

ment, and out of the difference in specifications between North American and British industry, and so on.

Such problems require almost continuous consultation and study. Some machinery for this purpose is already in existence. There is the Joint Defence Board which is concerned with the military aspects of Canadian-American defence. There is also the recently-established Material Co-ordinating Committee which includes representatives from the Canadian Department of Munitions and Supply and from the U.S. Office

of Production Management and whose purpose it is to collect and exchange information on raw material supplies in the two countries. Now, it is unofficially reported from Washington that Canada and the United States may set up closely collaborating economic defence boards in the near future. Such cooperation and consultation must play a major part in translating the broad principles of the Agreement into effective co-ordination of defence production between the two countries.

Regional Aspects of Government in the United States

By JOHN M. GAUS

THE Report of the Royal Commission on Dominion-Provincial Relations is evidence to its readers in the United States of the important similarities in our problems. Such a measure as the Prairie Farm Rehabilitation Act reminds us also that there are parallels between us not only in our physical regions but the resultant problems of adjustment of man to his environment and the institutional devices which may be employed in that adjustment. We on the south of the border may usefully study Canadian policies and proposals. They will not only have much that bears directly on our own problems, but in looking at these problems through the eyes of others we can reappraise them freshly and more objectively. By pooling our practices and ideas we may find mutual advantages. A brief summary, therefore, of developments in the governmental reflection of regional factors in the United States and a reference to some

of the centers of work in this field may have some interest for Canadian students.

What do we mean by a "regional" aspect of government in the United States? The problem of adjusting areal boundaries to the nature and scope of the functions and powers of government has been present throughout our history. Our system of government is federal, our area is continent wide, our economy is affected by international and national factors within the sensitive interdependent price system. Through our constitution, the powers with which the people of the United States may attack public problems are allocated to the national government and to the states, and in that same instrument prohibitions are placed on both—prohibitions that are substantive and procedural. The original arrangements have been amended by formal change in the document and modified by judicial interpretation and legislative and executive practice as changes in technology, in institutions, in the distribution of population and in attitudes of mind have dictated or permitted. Nevertheless there cannot, apparently, ever be achieved a perfect fitting of gov-

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ernment units to every kind of optimum region for every purpose of public house-keeping. Thus, the boundaries of a watershed, which requires unique treatment for certain problems that inhere in that precise area, will not, of necessity, be satisfactory boundaries for the best regional unit in that section of the country for credit policy, labor-law enforcement, market regulation, or personnel administration. If we were to redraw the boundaries of our states, we should, despite every effort, continue to find that state lines, even when better adjusted to certain physical factors, nevertheless would cut across some functional regions. With the expansion of public services during the depression this problem became more acute; as a result the National Resources Committee, now entitled the National Resources Planning Board and assigned to the Executive Office of the President, issued in 1935 the report of its Technical Committee on Regional Planning, "Regional Factors in National Planning and Development."¹ In this document the problem is analyzed, some of the efforts to meet it described, and suggestions for further action are made. The present article is based on this study and on subsequent developments.

A brief survey of some of the major currents which are contributing to regional aspects of public policy in the United States will enable us to understand better the range and variety of the programs and organizations to which the term regional is frequently applied. There is dispute concerning the term region; it is sometimes used, for example, as the optimum areal unit of a single substantive commodity or occupation, and it is also used as a unit of general description, embracing geographic, historical and cultural factors generally. In the latter sense, it is used by many as synonymous with the term section, which has been much employed in recounting the history of the United States. One of our historians, the late Frederick Jackson Turner, emphasized strongly the

importance of sectionalism in our history.¹ The very controversy over the term which has arisen is evidence of a healthy re-examination of basic forces and elements in the life of the nation. In general, we find a very practical use of the term regional in planning and administration—a use which reflects a problem. The problem is that of planning and administering the public policies that seem to be needed for an area that does not coincide nicely with any of the existing political units; and more particularly, an area which embraces parts of more than one state, or parts of more than one county or municipality. Thus, we now have several planning regions, such as those of the Pacific Northwest, New England, the Tennessee Valley, all composed of several states, or Metropolitan Boston, St. Louis, Philadelphia, and the San Francisco Bay area, composed of several municipalities. So, too, we have the many regions of bureaus of departments of the national governments, each embracing several states or parts of states, and with a regional level in the bureau organization. A sampling of some of the movements from which these public programs have developed, will indicate the necessarily varied solutions to problems that differ somewhat in origin and nature.

In the nature of things, regionalism appears strongly in policies relating to natural physical resources of soil, land cover, and waters. The emergence of regional patterns has been at once stimulated and retarded by the "land grant institutions." These are the colleges of agriculture and the mechanic arts, the agricultural experiment stations and the county extension services which have developed over the past seventy-five years on the financial basis in part of grants from the national to the state governments—grants first of land, and now of annual money payments. These institutions have stimulated regionalism by bringing scientific inquiry and college and adult education to focus intensively

1. Superintendent of Documents, Washington. Pp. xciii, 223. 50c.

1. See, for example, his *The Significance of Sections in American History*, New York, 1932.

upon particular states and thus by relating them to factors inhering in those states have encouraged varied adjustment of programs to them. They have retarded regionalism somewhat, since the stress upon the problems and resources of a state may delay recognition of the identity of conditions extending beyond the boundary of a state and cooperation of the states concerned in dealing with them. There has been an increase, however, in the recognition of regional interests and the development of regional programs. From these colleges great numbers of men and women have been recruited into the public services in agricultural sciences and home economics, and from them and their affiliated experiment stations pour a great stream of research reports. The tie with the county agriculture, home demonstration and youth club agents brings much of this work down to specific application to the immensely varied conditions that exist in non-urban areas. The most recently published Yearbook of the United States Department of Agriculture, that for 1940 (entitled *Farmers in a Changing World*), gives ample evidence in its numerous articles of this relating of national policy to local and regional problems, and of the invention of procedure and organization whereby this integration of the different levels of government may be facilitated. The local committees and state and regional organizations of bureaus of the national Department have been challenged, by agreements negotiated in recent years, to coordinate their programs more effectively with the work of state agencies in each county, and the creation of County Agricultural Planning Committees, representative of farmers and official agencies, is one result.

The development of the conservation movement, from the time of President John Quincy Adams to the Roosevelts, Pinchot and Van Hise, and ranging in its scope from minerals and soils and waters to the preservation of scenic beauty and civic shrines, has inevitably emphasized a regional approach to public policy, since a natural balance between

various factors of the natural environment, whether birds and fish or trees and soils, must be sought in any adequate program in any given spot. While great specialized services have been developed in the past half century, such as the Forest, Park, Reclamation and Soil Conservation Services in the national government, with some counterpart on the state level of government, the logic of nature points to the evolving in collaboration of regional policies where natural regions demand. The Reclamation Service, indeed, has its legal boundaries suggested by the rainfall line, and the Forest Service has created a "Shelter Belt" area of operations and reflects regional problems in its own administrative regional organization. A significant recent creation is the Tennessee Valley Authority, charged with a multiple use policy for a watershed of a great river and the facilitation of regional planning by all the agencies of all levels of government in the area. A shift from specialized subject-matter treatment of problems to an ecological approach comes slowly (opposed, as it is, by the long period of specialization in our studies throughout the educational system), but here and there it is discernable, not least among a stimulating younger group of students and writers in the field of natural history, social organization, and planning.

The natural environment is studied, however, primarily because it is important to people; and we conserve, presumably, for their benefit. The important movements in urban, rural, and metropolitan and "rurban" planning, developing in the past half century although with earlier origins, are also forced, by the nature of our population changes and our technology, to relate the local community to its hinterland and to the various types of regions—varied with subject matters such as water supply, sources of power, harbor development or parks—with which each is interdependent. The pioneer work of the landscape architect Charles Eliot in metropolitan Boston or of Burnham in

Chicago has been supplemented by the emergence of social researches and programs flowing from the social work and public welfare organizations and their personnel, from universities engaging in local community and regional research (as notably at the Universities of Chicago and North Carolina), and from departments of agricultural economics and rural sociology and affiliated experiment stations at the land grant institutions. Ideas of planning have been enriched by interpreters and appraisers and by administrators, scholars and workers in many fields. "America's Coming of Age", as one of our foremost writers (Van Wyck Brooks) calls it, has been marked by the exploration too of regional expressions in literature and the arts—recently stimulated greatly by the public building programs with their inclusion of murals reflecting regional interests and history. An extensive literature concerning regionalism has been produced within the past twenty-five years. Lewis Mumford, disciple of Sir Patrick Geddes, may be taken as the initiator of this most recent discussion of the place of the region in social development, and among others who have been making important contributions are Howard Odum and Rupert Vance, Paul Sears, J. Russell Smith, Benton Mackaye, Donald Davidson, Frederick Gutheim, and Walter Webb; the special and detailed studies of a particular region, however, should be studied in order to balance the general appraisals by the tang of life in a particular spot. Most of the writers mentioned above have contributed something of both types of work. Some of the most interesting of the special studies comes, significantly, from the Southwest; notably, "Sky Determines", by Ross Calvin, and "Forgotten People", by George Sanchez. On more technical matters, the development of zoning ordinances for urban districts is now being paralleled—chiefly in one state only—by rural zoning through the counties, and the problems peculiar to the "rural-urban fringe" are receiving some attention. The American City Planning

Institute, the American Society of Planning Officials, the American Civic and Planning Association, the National Planning Association and the National Municipal League are among the organizations through whose publications these developments may conveniently be followed. A significant effort to widen popular understanding of the work of officials and groups in regional planning in the Pacific North-west is the program and work of the Northwest Regional Council.¹

The tendencies thus reflected were greatly affected by the extension of public programs throughout the United States on all levels of government in the fight against the depression in the past twelve years. The public works program undertaken to "prime the pump" included the establishment of the agency now entitled the National Resources Planning Board which fathered a series of studies, and stimulated establishment not only of many state planning boards but of two regional planning commissions, representing state planning agencies in New England and the Northwest. The first annual report of the new Federal Works Agency, that for 1940, summarizes pertinently the evolution of public works policy in the United States. A great impetus was given to public programs in the sector of natural resources conservation by the Civilian Conservation Corps, the Soil Conservation Service, the Forest Service and other agencies, and by the production control programs in agriculture accompanied by local participation through farmer committees. The relief agencies have undertaken important researches in regional aspects of population and employment policies and problems. The Tennessee Valley Authority was specifically charged, in the statute which created it, with the function of formulating regional plans for its area, and the problems of policy arising from the extensive power programs in other regions, such

1. 606 Bedell Building, Portland, Oregon. See their *Men and Resources*, based on studies made by the Pacific Northwest Regional Planning Commission.

as the lower Colorado and the Columbia river valleys have led inescapably to the need for official exploration of a coordination of many programs in their respective regions.

A member of the Board of Directors of the Tennessee Valley Authority, in fact, (Mr. David Lilienthal), emphasizes the use of the regional authority established by the national government under its constitutional powers as a solution of the problem of relating adequate legal power to attack major problems with the preservation and enhancement of local initiative and participation in administration.¹

The problems and possibilities of governmental organization and procedure reflecting a regional approach to our problems have received some attention in the past two decades. They are reflected in the documents already cited. The experience with grants in aid has been surveyed and appraised in the excellent study by V. O. Key, and a companion volume by Louella Gettys presented the Canadian experience with this device. States have employed the use of compacts for dealing with a few

questions of mutual concern signatories, but in general this device has proven of local and limited effectiveness. There are suggestive experiments in state co-operation, often of a most informal sort, and encouraged and facilitated by the Council of States and its numerous constituent groups and committees. There are the official and unofficial metropolitan planning agencies, and the state and regional planning boards and commissions, integrated with the National Resources Planning Board through the latter's regional offices and consultants and aid to the state boards. There are the efforts of some national bureaus to reflect regional needs through regional offices, on which we have the studies of Professor James Fesler of the University of North Carolina. These developments constitute what Professor Jane Clark of Barnard College has called, in her recent study of them under that title, "The New Federalism"!

One may best conclude, then, on the opening theme—the advantages which citizens on both sides of the border, living as they do in federal states that span a continent, and sharing regions whose problems and possibilities invite cooperation, may derive from better acquaintance with one another.

1. An address on this topic, entitled "The TVA: An Experiment in the 'Grass Roots' Administration of Federal Functions," contains his suggestive argument on this point.

Educational Trends in New Brunswick

By AIDA B. McANN

THE educational system of the Province of New Brunswick was organized under the Free Schools' Act of 1871.

This system served the needs of pioneer communities when, as one educator put it, "the school district was measured by the legs of the children." In these days of improved transportation and changed conditions, however, it is tragically inadequate both in regard to school administration and curriculum content.

In the urban and in the better-off rural communities the system has, of course, been sufficiently modified to provide efficient education; but as a result there are glaring inequalities of educational opportunity in New Brunswick.

When Dominion statistics revealed that this Province had the highest rate of illiteracy in Canada and that 7.14 per cent of the population could neither read or write, thinking people became alarmed. General uneasiness led to the establishment in 1936 of a Department

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