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POST-WAR PLANNING ACTIVITIES OF THE FEDERAL GOVERNMENT

Prepared by  
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DEPARTMENT OF AGRICULTURE

Claude A. Wickard, Secretary of Agriculture

The organizational unit concerned with post-war planning is the Interbureau Coordinating Committee on Post-War Planning. Raymond C. Smith, Bureau of Agricultural Economics, is chairman of the Committee and the members are:

Samuel B. Bledsoe, Office of the Secretary  
Joseph L. Orr, Agricultural Adjustment Administration  
Mordecai Ezekiel, Office of the Secretary  
C. C. Farrington, Commodity Credit Corporation  
Norman L. Gold, Surplus Marketing Administration  
Charles E. Kellogg, Bureau of Plant Industry  
M. L. Wilson, Extension Service  
Raymond E. Marsh, Forest Service  
David Meeker, Office of Agricultural War Relations  
John R. Mohler, Bureau of Animal Industry  
Melville Cohee, Soil Conservation Service  
O. E. Reed, Bureau of Dairy Industry  
Morse Salisbury, Office of Information  
Ralph R. Shaw, Library, Department of Agriculture  
Harry Slattery, Rural Electrification Administration  
Louise Stanley, Bureau of Home Economics  
Robert A. Walker, Office of Budget and Finance  
C. W. Warburton, Farm Credit Administration  
Ernest Wiecking, Office of Land Use Coordination  
Bonney Youngblood, Office of Experiment Stations  
James Maddox, Federal Security Agency  
Leroy K. Smith, Federal Deposit Insurance Corporation

The Committee was originally organized on May 31, 1941, under the title "Interbureau Coordinating Committee on Post-Defense Programs". It was organized pursuant to the instructions of the Secretary of Agriculture as set forth in the Secretary's Memorandum No. 913. In this Memorandum, Secretary Wickard said in part: "In some quarters there is a fear that a severe economic depression is inevitable when the defense effort ceases. The Department of Agriculture does not share this pessimism. We believe the country need never go through a major economic

depression again. We visualize a postwar world in which we will make full use of our man power and our resources for the benefit of the American people. We believe it is possible to maintain a national income greater than ever before in the history of the nation.

"It is in this setting that the Department should make its contribution in planning for the kind of world we wish to live in when the peace comes. If we plan soundly and courageously, if we enlist the help of the greatest possible number of people in making these plans, we can build an economy which will offer everybody a fair chance for work and security. Planning for this kind of future is part of the defense effort itself. . ."

The Interbureau Committee has no separate appropriation or allotment and operates by requesting assistance from the regular bureaus and offices of the Department of Agriculture.

Through the Committee's work, the Department is giving attention to planning to meet problems which will probably be confronting agriculture immediately after the war and also in the longer post-war period. Consideration is being given to programs for physical resources conservation and development, production and marketing, agricultural-industrial relations, rural housing, health, rural electrification, and other problems. The members of the Interbureau Committee work with the chairmen of the nine regional post-war planning committees. The nine regions and the respective regional chairmen are as follows:

Northeast Region	W. S. Middaugh, Regional Bureau of Agricultural Economics Representative
Appalachian Region	Richard E. McArdle, Director, Appala- chian Forest Service
Southeast Region	Thomas S. Buie, Regional Conservator, Soil Conservation Service
Midwest Region	Gladwin E. Young, Regional Bureau of Agricultural Economics Representative
Great Plains Region	Elmer A. Starch, Regional Coordinator
South Central Region	E. R. Henson, Regional Coordinator
Southwest Intermountain Region	Maurice M. Kelso, Vice Chairman
California-Nevada Region	Laurence I. Hewes, Regional Director, Farm Security Administration
Pacific Northwest Region	Lyle F. Watts, Regional Forester, Forest Service

The Interbureau Committee on Post-War Planning has been actively cooperating with the National Resources Planning Board and other Federal agencies concerned with post-war planning.

The Committee prepares pamphlets from time to time. One of these, a general introduction, and two statements on agricultural-industrial relations have been released for public distribution.





BOARD OF ECONOMIC WARFARE

Milo Perkins, Executive Director

The Reconstruction Section, Louis Bean, Chief, is concerned with post-war planning for the Board of Economic Warfare.

The Board is primarily a war agency and is chiefly occupied at present with current war problems. However, the nature of many of the functions of the Board is such that they must be planned on a long-term basis, continuing beyond the war period.

Executive Order 8839 of July 30, 1941, which established the Board, states that it shall be one of the Board's duties to "make investigations and advise the President on the relationship of economic defense....measures to post-war economic reconstruction and on the steps to be taken to protect the trade position of the United States and to expedite the establishment of sound, peacetime international economic relationships".

The Board's work is primarily in the international field, and is carried on with the cooperation of the Department of State, the Federal Reserve Board, the Bureau of Foreign and Domestic Commerce, the Treasury, Lend-Lease, the War Production Board, and others working in related fields.

Publications: None.



BOARD OF GOVERNORS OF THE FEDERAL RESERVE SYSTEM

Mariner S. Eccles, Chairman

The organizational unit concerned with post-war planning is the Division of Research and Statistics of the Board, in which a post-war planning unit is operating under the direction of Alvin H. Hansen, Special Economic Advisor to the Board of Governors.

The work of this unit was started in the summer of 1940.

The work in post-war planning was undertaken as a part of the general functions of the Division of Research and Statistics, which is charged with the study and analysis of substantially all matters relating to the stability of the economy in general and to the functioning of the financial system in particular.

The work is financed by the Federal Reserve System in the usual way (without appropriation of public funds) as a part of the recognized work of the Division of Research and Statistics.

The particular phases of post-war planning undertaken thus far are:

1. Fiscal and monetary policies;
2. Overall surveys of public investment programs, domestic and international;
3. Problems of Federal-State-local taxation;
4. Inter-American and American-British economic collaboration.

The staff members of the Division of Research and Statistics principally concerned with post-war planning are Alvin H. Hansen, Guy Greer, and Harvey S. Perloff. Dr. Hansen, who is in charge of all the work, is devoting particular attention to fiscal and monetary policies, Inter-American and American-British economic and trade relations, investment programs of a developmental character, both domestic and international, and problems of taxation. Guy Greer is working principally in the field of urban redevelopment and housing, but is actively participating also in studies of fiscal policies and international developmental programs. Harvey S. Perloff

is engaged principally in studies of Federal-State-local taxation, of river valley and regional developmental programs, and of transportation. Certain preliminary research programs have been completed, among them studies of urban redevelopment and housing, overall fiscal policies, American-British and Canadian-American economic and trade relations, and river valley development. On the whole, these programs are of a continuing nature and are still in process. Studies will also be made of other fields of public investment including international development programs.

The Board cooperates with other agencies working on similar or complementary programs by means of informal consultation and collaboration. Such cooperation is particularly close with such agencies as the National Resources Planning Board, the Bureau of the Budget, the Board of Economic Warfare, the Bureau of Labor Statistics, the National Housing Agency, the Department of Agriculture, the Treasury, and the Department of Commerce. They are also working in close cooperation with a number of non-governmental agencies such as the United States Chamber of Commerce, the National Association of Real Estate Boards, the National Planning Association, and various groups and individuals, notably David C. Prince of the General Electric Company. Dr. Hansen is also an informal consultant of the National Resources Planning Board, as well as being the American Chairman of the Joint Economic Committees of Canada and the United States.

No publications on post-war planning have been issued by the Board of Governors of the Federal Reserve System; however, certain results of the Board's post-war planning work have been made available through other publications as follows: "After the War -- Full Employment", published by the National Resources Planning Board; "Britain's Trade in the Post-War World" and "Urban Redevelopment and Housing" which are Planning Pamphlets Numbers 9 and 10, respectively, of the National Planning Association; "The Federal Debt and the Future" by Alvin H. Hansen and Guy Greer, Harper's magazine, April 1942; "The 1942 Economic Tasks of the Post-War World" by Alvin H. Hansen and Charles P. Kindleberger in Foreign Affairs, April 1942; "We Can Pay the War Bill" by Alvin H. Hansen, Atlantic Monthly, October 1942, and "Toward Full Utilization of Our Resources", Fortune, November 1942, by Alvin H. Hansen and Guy Greer.

DEPARTMENT OF COMMERCE

Jesse Jones, Secretary of Commerce

Two units of the Bureau of Foreign and Domestic Commerce are engaged in post-war planning: The International Economics Unit, Amos E. Taylor, Chief, and the National Economics Unit, S. Morris Livingston, Chief. These are both regular units of the Bureau and were not established for the purposes of post-war planning; however, the nature of their work is such that it involves the consideration of post-war problems.

The International Economics Unit is part of a division largely devoted to servicing the Board of Economic Warfare, and it naturally follows that consideration of the broader problems of international economic relations in war-time requires the projection of certain relevant studies into the post-war period. Problems of broad international scope fall within the functions of this Unit, as contrasted with the more specialized problems covered by the geographical units of the Division of International Economy. No individuals are specifically assigned to post-war planning; various members of the staff have assignments from time to time which fall into that category. One of the primary studies is directed chiefly toward an evaluation of those factors inherent in the United States economy which tend to influence the country's international and financial position and are therefore certain to be of great significance after the war. Two others are designed to provide an appraisal of the economic and financial rehabilitation efforts during the 1920's by the League of Nations and by other international bodies. The fields of operation of bilateral and multilateral international boards and commissions during the present war and the possible subsequent usefulness of such types of international collaboration also constitute the basis of a special study. On the whole, it may be said that the Unit's studies are concerned primarily with laying the groundwork for post-war economic reconstruction and are not to be viewed as blueprints of a post-war economic system.

The chief function of the National Economics Unit is to work on domestic economic problems. Such work at the present time almost invariably raises post-war questions. Furthermore,

the Unit is making every effort to stimulate planning by business and industry, in cooperation with the Department of Commerce, looking toward the maintenance of a high level of productive employment after the war. One phase of the Unit's work in this connection is the analysis of post-war markets for goods and services, indicating to what extent these markets will be expanded above the pre-war level if we are successful in achieving maximum employment after the war. This study on a national level serves as a background for more detailed analyses of the markets for the products of particular companies, industries, or communities. The Unit expects to cooperate in such analyses, although the primary responsibility must necessarily fall on these companies, industries, and communities. Another phase of the work is the relationship of potential post-war markets to the potential output of goods with maximum employment, thus indicating the extent to which private enterprise can contribute toward maximum employment and the varying extent to which reliance must be placed in the several post-war "periods" on public works programs or other stimuli. The relationship between the volume of savings to be expected with a high level of income and the volume of investment necessary to reach a comparable level of production and consumption is also being considered.

The Unit is also concerned with the broad economics of the post-war situation and the difficulties which will have to be overcome if private enterprise is to make its full contribution, such as those arising from the need for speedy reconversion to peace-time production and the maintenance of consumer purchasing power during the transition. Over the longer range, there are "environmental" problems having to do with the conditions under which business operates and how these might be changed to encourage the production of more goods for more people at less cost.

As stated above, the work in post-war planning undertaken by the International Economics Unit is essentially a part of the general program which the Bureau of Foreign and Domestic Commerce carries on in collaboration with the Board of Economic Warfare. The National Economics Unit is giving considerable aid to business executives in their long-range planning both through individual consultations and through the recently organized Committee for Economic Development. The purpose of the latter Committee is "to develop means whereby industry and commerce will be in a position in the post-war period to make their full contribution to high and secure standards of living for people in all walks of life through maximum employment and high productivity in our domestic economy". The Unit is in turn relying upon business executives' knowledge of new products, new materials, new production techniques,

possible changes in price policy or distribution methods, and all of the internal industrial developments which will have an important bearing on post-war markets. In addition to its work with private enterprise, the Unit is cooperating with other agencies in the formulation of Government policies relating to post-war conditions. Other units in the Bureau, particularly the National Income Unit, are cooperating through developing data which, while not primarily intended for post-war planning, are highly useful in this connection.

#### Publications:

##### Memoranda and Articles

Bissell, Richard M., Jr., "The Anatomy of Public Spending", Fortune, Vol. 25, Nos. 5 & 6, May & June, 1942.

The May article discusses implications of public spending as a permanent peacetime policy and concludes that the policy appropriate to the years of the great depression may by no means be relevant to the situation at the conclusion of the war. The June article outlines possibilities for postwar private investment and consumption expenditures. Suggests possibility that immediate post-war problem may not be depression but boom.

McCracken, Paul W., and Roose, Kenneth D., "A Technique for Analysis of Private Investment Expenditures", July 15, 1942. Isolates investment which is an initiator of changes in income from investment which is derivative from income.

\_\_\_\_\_ : "The Table on Investment Expenditures for Selected Years, 1929-1940, and Estimates for a Postwar Year". Methods developed in preceding releases on private investment expenditures used to present estimates of investment expenditures in a postwar year.

##### Addresses

Upgren, Arthur R., "Discussion of Prospects for and Problems of Business in the Postwar Period". Presented at the New Hampshire Bank Management Conference in Hanover, New Hampshire, June 5, 1942. Reprinted with a few minor changes in the Domestic Commerce Weekly, July 9, 1942. Analyzes favorable and unfavorable factors affecting business for the postwar period.

\_\_\_\_\_ : "Postwar Planning for American Industry". Paper delivered at the Midyear Convention of the American Marketing Association, Ann Arbor, Michigan, June 13, 1942. Discusses factors which will determine whether private business activity will be sufficient to sustain the high level of national income flowing at the end of the war.

\_\_\_\_\_ : "Raw Materials and Inter-American Solidarity". Addresses delivered at the Fifth Oklahoma International Relations Conference, Norman, Oklahoma, June 18, 1942. Reprinted in Foreign Commerce Weekly, July 4, 1942. Concludes that world-trade leadership on the part of the United States promises to promote a more prosperous world after termination of hostilities if vigorous measures are taken to balance our own national "production-consumption budget" at a high level.

\_\_\_\_\_ : "A National Program for Private Business for the Postwar Years". Address presented at the Annual Meeting of the Producers' Council, Detroit, Michigan, June 23, 1942. Reprints available from the Producers' Council, Inc., 815 15th Street, N.W., Washington, D. C. Discusses opportunity and obligation of business to develop a postwar program to take the place of war production. Summarizes possible measures for assuring the maintenance by business of a high level of activity in the postwar period.

Livingston, S. Morris, "The Postwar Construction Market", an address presented at the Annual Meeting of the Producers' Council, Detroit, Michigan, June 23, 1942. Reprints available from the Producers' Council, Inc., 815 15th Street, N.W., Washington, D. C. Analyzes the major contribution which the construction industry can make to the maintenance of full employment at high income levels at the conclusion of the war.

\_\_\_\_\_ : "The Building Construction Industry and Our Postwar National Economy", an address presented before the Chicago Building Congress, Chicago, Illinois, October 22, 1942. Emphasizes the importance of making preliminary plans now to meet post-war problems; discusses the probable post-war housing market.



OFFICE OF COORDINATOR OF INTER-AMERICAN AFFAIRS

Nelson A. Rockefeller, Coordinator

This Office was established by Executive Order No. 8840, July 30, 1941. The Office is not primarily engaged in post-war planning, but because of the importance of post-war planning in the Government to the program of the Office, its personnel are constantly in touch with the work being done in this field.

One of the designated functions of the Office is "to formulate, recommend and execute programs in the commercial and economic fields which, by effective use of governmental and private facilities, will further the commercial well-being of the Western Hemisphere". Such programs are necessarily of a continuing nature and carry over into the post-war period. John E. Lockwood, General Counsel, as director of the division responsible for research, reports, analysis, and reviews, is the officer in charge of consideration of post-war aspects of the program. The studies and activities concerning post-war problems that are engaged in by the Office are not considered as separate projects but are interwoven as an integral part of the general affirmative program of the Office. Current studies with respect to Latin American countries include such questions as their post-war position in world trade, their internal economic reorganization and industrial development as affected by the war, and the development of their health, education, immigration, and other welfare programs.

The Office of the Coordinator of Inter-American Affairs collaborates with and utilizes the facilities of all existing departments and agencies which perform functions and activities affecting inter-American cultural and commercial problems.

Publications: None.



## FEDERAL SECURITY AGENCY

Paul V. McNutt, Administrator

The post-war planning work of the Federal Security Agency is under the direction of the Program Planning Committee, of which T. J. Woofter, Jr., Director of Research, is Chairman. Other members of the Committee are George E. Bigge, Social Security Board; Bess Goodykoontz, Office of Education; Aubrey Williams, National Youth Administration; G. St. J. Perrott, National Institute of Health; Charles Taylor, Civilian Conservation Corps; Mark A. McCloskey, Defense Health and Welfare Service; and M. L. Wilson, Assistant Director of Defense Health and Welfare in charge of nutrition. There are affiliated planning committees within the various constituent organizations of the Agency.

The Program Planning Committee was organized in July 1941 at the direction of the Federal Security Administrator.

The work of the Program Planning Committee involves the consideration of problems of social security, youth, health, education, nutrition, and recreation.

Staff assignments in the constituent organizations are made in accordance with the projects undertaken. Post-war researches and programs are not necessarily segregated from current planning. However, plans are being made for a number of programs appropriate to the post-war period which should be initiated at that time if not previously put into effect. These programs include the following:

The amendments to the Social Security Act already recommended by the President

The continuation in the demobilization period of a considerable part of the activity of the United States Employment Service

The expansion and extension of grants-in-aid programs operating under the various units of the Agency

Revision of the rural hospital plan in terms of post-war needs

The program for prevention of stream pollution and the proposal of sanitary engineering work prepared in cooperation with the National Resources Planning Board

The development as a public health program of former WPA projects of mine sealing and malaria control

Organization of a program of health education

Integration of a nationalized school building program

Promotion of education for special groups

A special program worked out in collaboration with the National Resources Planning Board and other agencies working toward educational opportunity for men demobilized from the armed services and war industries

Expansion of programs of physical and vocational rehabilitation for disabled veterans and war workers

Continuation of a recreation program after the war

State-wide planning of library facilities

The above listed projects are in various stages of completion; some have been actually formulated into proposed legislation and others are still in the preliminary or developmental stage.

The Committee is cooperating with the National Resources Planning Board, the Selective Service System, and other agencies concerned with or interested in the programs mentioned above.

Publications: "Planning Schools for Tomorrow", Office of Education (in preparation).

FEDERAL WORKS AGENCY

Maj. General Philip B. Fleming, U.S.A., Administrator

Two principal types of activity have characterized the post-war planning work in the Federal Works Agency to date. These include long-range public works programming, and plans currently under way for post-war highway development.

In the spring of 1941 a project known as the Public Work Reserve was set up in the Work Projects Administration under the joint sponsorship of the Federal Works Agency and the National Resources Planning Board. Sponsorship was withdrawn in March, 1942, and as of April 1 the project was taken over as an administrative function of the Federal Works Agency under the name of the Local Public Works Programming Office. However, there was no change in the essential function of the office, which was to assist local communities in the preparation of six-year programs of essential public works to be undertaken after the war. Studies were made in cooperation with State, county and city officials of community needs and of community resources out of which construction could be financed. At the peak of operations some 600 persons were employed in the project, and 24 States and several hundred cities, towns, counties and other divisions of local government were cooperating.

Funds for this activity were discontinued in July, 1942, and, accordingly, the work of the Local Public Works Programming Office was terminated as of July 20, leaving most of the local six-year programs uncompleted. Apparently it will not be possible for the Federal Works Agency to resume the work until its authority to do so has been clearly expressed. At the direction of the President, the Agency has in preparation the draft of suggested legislation intended to effectuate this purpose.

The Office of the General Counsel has in preparation a study entitled "A Comprehensive Program of Public Works to Facilitate War-to-Peace Conversion and Eminent Domain in Connection Therewith, Including Marginal Taking", which should soon be available in mimeographed form. This study also contemplates legislation in the special field described by the title.



## DEPARTMENT OF LABOR

Frances Perkins, Secretary of Labor

The post-war studies of the Department of Labor are centered largely in the Bureau of Labor Statistics, of which A. F. Hinrichs is Acting Commissioner. A Postwar Division was established in this Bureau in the fall of 1941 as a result of action taken by Congress in appropriating funds to the Bureau for a "Study of Post-Defense Problems (national defense): For all expenses necessary to enable the Secretary of Labor to conduct studies relative to problems connected with labor likely to arise upon the termination of the existing emergent conditions in connection with defense activities throughout the United States, in cooperation with the National Resources Planning Board..." (Public Law 146--77th Congress, Chapter 269--1st Session.) Dal Hitchcock is Chief of the Postwar Division.

The Bureau is studying those elements in the American economy, peacetime and war-born alike, which are likely to be crucial in developing a program for reaching and maintaining national full employment in the post-war era. An economic analysis of the basic units of our American economy--the industries and areas--is combined with an examination of those public policies which will affect the level of economic activity: tax and fiscal policy, policy with regard to the concentration of industry, health and social security legislation, public works, and the like.

Problems of demobilization of manpower and reconversion of industry in the period immediately following the war are of particular concern. An analysis of the probable magnitude of the manpower demobilization problem at the end of the war is being made, showing the number of persons to be demobilized from the armed forces, war production, and the war emergency establishments of the Federal Government, and the resulting number likely to be seeking new jobs within two years after the war ends. A revised occupation code is being prepared in cooperation with the Selective Service System to facilitate demobilization of the men in the armed forces into occupations for which they are best qualified.

The Bureau is studying reconversion problems from both the industrial and the geographic standpoints. The problems involved in six

major types of industrial readjustment are being analyzed: expanded industries of basic supply, transportation, and communication; industries formerly engaged in the manufacture of consumers' durable goods but now converted to war production; industries which have been curtailed or shut down during the war; specialized war industries; new industries of peacetime utility; and industries peculiarly related to wartime and post-war international commerce. In connection with the problems which will be met by particular areas after the war, a county by county analysis is being made of the 400 counties which account for more than 85 per cent of the Nation's manufacturing and mining employment, and in which the impact of the war production program has centered. Reports take the form of working notebooks of economic and social data which will provide the Federal Government as well as local research and planning groups with a panorama of local conditions against which post-war readjustments will take place.

The post-war activities listed above are directed toward achieving full employment, but in these aspects of the work attention is primarily directed toward the immediate post-war period. Another phase of the work is concerned with an examination of the long-time problems which must be solved if we are to maintain a smoothly functioning peacetime economy. In the main, these problems are not new, and while the war has aggravated some of them, major responsibility for them cannot be laid at its door.

The Bureau has adopted a two-fold approach in attacking these problems. On the one hand, it has sought to develop special analytical "tools" which will aid its own staff as well as other individuals and agencies working in this field. These tools include an input-output study, concerned with the basic analysis of mutual relationship between various branches of the American economy; a statistical report showing the size distribution of American business units in terms of wage earners; a comparative analysis of the various estimates of elements in the gross national product, national income, capital formation, business and individual savings, offsets to savings, income payments, purchasing power, consumer spending, etc.; and current tabulation of changes in labor force, employment, unemployment, industrial production, bank debits, income payments, war funds authorized, obligated or spent, etc. Also of this nature are a file of current plans and proposals for the post-war period; compilations of major systematic tax analyses and proposals, and of plans and proposals in the fields of health, education and social security; and a memorandum defining the term "full employment" and outlining the administrative procedures required for determining when full employment exists.

These tools as well as general research procedures are used in



assaying the factors requisite to a general economic environment for full employment in a free enterprise system. Two groups of problems have received major emphasis in this aspect of the work--monetary, fiscal, and related problems, and problems of industry structure. In the first category, studies have been undertaken of potential factors in the economy which might prevent a desirable balance of the flow of consumer expenditures, on the one hand, and of adequate investment on the other. Specific work in this field includes an analysis of the relation between aggregate consumer purchasing power and deliverable volume of consumer goods and services; a study of ways in which selected taxes and other fiscal mechanisms might be used as flexible devices for influencing aggregate consumer spending and level of employment; a study of data on the relationship of public works and work programs to national full employment policy; a study of minimum wage standards in relation to a full-employment program; and a study of critical aspects of post-war international trade and investment, especially as they bear on factors in the domestic economy.

The Postwar Division is analyzing also those forces in the economy which foster or deter the concentration of industry as they affect employment. In this connection, analyses have been made of the advantages and disadvantages of independent enterprise in particular areas of economic life and the general conditions for its survival after the war; a file of monopolistic practices has been set up based on Federal Trade Commission cases; an analysis of the apparent degree of competition in different industries has been undertaken; and a study is being made of the effects on industries of trade practices, trade associations, and labor unions.

In the Division of Historical Studies of Wartime Problems surveys are being made of experience after the last war. A study of the experience of the automobile industry has been completed and one of the demobilization of the armed forces is nearing completion.

In order to tie together the many phases of its work in a way which will make them as real as possible, the Bureau is making an analysis of what national full employment in time of peace could mean to the average American family. This report will indicate just what the standard of living of the typical family could be if the many problems, which the Bureau and others are studying, could be successfully solved.

At the present time the bulk of the Postwar memoranda and reports are for internal office use or for the use of cooperating Federal agencies.



## MARITIME COMMISSION

Rear Admiral Emory S. Land, Chairman

The Merchant Marine Act of 1936 provided for fostering the development and encouraging the maintenance of a United States merchant marine"(a) sufficient to carry its domestic water-borne commerce and a substantial portion of the water-borne export and import foreign commerce of the United States and to provide shipping service on all routes essential for maintaining the flow of such domestic and foreign water-borne commerce at all times, (b) capable of serving as a naval and military auxiliary in time of war or national emergency, (c) owned and operated under the United States flag by citizens of the United States insofar as may be practicable, and (d) composed of the best-equipped, safest, and most suitable types of vessels, constructed in the United States and manned with a trained and efficient citizen personnel." Responsibility for carrying out this policy as stated in the Act rests with the Maritime Commission. The Commission is primarily occupied at present in working with the War Shipping Administration on the war-time merchant marine program, but many phases of this program have important post-war implications.

The studies and projects concerning post-war planning in the Maritime Commission are generally concentrated in the Division of Economics and Statistics, of which Henry L. Deimel, Jr., is Director. The program of the Division at present consists primarily of making preliminary analyses and outlining the scope of the problems to be met after the war. Inasmuch as shipping is a broad subject, involving both domestic and international considerations, the background work now being done must include a wide range of subjects, such as domestic employment in shipyards, employment aboard ships, coast-wise traffic and foreign trade.

In the domestic field the Commission is considering the problems of private shipping companies. The operating differential subsidy contracts with these companies have been suspended during the war due to the general requisition of vessels and their operation under the War Shipping Administration. The Division of Economics and Statistics is giving attention to the post-war results of present developments affecting these companies. Consideration is also being given to the post-war implications of present trends in ship-building.

In the international field the Commission is considering trends in the shipping situation as a whole, post-war economic and commercial conditions which will affect essential trade routes, the status and composition of merchant fleets of the world, and probable opportunities for employing American ships in peace-time. The Commission is carefully observing what other countries, particularly Allied and neutral countries, are doing with respect to their merchant marines. For example, the British policy involves the sale of war-built ships to private operators in compensation for their losses and for post-war use, and the similar transfer of such ships to their Allies.

The Maritime Commission's post-war plans for shipping are closely connected with those of related Government agencies. The Commission is also giving consideration to the probable influence on water transportation of developments in air transportation, both passenger and cargo, and the fields in which each is likely to be most efficient in terms of types of cargo, geographical considerations, etc., and is maintaining informal contact with the Civil Aeronautics Administration in this connection.

Over the last twenty years the Maritime Commission and the Shipping Board which preceded it have published statistical reports of United States ocean commerce and shipping. Many of these reports are now out of print. They are now being reviewed with a view to the re-issue of summary statistics covering pre-war years, which will be useful in connection with post-war studies.

## NATIONAL HOUSING AGENCY

John B. Blandford, Jr., Administrator

The National Housing Agency was established by Executive Order in February 1942, bringing into one agency the Office of the Administrator, the Federal Home Loan Bank Administration, the Federal Housing Administration, and the Federal Public Housing Authority. While its planning activities are not primarily related to the post-war period, the Agency has responsibility for general urban development in so far as housing and related facilities are concerned; and such development is extremely important for post-war purposes.

### Office of the Administrator

In the Office of the Administrator, urban development planning is studied in the Division of Urban Studies, the Technical Division, and the Research and Statistics Division, which are established by the Administrator under the authority of the Executive Order. Outlines for study of post-war housing programs have been prepared, but no specific programs have as yet been completed. One of the objectives is the development of housing programs by agencies of local government.

The Office of the Administrator is cooperating with other Federal agencies such as the National Resources Planning Board, the Federal Works Agency, and the Federal Reserve Board, as well as with the constituent organizations of the National Housing Agency.

### Federal Public Housing Authority

The Federal Public Housing Authority was established by Executive Order as one of the three constituent units of the National Housing Agency. The FPHA is responsible for the administration of functions and duties with respect to public housing formerly vested in various Federal agencies, including the United States Housing Authority which was created as a corporation of perpetual duration to assist local public housing agencies in providing decent, safe, and sanitary dwellings for families who cannot be adequately housed by private enterprise. While the FPHA was not established to undertake post-war planning, it is now administering the Federally assisted long-term public housing program, and thus is concerned with post-war planning.

The officers primarily engaged in this work are Warren Jay Vinton, Chief Economist, and Lawrence N. Bloomberg, Associate Chief Economist.

The FPFA cooperates in the post-war planning studies of the Office of the Administrator and other constituent agencies of the NHA, the Bureau of Labor Statistics, the National Resources Planning Board, and other Governmental agencies.

#### Federal Housing Administration

In its housing operations the Federal Housing Administration recognizes the necessity of studying the problem of urban redevelopment. In such studies it is necessary to take into consideration the fact that execution of any plans or programs for large-scale rebuilding of cities will have to be postponed until after the war; consequently the post-war planning the FHA is doing is essentially a part of its regular planning and research work. FHA is concerned with the maintenance of a sound home mortgage market and the improvement of housing standards. The regular operations of its underwriting, technical, research and statistics divisions, and such special studies as are undertaken by planning experts on its staff, are directed towards this end.

The chief administrative officer responsible for post-war planning is Earle S. Draper, Deputy Commissioner, and the staff working full or part time on post-war problems includes Frederick Bigger, City Planner; Paul Oppermann, City Planner; Herbert S. Colton, Attorney; and William K. Wittausch, Housing Economist, with occasional assistance from members of divisions previously mentioned.

Means for implementing plans are being studied to arrive at methods of operation which will adapt FHA's mortgage insurance activities to the work of the NHA in post-war activity.

As a constituent agency of the NHA, the FHA has cooperated with the Office of the Administrator, as well as other constituent agencies, and has taken part in special committee activities which included staff members of the National Resources Planning Board and the Federal Reserve Board.

#### Federal Home Loan Bank Administration

In keeping with the requirements of the several programs in which they are engaged, the Federal Home Loan Bank Administration and its component agencies, the Federal Home Loan Bank System, the Federal Savings and Loan Insurance Corporation, and the Home Owners Loan Corporation, maintain a continuing study of conditions in the fields of thrift and home mortgage finance. Increasing attention is being given

to the problems and opportunities of the post-war period, and of the contribution the Administration and its agencies and associated savings and loan associations can make to the post-war economy. No special unit has been organized for this purpose, nor have any special projects of a research or planning character been undertaken. The consideration of post-war problems, programs, and policies has thus far been carried on by the regular staff as a part of its normal operating functions.

#### Publications

The Division of Urban Studies of the Office of the Administrator has published "A Bibliography on Post-War Housing and Urban Development" (Bulletin No. 4), September 1, 1942. Abstracts have been made of the more recent material.

"A Handbook on Urban Redevelopment for Cities in the United States" was published by the Federal Housing Administration in November 1941.





## NATIONAL RESOURCES PLANNING BOARD

Frederic A. Delano, Chairman  
Charles E. Merriam  
George F. Yantis  
Charles W. Eliot, Director

The post-war planning work of the National Resources Planning Board is the concern of the whole staff of the organization. The Post-War Agenda Section in the Director's Office acts as a central service agency for the staff and cooperating agencies on post-war planning. The Staff members particularly concerned with direction of the post-war aspects of the Board's program are Mr. Eliot and the Assistant Directors, Thomas C. Blaisdell, Jr., Frank W. Herring and Ralph J. Watkins, and Luther Gulick, Consultant.

The legal foundation for the work of the National Resources Planning Board is in the Federal Employment Stabilization Act of 1931. This Act gives to the Board the responsibility to advise the President from time to time about the trend of employment and the "existence or approach of periods of business depreciation and unemployment". The Act also states that it is the policy of Congress "to arrange the construction of public works so far as practicable in such a manner as will assist in the stabilization of industry and employment through the proper timing of such construction, and to further this objective there shall be advanced planning, including preparation of detailed construction plans of public works by the construction agencies and the Board". On the basis of this authorization, and by reason of its continual consideration of the long-term aspects of the utilization of national resources, the Board from the beginning of the defense emergency gave attention to the problems that will follow the completion of the war program. It organized a series of conferences of the administrative heads of Federal agencies concerned with such problems. In November 1940 the Board was requested by the President to undertake a study of what was then called post-defense planning. In a memorandum to the Board, dated January 4, 1941, the President said: "I am glad to know that the Board is proceeding with the development of plans and proposals for the post-defense period. These plans will, of course, involve many Federal agencies and cooperation with State and local governments and private citizens, and I hope all executive agencies of the Government will assist you in correlating proposals for my consideration".

The Board's role as a central clearing house for planning necessarily gives it a very broad interest, and its studies cover practically all fields. Through a series of conferences with Federal

officials, state and local planning agencies, industrialists, labor leaders, and professional groups, and with the help of special consultants, various aspects of the problem are being explored, and specific projects, committees, and studies have been set up. A Post-War Agenda has been prepared to relate the work of public and private organizations in planning for post-war readjustments. There is work under way involving cooperative relations with Federal, regional, state, local, and private agencies in the fields of fiscal policy, science and research, employment and social security, health and education, urban redevelopment, energy resources, industrial location, transportation, land and water resources. A program of Federal works projects is made jointly with the Bureau of the Budget, and assistance given to states and municipalities in the preparation of a shelf of non-Federal works suitable for use in the immediate post-war period. The work of the Committees on Transportation, Land, Water, Energy Resources, Science and Long-Range Work and Relief Policies is related closely to the post-war planning activities of Federal departments whose representatives are members of the Committees. Through its regional offices the Board is initiating a series of projects to prepare, with the assistance of local, state and Federal field agencies, post-war plans for the conversion to peace-time activities of selected areas throughout the country.

In addition to these cooperative activities, many sections of the Board are carrying on specific post-war studies within the organization. Examples of current studies are: the study of War-Time Planning for Continuing Full Employment, an analysis of consumer demands in terms of a post-war economy of high national income, basing its estimates on probable post-war economic factors, and suggesting policies necessary to produce full employment at a high income level; study of problems of the post-war adjustment of industry, including possibilities of conversion to peacetime production of specific war plants; and studies by the Urban Section dealing with urban planning procedures, with new forms of government organization for metropolitan areas, and with taxation and revenue in cities.

The Board's publications include a pamphlet series of which five titles, "After Defense--What?", "After the War--Full Employment", "Better Cities", "The Role of the Housebuilding Industry", and "Post-War Planning" together with their annual report, "National Resources Development, 1942" are now available. Other pamphlets and publications are in preparation.

## SELECTIVE SERVICE SYSTEM

Major General Lewis B. Hershey, U. S. A., Director

The organizational unit primarily concerned with post-war planning is the Reemployment Division, of which Colonel Lewis Sanders, U. S. A., is Chief.

Authorization for the work of this Division is contained in Section 8 of the Selective Training and Service Act of 1940, approved September 16, 1940.

The Division was informally established in October 1940 and formally organized about December 1, 1940.

The work of this Division includes both current and post-war problems. It is of course primarily a war agency, but its function is continuing and will extend into the peace period. The Division's programs deal principally with ascertaining and recording the occupational and educational background and experience of the men in the armed services, to which are added their military records. The Division is also responsible for setting up agencies throughout the country to handle the cases of these men as they arise. The principal objectives of the Division are to assure the return of men to former jobs or to secure employment for them before the date of their discharge from the Armed Forces. This will involve, among other things, planning for demobilization in terms of potential employment in certain locations and at certain times. The Division will operate under a decentralized system through the medium of local voluntary reemployment committees affiliated with each local Selective Service Board. It will be the function of these committees to make contact with the service men assigned to them and give them a personal representative with whom they can take up their employment problems; this will serve both to decentralize and distribute the work and to improve the morale of the soldier and his family by making them feel that there is a definite person interested in securing employment for each soldier, in place of the feeling that the man is merely a serial number in a vast card index.

Clearing House Committees are also being established at National, State and town levels. These Committees are made up of

representatives of all important civic organizations, for the purpose of coordinating their activities and through them placing the entire community behind those problems of reemployment of returned members of the Armed Forces which are difficult of adjustment through ordinary channels, or for men for whom jobs cannot be found through the U. S. Employment Service.

One of the functions of the Division is to act as a coordinating and liaison agency between other Government departments and the Armed Forces for the procurement of data required by these Departments concerning men in the service, such as that required by the Social Security Board in order to freeze unemployment benefits. The purpose of this is to minimize interference to the work of the Armed Forces by having a single agency for requesting data, a single point for securing it and, as far as possible, all recorded on a single form. The Division has active coordination with the following agencies: United States Employment Service; Veterans Administration; War Department; Surgeon General's Office, War Department; Navy Department; Surgeon General's Division, Navy Department; Department of Agriculture; Bureau of Labor Statistics, Department of Labor; Bureau of the Census; War Manpower Commission; American Red Cross; National Roster of Scientific and Specialized Personnel. Activities are carried on through the regular operating officials of all of the above mentioned agencies.

Publications: None.

DEPARTMENT OF STATE

Cordell Hull, Secretary of State

Several divisions of the Department of State are concerned with post-war planning, in particular the Division of Special Research and the Office of the Geographer.

The Division of Special Research, of which Leo Pasvolsky is Chief, is making studies in the field of international relations including the economic, political and social trends to be taken into account in considering the problems of the peace. This Division also serves as coordinating office for the post-war planning work done by various other divisions and committees within the Department.

The Office of the Geographer, under S. W. Boggs, Geographer of the Department, includes among its activities the preparation of a series of world maps, supplemented by continent maps in some cases, designed to visualize and clarify problems of international relationships. The principal phases of the work which are related to post-war planning are geographical research, by areas and subject, and the preparation of world maps to include population distribution and total population, and by languages and religions, transportation and communication costs and speeds, agriculture, minerals and mining, inanimate energy, and political geography.

The Division of Special Research cooperates with other Federal agencies working in the field of international relations, such as the Board of Economic Warfare, the Coordinator of Inter-American Affairs, the Treasury Department, and others. The Office of the Geographer works with appropriate agencies in the preparation of maps, for example, the Departments of Agriculture and Commerce, and the Bureau of Mines.

Many statements by officials of the Department dealing with post-war planning have been published in the Department of State Bulletin, among them the following:

"Business Works To Win The War", address by Assistant Secretary Berle before the National Dry Goods Association, New York City, January 15, 1942 -- Bulletin, January 17, 1942

"The Problem of Economic Peace After the War", address by Mr. Leo Pasvolsky before the Federal Council of the Churches of Christ in America, Delaware, Ohio, March 4, 1942 -- Bulletin, March 7, 1942

- Radio Address by Assistant Secretary Berle in Commemoration of the Second Anniversary of the Invasion of the Netherlands, Belgium and Luxembourg, broadcast from New York City, May 10, 1942 -- Bulletin, May 16, 1942
- "Why Are We Fighting & For What", address by Mr. Stanley K. Hornbeck before the International Relations Club, University of North Carolina, Chapel Hill, May 21, 1942 -- Bulletin, May 23, 1942
- Memorial Day address of Under Secretary Welles at Arlington National Amphitheater, May 30, 1942 -- Bulletin, May 30, 1942
- "Our Education, This War & Essentials of Peace", commencement address by Mr. Stanley K. Hornbeck at Utah State Agricultural College, Logan, June 1, 1942 -- Bulletin, June 6, 1942
- "Building In War For Peace", address by Assistant Secretary Acheson before the Institute of Public Affairs, University of Virginia, July 6, 1942 -- Bulletin, July 11, 1942
- "The War and Human Freedom", address by Secretary Hull, broadcast over all networks, July 23, 1942 -- Bulletin, July 25, 1942
- Address by Under Secretary Welles before World Trade Dinner, October 8, 1942 -- Bulletin, October 10, 1942
- "British-American Trade Relations After the War", address by Mr. Harry C. Hawkins before 29th National Foreign Trade Convention, October 9, 1942 -- Bulletin, October 10, 1942
- "The Realist Base of American Foreign Policy", address by Assistant Secretary Berle before Alabama State Chamber of Commerce, October 15, 1942 -- Bulletin, October 17, 1942

## TREASURY DEPARTMENT

Henry A. Morgenthau, Jr., Secretary of the Treasury

Three divisions of the Treasury Department are interested in post-war planning -- the Division of Monetary Research, H. D. White, Director; the Division of Tax Research, Roy Blough, Director; the Division of Research & Statistics, George C. Haas, Director. These are all regular divisions of the Department and are not primarily engaged in post-war planning as such; however, they are engaged in research projects the nature of which involves consideration of problems of the post-war period.

The Division of Research and Statistics is concerned, among other things, with problems involved in the formulation of Treasury fiscal policy, especially as it relates to the war borrowing program. Since this program, on the scale required, is bound to have a far-reaching influence upon the pattern of economic and financial activity in the post-war era, the Division is giving attention to the effects which may be expected from the various possible solutions to present fiscal problems. Particular study is being given to the post-war effects of utilizing different sources of funds for financing the war. The results of these studies are for the use of Treasury officials, and are therefore confidential except as they may be specifically released by the Department, or certain data may be included in regular Treasury publications.

The Division of Monetary Research includes among its responsibilities the management of the Exchange Stabilization Fund and other matters in the international field with which the Treasury is concerned. Since the outbreak of war, this Division has extended its work to include problems arising from the war which come within the same general fields as its peacetime research and has, as a matter of course, undertaken some continuing studies of post-war problems. There is no specific designation of staff for the purpose of post-war planning; various staff members from time to time give their attention to such problems. The principal post-war studies being carried on in this Division relate to the problems of exchange stabilization and post-war economic reconstruction and development. Resolution XV of the Rio Conference committed the signatory countries to a conference of finance ministers looking toward the establishment of an international exchange stabilization fund. It was and still is the thought that such a fund should be planned so as to be open to all friendly countries. The Division is currently studying the types of international institutions which might undertake the tasks of exchange stabilization and post-war reconstruction and development.

The Division of Tax Research is giving attention to the long-run aspects of fiscal problems, particularly the need for a Federal revenue system which can be readily adjusted to the nation's post-war requirements. The Division is also cooperating in a study of Federal-State fiscal relations, conducted by a temporary Committee on Inter-governmental Fiscal Relations, appointed by the Secretary of the Treasury. This Committee is considering the question whether the overall fiscal system is well suited to the attainment of such non-fiscal ends as full employment and maximum national income. The techniques which may best serve to meet the probable fiscal responsibilities of the post-war period are being considered, and complaints against lack of coordination in the tax system and the remedies offered are being thoroughly reviewed. This work is under the direction of Harold M. Groves.

The Division of Monetary Research has represented the Treasury on various inter-departmental committees dealing with economic and financial matters, such as the Trade Agreements Committee, the State Department's committee studying post-war problems, and the Board of Economic Warfare, in connection with the more specific and detailed study of exchange stabilization. The Division is also working with an inter-departmental committee assembled by Secretary Morgenthau.

Publications: None.





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