable result, three of the country's most vital natural resources have suffered serious depredations during the past. A once immeasurable virgin forest has been destroyed in many parts of the country. The grass cover of the western range has been reduced to almost half its former value. Erosion and poor cropping have robbed the soil of much of its fertility.

If the country is to protect itself against further losses, there must be a more permanent solution of the problem. Present conditions exact too great a human and economic sacrifice. Wise, intelligent methods must be employed on a national scale. The individual farm family, living amid squalor and desolation, is powerless acting alone. Too often the individual is blamed for the wasteful use of lands and forests. Driven by economic necessity, the individual frequently faced no other choice than to settle and attempt to eke out an existence on unsuitable acres.

#### LAND PLANNING VITAL

Proper land utilization is a national matter of vital concern to all the people. The time may come, unless the Nation adopts foresighted plans, when great areas may be destroyed beyond repair.

Nor is it wise national economy to permit millions of families to exist on incomes that range from \$100 to \$250 annually. A family on this subnormal level requires all its cash income to keep from starvation. There is little or no money available in these



U. S. FOREST SERVICE PHOTO.

**From virgin forests to waste land—cut over forest land with soil erosion through gulleying.**

purses for the products of American business and industry. Suppose the incomes of these groups, numbering millions of persons, could be doubled or trebled. With the expanded consuming power thus created, demands would grow apace for the output of factories and mines. Aside from all other considerations, it is good business to help stranded and substandard populations to acquire a decent American standard of living. Here is an immeasurable potential industrial market at home.

As a step toward a coordinated national program of rehabilitation, conservation, and land utilization, President Roosevelt, by Executive order, created the Resettlement Administration under authority of the Emergency Relief Appropriation Act of 1935. R. G. Tugwell, Under Secretary of Agriculture, was selected as the Resettlement Administrator.



## DUTIES OF RESETTLEMENT ADMINISTRATION

The President described the duties of the Resettlement Administration as follows:

To administer approved projects involving relocation of destitute or low-income families from rural and urban areas, including the establishment, maintenance, and operation of communities in rural and urban areas; to make loans to help finance the purchase of farm lands, food, livestock, and necessary equipment by farmers, farm tenants, croppers, or farm laborers; to purchase land and devote it to the best possible use.

Transferred to the Resettlement Administration were the activities of four agencies of the Government: Division of Subsistence Homesteads of the Department of the Interior; Division of Rural Rehabilitation of the F. E. R. A.; the Land Program of the F. E. R. A.; and the Land Policy Section of the Agricultural Adjustment Administration.

The Subsistence Homesteads Division had made plans for nearly 70 rural and suburban communities. On approximately 30 projects, work had been completed or actual construction had been started.

### 300,000 FARM FAMILIES AIDED

The F. E. R. A. had projected some 60 rural communities and had taken nearly 300,000 farm families off direct relief in order to rehabilitate them in place through loans and grants. During the past year the Land Program of the F. E. R. A. and the Land Policy Section of the A. A. A. had initiated more than 250 projects in 45 states.

Thus, at the outset, the Resettlement Administration started with a going concern. To carry forward the policies of the President, the Resettlement Administration divided its work into four principal development categories: Land utilization, rural resettlement and rehabilitation, suburban resettlement, and management.

## 2 ★ LAND USE

THE land utilization program is directed toward the solution of three problems: (1) The wasteful loss and destruction of land and its resources. (2) Low living standards in areas where families are dependent upon the cultivation of poor land. (3) Excessive costs to Government for roads, schools, and relief in poor land regions where tax income furnishes only a minor portion of the necessary community expenditures.

### MAJOR OBJECTIVES THREEFOLD

Three chief objectives are therefore involved: (1) To conserve the land resources of the country and to utilize land to the best possible advantage. (2) To aid families stranded on poor agricultural lands to move elsewhere and attain a higher standard of living. (3) To help local governments achieve less costly administration of local affairs by relieving them of the necessity of providing roads and schools in poor land areas.

Desolation after a 1935 South Dakota dust storm.

ROSE BUD PHOTO CO., GREGORY, S. DAK.







U.S. SOIL CONSERVATION SERVICE PHOTO.

**Disintegration of the good earth—soil erosion in Georgia, a former cotton field.**

Basically, therefore, the land policy of the Resettlement Administration is to convert unprofitable land to profitable utilization, that is, to its best economic use. Land suitable for grazing should be used for grazing, and not, for instance, for wheat growing. Land purchased by the Administration will not lie idle. It will be utilized for such public purposes as forests, parks, recreational areas, wildlife sanctuaries, improved ranges, and Indian reservations.

On every hand is evidence of the immediate necessity to protect and conserve the land.

## PEOPLE STRANDED IN "GHOST TOWNS"

Throughout the natural forest regions of the eastern United States communities have grown up and prospered by virtue of the wealth of the forest. From the pioneer of a century ago to the sawmill worker of today, labor has extracted its earnings from timber operations. The improvident "mining" of forest resources has left these people abandoned without support—stranded populations inhabiting "ghost towns" and eking out a pitiful livelihood from the tillage of soil that is too poor to provide the most careful farmer with a satisfactory living.

The Southern Appalachians, the cut-over pine lands of the far South, the former forest region of the northern Great Lakes, and now the Pacific Northwest, are among the areas where this tragedy has been ruthlessly enacted.

Every year we use about twice as much timber of all sizes as we grow in our forests. Every year we use about five times as much saw timber as we grow in our forests. Approximately 60,000,000 acres of forest land in the United States have been devastated, largely as the result of improper cutting and other forms of careless use. One-third of the forest land in the northern parts of Michigan, Minnesota, and Wisconsin has been abandoned as the result of the destruction of the once rich timber supply, and the uselessness of the land for any purpose other than forestry. In the same area, about 3,500,000 acres of former forest land have been unsuccessfully put into farms, and should be returned to forest use.

**Wilderness isolation—a northern Wisconsin county must provide a road to the house and carry the children to and from school at heavy annual expense.**

BUREAU OF AGRICULTURAL ECONOMICS PHOTO.







BUREAU OF AGRICULTURAL ECONOMICS PHOTO.

**Slope cropping in the Kentucky mountains—a few years of cultivation rips the soil cover causing severe erosion and aggravating flood and drainage problems.**

### **PUBLIC ACTION IMPERATIVE**

Timber is not the only loss suffered through destruction of forests. Woodlands are of great importance in controlling watersheds and preventing floods. They provide important opportunities for recreation and wildlife conservation. Conservation both of the economic and recreational value of our forests demands increased public action.

The grass cover of the western range has been subjected to two methods of improvident waste. Overgrazing has been particularly serious on the 165,000,000 acres of the public domain, which has lost from 40 to 50 percent of its productivity from this process. In many parts of the West, homesteaded units of 640 acres have proved too small to support a grazing outfit, and the attempt to

run too many cattle on the sparsely covered range has resulted in the virtual destruction of all the grass. Secondly, the grass has suffered as a result of attempts to farm land that was unfit for general agricultural use. Approximately 15,000,000 acres of abandoned homesteads, originally taken up out of the public domain, testify to the failures which have greeted attempts to farm land that was suited only for grazing.



**Forests wrecked in Lakes States area—hill people trying to eke out a meager living.**



## DUST RIDES THE WINDS

Erosion constitutes a serious threat to the productivity of our land. It has been undermining our agriculture for generations. Erosion is of two types—that produced by water and that caused by wind. Water erosion, varying from the barely perceptible sheet erosion on general slopes to the severe gulying of once rich lands, is most serious on the loose soil of the southern Piedmont and mountain areas and in some of the steeper grain and grazing lands of the West. Wind erosion, which can take place only when the earth is dry and powdered, has been dramatically illustrated by the blinding dust storms arising from the dry western plains of Kansas, New Mexico, Colorado, Texas, and Nebraska. Much erosion, of both the wind and water varieties, results from the too close grazing of range land in the western plains. It tears loose the grass roots that ordinarily hold the soil in place. For example:

3,000,000,000 tons of soil are washed out of our fields and pastures every year.

35,200,000 acres of land have been virtually destroyed for agricultural use through erosion.

125,000,000 acres of land now in cultivation have been seriously robbed of the valuable topsoil.

## EROSION CAUSES FLOOD MENACE

The cost of erosion is measurable not alone in terms of acres of farm land destroyed. Erosion produces damaging floods through the quick run-off of rain water and overloading of streams. It silts up reservoirs built at great cost, rendering them practically useless, or necessitating large expenditures to remove the deposited earth. It accelerates the rate of its own destructive work by removing the less erosive topsoil and exposing great areas of subsoil which quickly succumbs to the ravages of wind and water.

The land utilization program will place in public ownership areas of land on which these forms of destructive land use can be prevented only by governmental control. Public utilization, how-



ROSE BUD PHOTO CO., GREGORY, S. DAK.

**Dust piled like binned wheat after a 1935 South Dakota dust storm—millions of tons of fertile soil are blown away annually.**

ever, is not only a means of preventing misuse. It is the only practical way to make possible the constructive use of land for such purposes as recreation, wildlife conservation, and watershed protection. Private ownership cannot afford to undertake these services.

## HUMAN TRAGEDY WIDESPREAD

The worst areas of submarginal lands are rightly called rural slums. Submarginal land is land so poor that the cost of cultivating it exceeds the market value of the product. Incomes in most definitely submarginal areas consist of products—food grown at home—rather than money. Cash incomes of \$100 a year or less are frequent in many parts of the country. Housing is poor—old log cabins or ramshackle frame buildings with leaky roofs.





SOIL CONSERVATION SERVICE PHOTO.

Strip-cropping helps prevent erosion of a fertile Idaho rolling land.



U. S. FOREST SERVICE PHOTO.

Good forest practice—trees cut low, brush piled and young trees left to insure future crop of timber.

## INTELLIGENT LAND USE LIKE THIS

## HELPS PREVENT LAND TRAGEDIES LIKE THESE

A Kansas "duster" in action 1935.

SOIL CONSERVATION SERVICE PHOTO.



In the wake of a South Dakota dust storm.

SOIL CONSERVATION SERVICE PHOTO.



Many floods are caused by faulty land use.

AMERICAN RED CROSS PHOTO.





Large families are crowded into 2 or 3 rooms, often without windows. Modern sanitary conveniences are unknown. The food supply frequently consists merely of corn products and fat pork, with a little sirup for sweetening. Tattered and worn clothing and the lack of sufficient furnishings are further evidences of submarginal living. Children are weak and undernourished. They lack normal educational and recreational opportunities.

The land program will help the families from whom poor land is purchased to move to better locations if they wish to avail themselves of the opportunity. The sale of their land will usually net the owners some cash if they are not too heavily mortgaged. If necessary, it is the intention of the Resettlement Administration to provide further financial assistance. In no case will the people be forced off their lands. The program is based on voluntary cooperation. Frequently, the initiation of a different form of land use, involving reforestation, recreation or grazing, will provide new sources of income to those who may remain in or near their present homes.

Poor lands, either lying idle or devoted to an uneconomic use, yield little or nothing in taxes. Yet poor lands that are occupied require the expenditure of large sums for the maintenance of public services required by law. Poverty-stricken rural areas thereby become drains upon public financial resources. Taxes from better areas must provide roads and schools for the occupants of unproductive lands and often even feed the families living on such areas.

**Gulleying makes rich land barren—a scene in San Diego County, Calif.**

S. FOREST SERVICE PHOTO.



## BAD LANDS ARE TAX BURDENS

The land utilization program, by purchasing isolated farms in poor areas, will help the settlers to move to better land nearer to existing communities, thus facilitating a more equitable distribution of the costs of government. It has been estimated by the University of Wisconsin that certain counties in the northern part of the State will save an average of \$400 per year for each family that moves to better land nearby.

Moreover, the land policy ties in closely with the President's coordinated national program of reclamation, irrigation, and land utilization.

## LAND USE COORDINATED

It is the President's established plan to take 10 acres of marginal land out of present production for every acre that is brought into cultivation through reclamation and irrigation projects. This maintains a balanced and adjusted agricultural program. Land taken out of cultivation though purchase by the Resettlement Administration will be devoted to other suitable nonfarming uses, such as forests and parks.

The President, as an example, has approved projects by the Bureau of Reclamation of the Department of Interior which will bring in approximately 100,000 acres of productive agricultural land within the next 2 years. At the same time, he authorized expenditures by the Resettlement Administration to offset these 100,000 acres by purchasing and withdrawing 1,000,000 marginal acres from present agricultural production.



### 3 ★ RURAL RESETTLEMENT

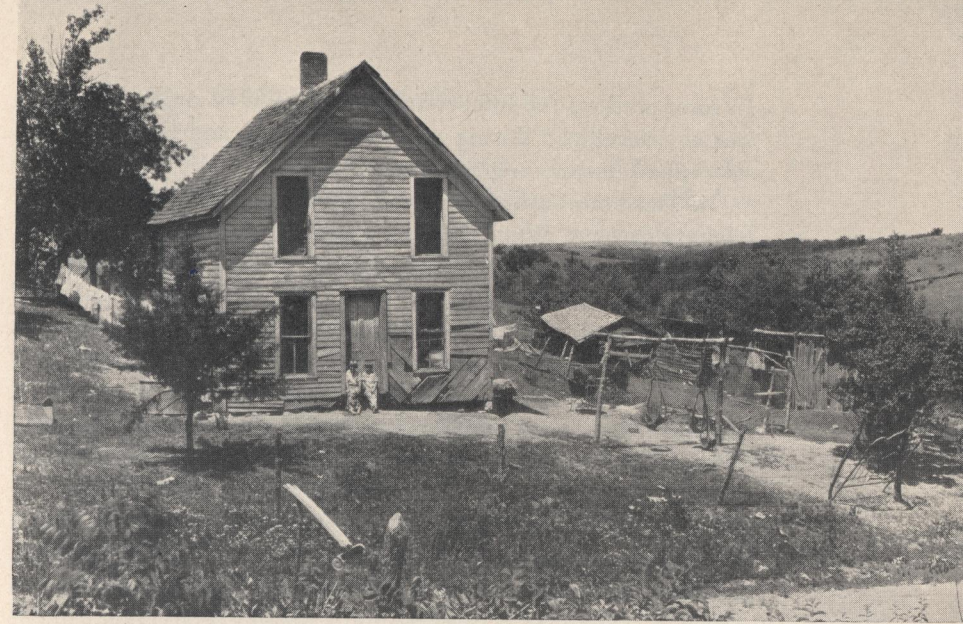
A million farm families, unable to make a living on land which once supported them, have been carried for 2 years by the Federal Emergency Relief Administration. These families live under conditions which are economically and socially intolerable. Pressed down by economic hardships, they are deteriorating mentally, morally, and physically. Outside help is needed to save them.

A recent survey in a Southern State gives a picture of typical stranded families on marginal lands. The average annual cash income was \$28.46 per capita, \$162 per family, or 42 cents a family a day. The Extension Service estimated that the least amount of cash income required by a family in this area is \$300 per year to maintain even the semblance of an American living standard. Direct relief is not the solution. The Government can provide families with a means of existence. Direct relief cannot provide economic sufficiency.

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**Overgrazing is a serious soil menace in the West—gully wash after grass destruction in Idaho.**

SOIL CONSERVATION SERVICE PHOTO.



**A rural slum—thousands of farm folk on poor land have to be aided by relief agencies.**

#### FOUR CHIEF STRANDED AREAS

Many of the families occupying poor lands formerly earned part of their living from pursuits other than farming. In areas where this extra part-time employment has been destroyed as the result of economic recession, human destitution has reached large proportions. Thousands are stranded, dependent on relief. These areas fall into four general classes:

1 ★ Dry areas, covering a belt 250 to 300 miles wide from Canada to the plains of west Texas. Here the normal rainfall is barely sufficient to give the 20 inches which is the ordinary minimum for farm crops. Attracted by temporarily high farm prices during moist years, new settlers flocked into these regions only to lose their earnings when the moist years were succeeded by ultra-dry years.

2 ★ Dead lumbering areas, comprising the northern parts of Minnesota, Wisconsin, and Michigan, western Washington, southern Mississippi and Alabama, western Georgia, and the Carolinas.

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In some sections the lumber industry is dead or dying because it was overdeveloped during and after the war and because of the subsequent decline in general building.

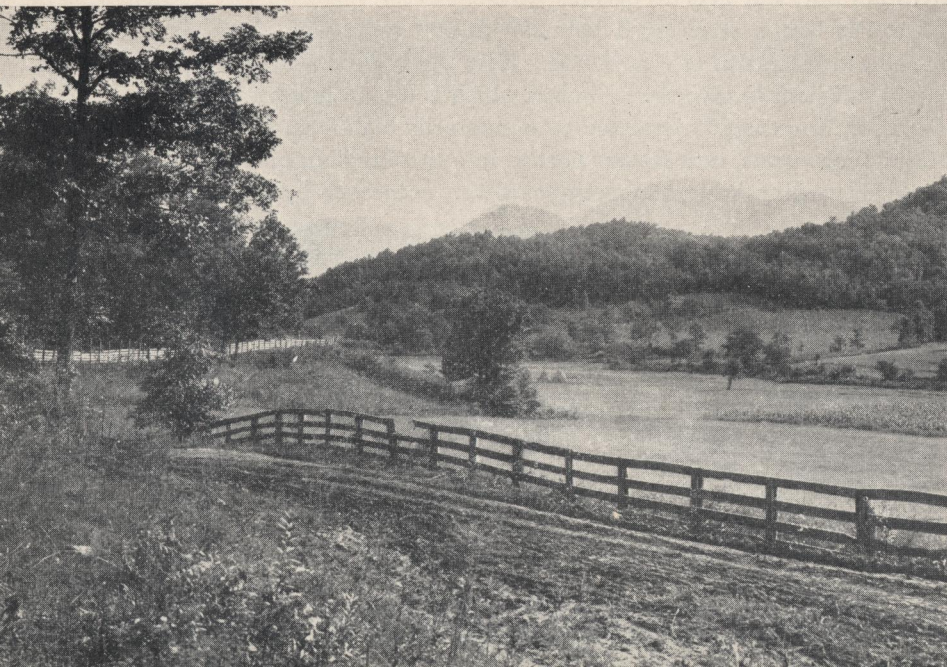
3 ★ Dead mining areas, extending southwest from central Pennsylvania through West Virginia, Kentucky, Tennessee, southern Ohio, Indiana, Illinois, Alabama, Arkansas, and Oklahoma. Competition of oil and power is a major contributing cause of decadence in many of these sections. However, numerous oil fields are in equally serious state, resulting from exhaustion and competitive conditions. Important copper mines in northern Michigan have been abandoned. Relief authorities report that in 5 or 6 counties alone between 15,000 and 16,000 families are stranded.

4 ★ Dying agricultural areas, where poor lands make profitable farming impossible under existing conditions. These sections, scattered all over the country, have left thousands of families stranded. The land is unsuited to its present production.

It is estimated that one-fourth of the Nation's total population lives in the affected areas. Large numbers are stranded, without prospect of reemployment at previous occupations, or in the territory where they are now located.

**A pastoral idyll—an ideal combination of forest and field, Jackson County, North Carolina.**

U. S. FOREST SERVICE PHOTO.



**FARMERS TAKEN OFF RELIEF**

Approximately 300,000 of the 1,000,000 farm families on relief were transferred last year by the FERA from direct relief to "rural rehabilitation." On July 1, 1935, they were transferred to the Resettlement Administration.

To correct destitute conditions in rural areas the Resettlement Administration has adopted a twofold program: (1) Rehabilitation—the temporary phase. (2) Resettlement—the permanent phase.

In rehabilitation a farm and home program is laid out for each family. Agricultural extension workers have assumed joint responsibility with the Resettlement Administration in planning and supervising this program. The Resettlement Administration advances funds for purchase or lease of land, livestock, equipment, and subsistence goods. The purpose is to enable individual farm families to be rehabilitated on their own farms or on nearby lands.

Resettlement, the long-range phase of the program, deals with the following rural groups: (1) Farmers living on land economically unsuited for cultivation. (2) Those of our 2,500,000 tenant farmers who are capable of rehabilitation. (3) Young married couples with farm experience. (4) Selected families from the rehabilitation group.

**AIMS OF RESETTLEMENT**

Resettlement is designed not only to help the farmer but to help the Nation by stabilizing that segment of the Nation's population which has been shifting back and forth between country and city—comprising in times of depression a large percentage of the total of unemployed.

Basically, the resettlement program is an attempt on the part of an agency of government to create new opportunities in rural areas. It is hoped to open up a new type of frontier, not a new geographic frontier, but a frontier of farm independence.

Much of the resettlement will be on an individual family basis. Families in poor-land areas will be given a chance voluntarily to relocate on land capable of providing a decent standard of living. Families will integrate themselves into existing community life.





SOIL CONSERVATION SERVICE PHOTO.

**Good lands to bad—gully erosion laying waste to a fertile field.  
Much land is lost yearly in this manner.**

Another method of assisting stranded and lowest-income groups in rural areas is establishment and development of cooperative agricultural communities. The fundamental principle of such communities is that work opportunities must be available to assure regular income for the inhabitants.

### RURAL COMMUNITIES DEVELOPED

It is a basic tenet of economics that populations adjust themselves to industry, not industry to populations. A community can be built, therefore, on this general pattern:

The government purchases a large tract of land capable of profitable agricultural development. It is situated in an area of stranded or low-income populations.

After the members of the community are selected, they form a cooperative organization to direct various necessary activities.

Cash income is derived from two principal sources: Agricultural occupations and industrial occupations. There are farming operations, dairying, grazing, herding, lumbering.

Simultaneously, factories are established to process the products of the community. There may be a furniture factory, wood-working shops, a canning factory, a cheese factory, a metal shop. In addition, employment is provided in usual community services, such as stores and shops.

The most advantageous arrangement seems to be to establish the houses in a village pattern, rather than on small individual homestead plots. The farm lands surround the village. The factory sites are close by.

### OPENING NEW OPPORTUNITIES

The number of families on each project may vary from 100 to 200 to 500, even to 1,000. It is necessary, of course, to have schools and adequate recreational facilities.

Original cost of developing a community is paid by the Federal Government, but arrangement is made for repayment over a long period of years.

By developing such projects, the Nation has created a positive economic asset. Thousands of persons, who today are destitute, become self-sufficient and self-reliant. Opportunities are opened up where none existed before. The gain to the Nation in improved health, in decent housing, is almost beyond estimation.

**Trying to recoup lost natural resources—setting out seedlings in St. Joe National Forest, Idaho.**

U. S. FOREST SERVICE PHOTO.





## 4 ★ SUBURBAN RESETTLEMENT

A STUDY was made recently of the slum area of one of America's great cities to determine how much it was costing the community as a whole. The area in question contained 10 percent of the city's population. It was found that expenses for dealing with felonies, misdemeanors and juvenile delinquency, maintaining the city hospital, caring for venereal disease, distributing public poor relief, caring for insanity, extinguishing fires, and maintaining the family welfare society, amounted to \$27.29 per capita.

### SLUMS COSTLY LIABILITIES

This was nearly seven times the per capita average for other parts of the community. It meant that every citizen, regardless of whether he had so much as visited those slums, was paying the cost of maintaining them. And in return for the cost the slum was breeding crime and disease to prey upon the population as a whole.

The conditions cited are not peculiar to this city alone. They are characteristic, in greater or lesser degree, of every slum in the United States. And it is for such reasons that the construction of adequate housing to shelter men and women earning low incomes amply justifies itself. But the problem is not solved merely by razing rows of tenements and cleaning out certain areas. Unless provision is made for them, the people who lived in those tenements will crowd into other neighborhoods and make slums of them, too. It follows, then, that the providing of low-cost homes should precede slum clearance. Low-cost housing and slum clearance must march in one another's footprints. When they do, as has been demonstrated in certain European centers, the slum population tends to approach city average rates in health and conduct, and the taxpayer, thereby, is relieved.



SOIL CONSERVATION SERVICE PHOTO.

Silt submerging farm implements—fertile earth carried from broad acres by flood waters.

### LOW-INCOME GROUPS HELPED

But how can low-cost housing be provided? Can families with low incomes buy homes for themselves? In 1929, according to data prepared by the Brookings Institution, 21 percent of American families had incomes of less than \$1,000 and 50 percent had incomes between \$1,000 and \$2,500. Experts say that under no circumstances should a home be purchased which costs more than twice the family income. According to the Bureau of Labor Statistics, the average cost of a single family dwelling in 257 cities in 1929 was \$4,915. New homes, therefore, were beyond the reach of perhaps 70 percent of American families. Between 1929 and 1933 the average cost of a single family dwelling, according to the Bureau of Labor Statistics, declined about 22 percent, but the average income of the families reporting to the Financial Survey of Urban Housing declined 32 percent. Thus, in spite of the decline in building costs, there were even fewer families able to afford the purchase of a home in 1933 than in 1929.



## UNITED STATES HOUSING INADEQUATE

Can private enterprise fill the need by the construction of houses and apartments to rent to the low-income groups? Experience says it cannot and operate at a profit. At any rate, it has not to date. Land costs, money costs, and building costs have operated to restrain the private entrepreneur from providing adequate housing for the families who can afford to pay the landlord \$400 or less a year. It has been estimated that 6 million nonfarm homes and 5 million farm homes, or over 36 percent of our total housing, are definitely obsolete and substandard. These 11 million homes are characterized by one or several of the following features: Lack of sunlight, lack of air, overcrowding, delapidation, dampness, lack of running water, or proper sanitation.

The conclusion is inescapable, therefore, that the United States can rid itself of the blight of slums, both rural and urban, only with Government assistance. Some form of financial aid is required to fill in the gap left where private initiative failed to function. To meet this need, long steps have already been taken by the Federal Government in slum clearance and low-cost housing. It has been found, however, that the high price of real estate in congested areas of cities has been a real obstacle both to slum clearance and rehousing. To help dissolve this difficulty, the Suburban Resettlement Division was created.

## REEMPLOYMENT PROVIDED

The stated purpose of the Administration is "to provide work relief and to increase employment through use of relief labor, purchase of materials and acquisition of land, by the establishment, maintenance, and operation of adequate housing in rural and suburban areas for grant or lease, through an agency, to low-income families inadequately housed."

Suburban Resettlement hopes, by the construction of model communities beyond city limits, and with the cooperation of cities, to relieve congestion in urban slum areas. It takes advantage of the fact that suburban land may be purchased for considerably less per acre than land upon which existing slums now stand. It also enjoys greater freedom of planning, inasmuch as its projects

will be located in more sparsely settled sections, rather than in congested urban districts. The expectation is, therefore, that by persuading surplus low-income earning population to move to the suburbs, the problems of urban clearance and rehousing will be consequently lessened.

Suburban resettlement projects will be set up always in accordance with local industrial and economic conditions. Matters such as transportation and highway facilities and nearness to factory and business centers will receive major consideration. The program for the year includes a few major projects and some minor projects in various parts of the country. Certain unfinished projects of the Subsistence Homesteads Division of the Department of the Interior are being completed.

It is intended that the program be demonstrational in purpose, inasmuch as any attempt to attack the problem in its entirety is financially out of reach. By contrast with the European experience the plans of the Suburban Resettlement Division seem comparatively small, whereas, it is proposed here to rehouse a few thousand families, England is planning the erection of 500,000 additional low-cost homes, although it has already rehoused 3,990,000 people since the war.

Poverty in cut-over regions of Wisconsin—two homes in the clearing.

BUREAU OF AGRICULTURAL ECONOMICS PHOTO.





### UNITED STATES DIVIDED INTO 11 REGIONS

TO ASSURE effective execution of the general program of the Resettlement Administration, the United States has been divided into 11 regions.

The boundaries of these regions encompass in a general way the particular land-use problems of the States in the respective areas. The administrative work of the Resettlement Administration is carried out in these regions by four development Divisions: Land Utilization, Rural Resettlement, Suburban Resettlement, and Management.

Both Land Utilization and Rural Resettlement work is under the supervision of regional directors charged with the responsibility of executing policies of the Resettlement Administration.

**Westmoreland Homesteads—Greensburg, Pa., one of Resettlement's community projects.**



### COMMUNITY FACILITIES DEVELOPED

The function of the Management Division is to take over constructed community projects and it will be responsible for care and maintenance of property, selection of occupants, and licensing of houses for lease or purchase.

If a community project is to be successfully operated, the residents must be assured of a regular cash income. It is not sufficient merely to provide a house and a small plot of ground for each member of the community. There must be adequate employment facilities either on the project itself or in nearby areas. Otherwise, community developments in the end may result in subsidizing poverty.

### COMMUNITY POLICY

The purpose of resettlement communities is to provide more wholesome living conditions and broadened economic and social opportunities for destitute and low-income families. The Resettlement Administration's policy is to bring about self-government by the residents. It is also the policy to have the community stand in normal relationship toward surrounding areas through a normal flow of activities in both directions between a community and its neighbors. In other words, the community will integrate itself into the normal life of the adjacent region. Wherever possible the properties in resettlement communities will be transferred to appropriate local agencies.

As far as individual tenure is concerned, the purpose is to provide adequate security for low-income families. Individual homes or farmsteads will be sold or leased. A sale will be based on a low rate of interest and a long period of amortization. A lease will be based on the resident's ability to pay. A community of this kind is a positive and constructive asset and promotes health and general welfare.



## REGIONAL OFFICES

### 1. NEW HAVEN, CONN.

Connecticut, Delaware, Maine, Maryland, Massachusetts, New Hampshire, New Jersey, New York, Pennsylvania, Rhode Island, Vermont.

### 2. MADISON, WIS.

Minnesota, Michigan, Wisconsin.

### 3. URBANA, ILL.

Illinois, Indiana, Iowa, Missouri, Ohio.

### 4. RALEIGH, N. C.

Kentucky, North Carolina, Tennessee, Virginia, West Virginia.

### 5. MONTGOMERY, ALA.

Alabama, Florida, Georgia, South Carolina.

### 6. LITTLE ROCK, ARK.

Arkansas, Louisiana, Mississippi.

### 7. LINCOLN, NEBR.

Kansas, Nebraska, North Dakota, South Dakota.

### 8. STILLWATER, OKLA.

Oklahoma, Texas.

### 9. BERKELEY, CALIF.

Arizona, California, Nevada, New Mexico, Utah.

### 10. DENVER, COLO.

Colorado, Montana, Wyoming.

### 11. PORTLAND, OREG.

Idaho, Oregon, Washington.