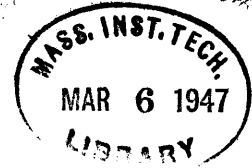


(8)

REORGANIZATION
FOR STATE PLANNING
IN MISSOURI



A

THESIS

submitted to the faculty of the
Massachusetts Institute of Technology,
Cambridge, Massachusetts
in partial fulfillment of the work required for the
Degree of
Master in City Planning

by

Clifford H. Black, B. Sc., in Architecture

Approved by

Professor of City Planning



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Emery Allison, State Senator from the 24th District.

Mrs. K. Devereaux, Librarian of the Missouri Legislative

Library.

Hugh Denney, project coordinator and his staff of the Missouri Resources and Development Department.

Last, but not least, to the helpful criticisms and suggestions given by my wife.

PREFACE

Planning has accomplished many worth while aims during the few years of its existance in these United States. Much credit for State and Regional planning should be given to the National Resources Planning Board for guidance during its life.

Substantial assistance was given the State Planning Boards by private and federal agencies. When these funds were no longer available, some states discontinued their planning programs; other states established economic development commissions. The majority of these commissions replaced the previous State planning organizations.

This trend of discontinuing or changing state planning policies offered an appropriate subject for study. Cognizant of this trend in Missouri, I selected the subject: REORGANIZATION FOR STATE PLANNING IN MISSOURI

In this thesis I will endeavor to relate a brief history of planning in a number of representative States of the United States. A more complete planning history of Missouri will be given, after which I will propose a model State Planning Law.

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I. History

Ref: 1935 National Resources Board Report on State Planning.

The meaning of the State Planning Boards which have recently sprung into life is the expression of a desire to -

- (1) Take a comprehensive view of the resources and planning problems of the several States;
- (2) To relate the work of the local planners, already well under way in many cities and in a number of counties, to the work of the State as a whole;
- (3) To relate the work of the States to each other by better cooperation and coordination, as in the cases of water uses;
- (4) To relate the work of the State Planning agencies to that of the National Government and,
- (5) Finally, to relate the work of the several public planning agencies to that of private and semi-public agencies within the State, as in the development of transportation and power.

It is plain that there are types of situations in which there is either national planning or no planning. The Constitution of the United States recognized this in the establishment of national authority and powers, among others, over interstate commerce and currency to be developed with the needs of the Nation. But it is also plain that there are situations in which planning

will be local or not at all - problems in which the solution of the question must grow out of the life of the local area as an expression of its special and local needs.

Wise planning provides for a working balance between local and central, public and private initiative, realizing that progress may be smothered by an excess of one as of the other, and employing its efforts in trying to fit functions to areas in the interest of the whole nation.

The creation of State planning boards was an inevitable outcome of the need for bringing together more closely the somewhat scattered planning agencies of the State, on the one hand, and on the other, of drawing together as effectively as possible the planning agencies of the National Government and those of the commonwealths, as in the case of land, water, and mineral use.

It may be pointed out that attempts at better State organizations and policy formulation have sprung up concurrently and are aiding in the same general movement. Among these new services are the American Legislators Association with its important machinery for the interchange of information and experience of the State legislators and for elaboration of problems of the States. Conspicuous among related organizations are the Councils of State Government, directed toward the formulation of programs of legislation in individual States, and the Commissioners on Interstate Cooperation.

Other important moves in the same direction are seen in the establishment of professional associations by important groups of State officials. Of especial significance in this connection is the organization of the American Society of Planning Officials, composed chiefly of local and State planning officials, concerned with the improvement of the standards and methods of planning practice.

A parallel intensification of interest and support from private organizations has developed among professional and other groups interested in planning as a technical, non-political approach to current problems. Architects, city planners, economists, engineers, lawyers, and many other groups have contributed methods and thought to the movement for State planning. Through such organizations as the American Planning and Civic Association, the American Country Life Association, National Recreational Association, and many others, citizen support of planning in this sense has been invigorated.

The vitality of this revival of interest in State planning affairs, too extended to review in any detail here, illustrates the broad sweep of the tendency toward more effective planning of State problems and the trend toward closer cooperation of the States in their attack upon local State questions as well as the movement toward State-Federal cooperation. On the whole, they indicate the strength of the trend toward the improvement of State and local govern-

ments, toward more effective use of local resources, toward a sharper analysis of State and local programs of expenditure and activity.

The State planning boards are thus a part of the same general movement which emphasizes the importance of combining local, State, and national initiative and planning, if we are to achieve the highest and best use of our United States resources. They indicate the general recognition by all groups, regardless of party or other affiliation, of the importance of taking an overall view of the resources of State and localities, and beginning the practice of looking forward in the programming of the resources of the respective areas. Obviously, these resources, needs, and programs will vary widely in a vast domain like that of the United States of America. Flat uniformity in the approach to the solution of such diverse problems as are encountered in irrigation of the Central Valley of California, the coal mines of Pennsylvania, and the recreational opportunities of New England, is neither to be expected nor desired.

While conservation and planning agencies have been developed from time to time in the various States and accomplished notable results in many fields, the planning boards are a unique tool in the organization of State government. In one sense, the Legislature of the State is itself a planning board, and likewise, the Governor and his assistants are charged with broad

responsibilities in the formulation of State policies. But the State Planning board may be looked upon as a "general staff" for the executive of the State, gathering and analyzing facts, observing the interrelation of different State policies, proposing from time to time alternative lines of State procedure, constantly preparing and presenting to the authorities its findings, conclusions, and recommendations in the field of long-time programming.

It cannot be too strongly emphasized that the function of these boards is not that of making final decisions upon broad questions of policy - a responsibility which rests firmly upon the elected representatives of the people. Such a board will be useful in proportion as it is detached from immediate political power, serving as the technical tool of the democracy. In this field the intelligence and vision of a board, the respect and confidence it enjoys among groups whose cooperation is indispensable, are far more important than large statutory powers or bristling governmental sanctions.

From this point of view, the State Planning boards offer another illustration of the flexibility of our democratic government, and the ways and means by which it may be adapted progressively to emerging problems.

The method or technique of planning as developed by the State planning boards has been an extension and

expansion of the survey and planning work utilized in city and metropolitan planning programs. As in the case of the National Resources Board, the first efforts were concentrated in the fields of land use, water resources, or public works, with the view to utilizing energy and funds, in the most advantageous manner, and to return the largest long-range values.

By dealing with immediate and familiar problems, and applying to those problems the methods of research and planning, public understanding of the purposes and value of the State planning boards has been greatly advanced.

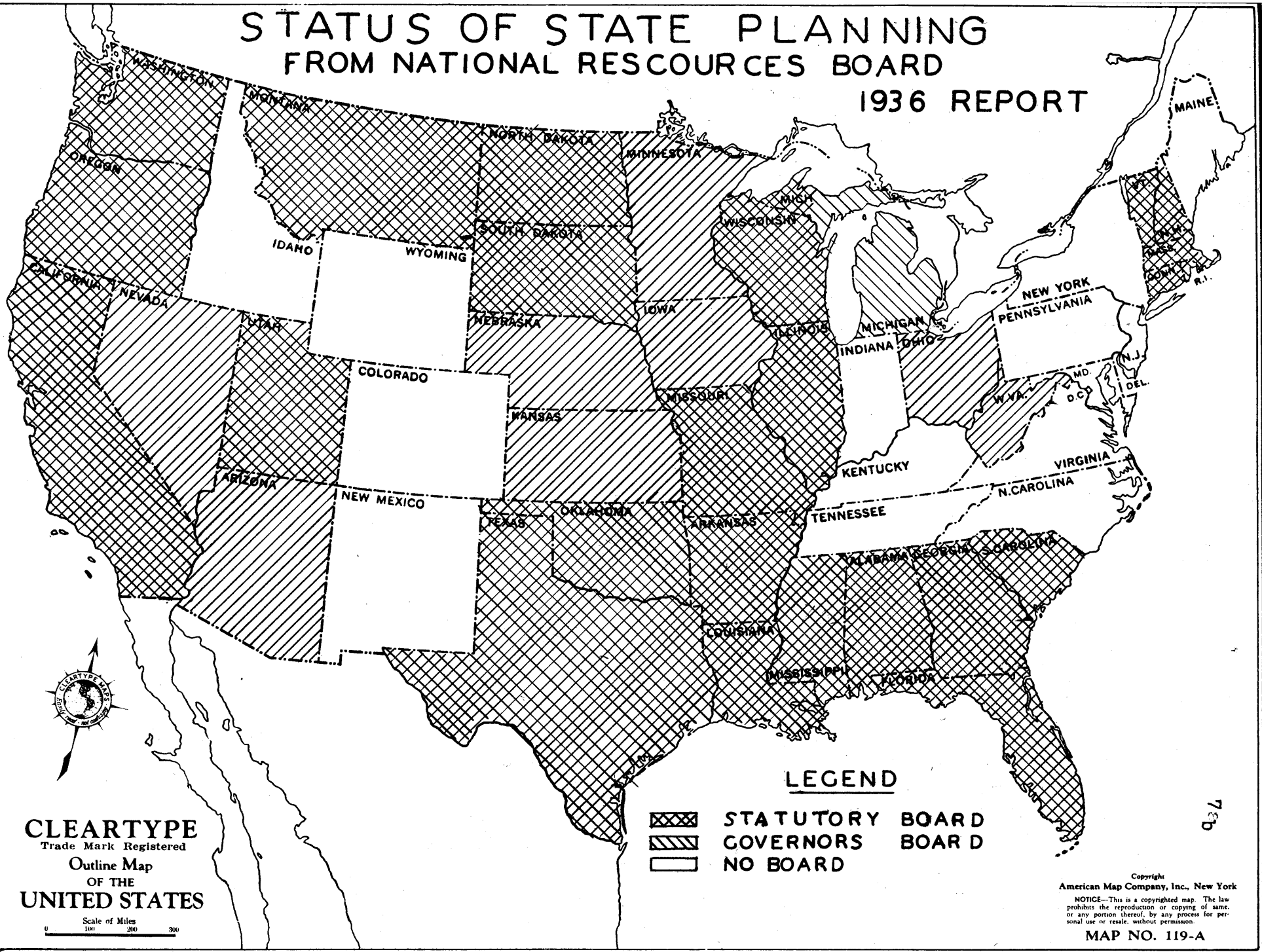
Nor is it to be presumed or desired that within a few months complete plans should spring full-armed from the several State Planning boards. Long-time plans are not readily improvised. They are rather the result of careful collection of facts, penetrating analysis of them, and mature thought regarding the program that grows out of the situations disclosed. There are, to be sure, emergencies when action is as urgent as when inaction means certain disaster; but, normally, significant plans and programs are shaped slowly, crystallizing the thought and experience of a time and place. The first steps of planning boards, whether in city, county, State, region, or Nation, have been to get together the important data regarding human and natural resources, and to orient themselves in the given situation. For this, time and experience

are indispensable.

The encouragement and assistance given by the United States Government has been many times justified in the impetus to sounder programming of the resources of States and localities, in the greater interest in inter-state and regional cooperation, in the more intimate coordination of States with the custodians of the national interest.

Map No. 1 - Status of State Planning as reported by the National Resources Board.

STATUS OF STATE PLANNING FROM NATIONAL RESCOURCES BOARD 1936 REPORT



CLEARTYPE
Trade Mark Registered
Outline Map
OF THE
UNITED STATES

Scale of Miles
0 100 200

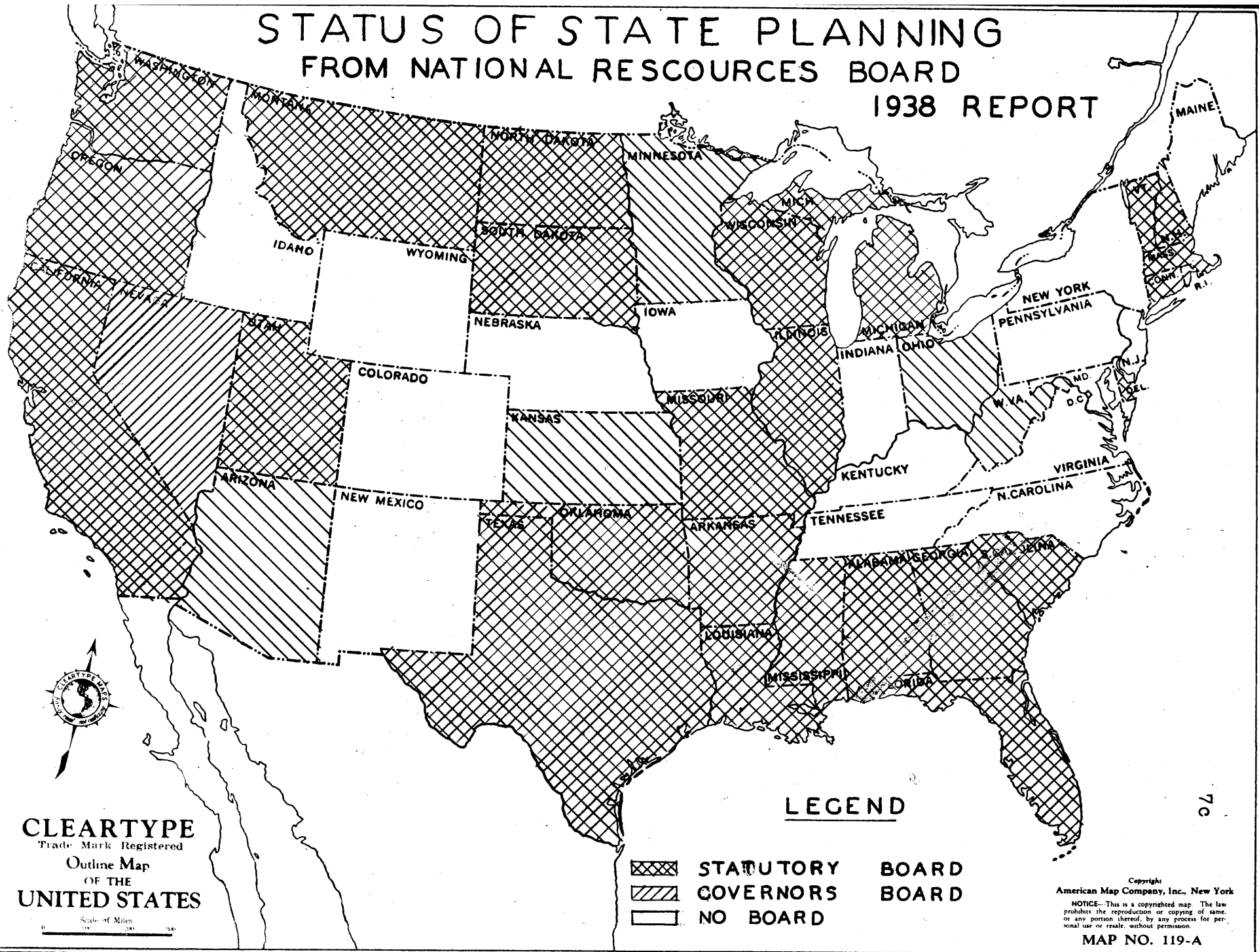
LEGEND

	STATUTORY BOARD
	GOVERNORS BOARD
	NO BOARD

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MAP NO. 119-A

737

STATUS OF STATE PLANNING FROM NATIONAL RESOURCES BOARD 1938 REPORT



LEGEND

- STATUTORY BOARD
- GOVERNORS BOARD
- NO BOARD

CLEARTYPE
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Outline Map
OF THE
UNITED STATES

Scale of Miles
0 100 200



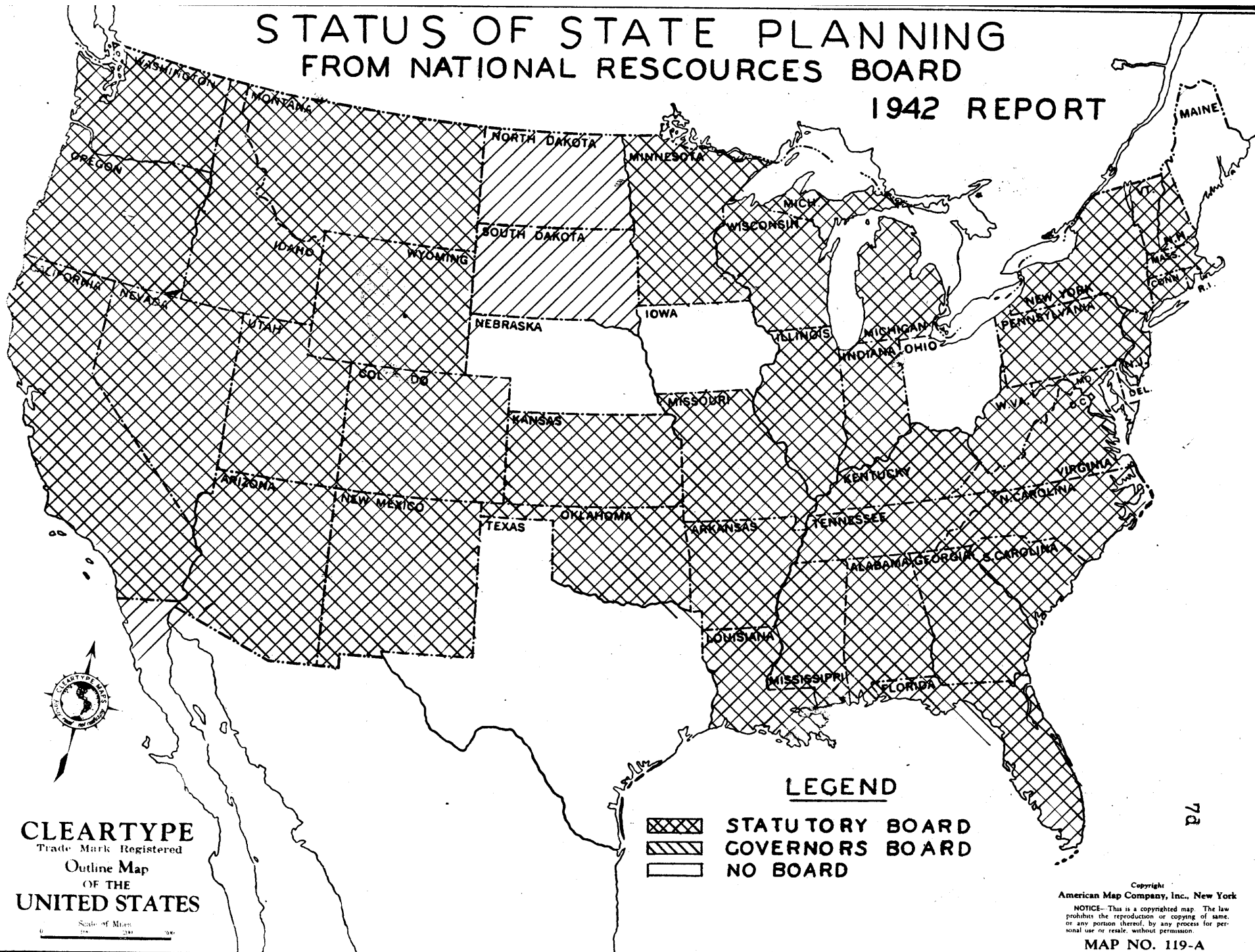
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MAP NO. 119-A

STATUS OF STATE PLANNING FROM NATIONAL RESOURCES BOARD

1942 REPORT



LEGEND

-  STATUTORY BOARD
-  GOVERNORS BOARD
-  NO BOARD

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OF THE
UNITED STATES

Scale of Miles
0 100 200 300

7A

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MAP NO. 119-A

The N.R.P.B. reports are most optimistic in regard to the position the several State Planning Boards take in their respective State Governments. In the 1935 Report on State Planning there were 46 State Planning Bodies.¹ The final report of the N.R.P.B. 1943 states the following, quote: "STATUS OF STATE PLANNING AGENCIES. In the past year and a half, few changes in the statutory basis of State planning agencies have taken place, probably due in part to the State planning boards having become a permanent and integral part of State government. Today, 37 State Planning bodies function by statutory enactment on a continuing basis; 5 are appointed by executive order of the Governor and 4 planning boards, for Alaska, Hawaii, Puerto Rico, and the District of Columbia are established by acts of the Territorial legislatures or of the Congress."²

The following table gives the trend of eleven representative State planning appropriations in recent years.

-
1. Ref: State Planning U.S.N.R.P.B. Report 1935 P. XII line 1 to 9 inc.
 2. Ref: N.R.P.B. 1943 Report. State Planning p. 83, Status of State Planning Agencies.

Preliminary Tabulation of State Planning Board Appropriations

1938 - 42³

State	1938	1939	1940	1941	1942	Expend. 1942
Mass.	44,000	42,400	42,800	54,510	50,740	.01582
New Hampshire	24,914	24,414	27,000	29,172	33,422	.06790
New Jersey	10,500	20,000	22,500	16,870	16,120	.00387
Vermont	12,000	12,000	12,000	13,800	13,500	.03758
Kansas	15,000			2,750	2,750	.00127
Nebraska	23,000	12,250	12,500	St. P. Bd. abolished		
Iowa	27,000	State Planning Board abolished				
Illinois	25,000	25,000	25,000	25,000	25,000	.00317
Arkansas	15,000	15,000	18,300	20,100	20,100	.01031
Oklahoma	35,000	5,750	5,000	10,000	10,000	.00449
Missouri	5,000	5,000	5,000	5,000	5,000	.00132

B. State Planning⁴.

A comparison of the 1942 programs of work of State planning boards with those of 1936 shows that significant changes have taken place in their activities. At the outset they were primarily concerned with making inventory of the States resources and the major problems concerning their use. Because the problems of "physical" planning and development of public works were more within the grasp of the planning personnel and techniques then available, they concerned themselves largely with problems like the conservation of land and water resources and the development

3. Ref: N.R.P.B. 1943 Report. State Planning p.84 Status of State Planning Agencies.

4. Ref. N.R.P.B. State Planning, 1942.

of public works.

However, it was soon discovered that physical planning must operate in a matrix of social and economic factors, that physical plans must be based upon an understanding of the social and economic needs of the State.

Increased staff work as an arm of planning management for the Governor and in wartime planning has brought the State planning boards into a day by day contact with problems of our changing economic and social life such as unemployment and labor supply problems, location of war industries, migration of population, rehabilitation of depressed areas, and planning for overcrowded defense areas. Greater emphasis has also been given to service relationships to local governmental units in problems within the field of local planning and administration of local government.

Collaboration of the State planning boards with one another on interstate problems and with regional planning organizations has been intensified.

Many of the boards during the past war period devoted almost full time to war problems while others have limited their general activities to completion of reports. As in the past, these long-range studies have included the broad fields of land use, water resources, transportation, power, mineral resources, industrial development, economic and social trends, recreation, population, health and

welfare, housing finance, and administration. While most of these studies were started before the war and were developed in terms of objectives which have since been overshadowed by the more immediate and critical problem created by the war, their importance should not be minimized.

The planned development of our resources, both in war and peace, cannot and does not take place over night or in a few days. It must be based on steady progress over a period of months and years. Constant application of our collective experiences, and modifications of planning in terms of this experience are needed. Planning cannot function as a vital phase of the democratic process unless it is grounded in the needs and conditions of the various localities and States. The work of the State planning boards in analyzing these problems is a necessary one.

At the present time it would be difficult to foretell the exact nature of the problems of the operating State Planning Boards.

The following State Planning Boards with which the writer has had contacts are Massachusetts, New Hampshire, Vermont, New Jersey, Rhode Island, Kansas, and Missouri.

To get a comparison of the activities of some of these boards I offer the following taken from the NRPB Planning report of June 1942:

Massachusetts State Planning Board

GENERAL PLANNING PROGRAM

LAND.--The mapping of land cover, soil and other conditions in a series of five maps, with a brief analysis of conditions, has been completed for 339 towns in the Commonwealth. Preliminary work has been done on a State-wide land-use report including preparation of maps and bibliography of all known maps, statistics and reports dealing with the subject. The major objective of the report is to develop a workable land-use policy for the State, with consideration being given to areas best adapted for crop use, pasturage, and forestry as well as urban and suburban uses.

WATER.--Reports upon seven of the river basins throughout the State have already been published and distributed. The earlier field studies are being re-checked and two additional river basin studies are now complete in manuscript form, with work under way on the remainder. The information already assembled with regard to water resources will be checked and the work in connection with the various river basins carried through to completion. It is hoped that when the series of drainage basin studies is complete a comprehensive State policy for the control of water and its use may be developed.

The Chief Engineer of the Board has been designated by the Governor as a member of a committee for the classification of State waters on the basis of pollution. The classifications attempted by the committee include water approved for domestic use, for general recreation purposes, for fish life, as well as water not approved due to unsafe conditions. In addition to the work of the committee, conferences have been held with representatives of other States. Chapter 278, Acts of 1936, authorizes the Board to act jointly with commissions or individuals designated by the other New England States, the State of New York, and the Federal Government. Such joint action may be for the purpose of negotiating compacts regulating matters relating to the development and improvement of the natural waterways of the State, including the elimination of pollution and the carrying out of public work projects adjacent thereto.

INDUSTRY.--Two important pieces of work produced by the Board's division of business and economic surveys this year are: (1) Arrangement and publication of a 1,000-page directory of machine equipment in principal factories of Massachusetts, based upon a survey conducted by the Associated Industries of Massachusetts. (2) A study of the development of retail trade in Massachusetts

cities and towns, based upon the United States censuses of retail distribution in 1929 and 1939, giving particular attention to the dispersion of trade from the principal metropolitan centers of the State to their respective suburbs.

The division is also carrying forward its work of informing Massachusetts people regarding business and other resources of their State. The weekly release entitled "Do You Know Massachusetts?" is carried regularly by about fifty newspapers of the Commonwealth. The monthly index figures of Massachusetts industrial activity published are widely used and will be continued.

RECREATION.--The Board has continued to cooperate with the Massachusetts Development and Industrial Commission in the preparation of maps and data on recreational facilities to be used by the Commission in its publicity work. Of late this activity has been curtailed by the war. Much of the recreational information in the files of the Board is proving of value in defense studies being made by the Board and by the State Committee on Public Safety.

TRANSPORTATION.--A transportation survey of industrial workers has been under way for several months. In order to determine the riding habits of the workers, questionnaires have been circulated among 158,000 employees of 280 plants throughout the State. To date approximately 80,000 questionnaires have been returned and tabulated. The survey will show worker distribution by place of employment, place of residence, present means of transportation, tire condition, automobile capacity use, and future transportation facilities required when tire or gas shortages force private cars from the roads. Maps are being prepared showing every railroad, railway, and bus line in the State. On the same map will be shown the location of industrial plants, residential areas, and retail centers. Railroad stations are shown enclosed by circles of one-half mile radius to indicate their tributary areas. For the same purpose railway and bus lines are paralleled by one-half mile shaded bands on each side. The unshaded areas of the maps will indicate areas where no public transportation is provided at present. The data derived from the questionnaires together with the maps will provide basic information which will be made available to the Department of Public Utilities, the State Rationing Board, local transportation committees, and to transit companies in their consideration of transportation problems.

PUBLIC WORKS PROGRAMMING.--A Public Work Reserve Committee has been appointed by the Governor consisting

of the Chairman of the Commission on Administration and Finance, the Budget Commissioner, the Commissioner of Public Works, the Secretary of the Massachusetts Emergency Public Works Commission, and the Chairman of the State Planning Board. Meetings are being held weekly.

In addition, the Board has cooperated with representatives of the National Resources Planning Board in their work with local communities in connection with the setting-up of six-year programs and capital budgets.

COMMUNITY PLANNING.--There are 158 local planning boards, representing 90 percent of the population, in the State at the present time. Of this number 72 have accepted the provision of an enabling act adopted in 1936 giving them control over subdivision plans. The State Planning Board, when requested, acts in an advisory capacity to these local boards, furnishing data, information, and suggestions on a variety of local matters.

One hundred and eight of the communities throughout the State, representing nearly 80 percent of the population, have adopted zoning plans. In this connection, the Board is rendering constant service, either in the revision of existing ordinances and by-laws or in the review of proposed measures.

Perhaps the most significant contribution has been in connection with the rebuilding of the Ocean Bluff section of the Town of Marshfield, which section was entirely destroyed by fire on April 21, 1941. The Board has cooperated with the selectment and various rehabilitation committees in designing an entirely new street pattern, the revision of the town's partial zoning by-law, and the development of subdivision regulations. The entire program was predicated upon the exercise of the Excess Condemnation Act adopted in 1911. This has now been approved by the various agencies, the new street pattern, zoning, building, health, and subdivision regulations adopted, the area drained and graded, and lots limited to 5000 square feet minimum are being resold, with preference given to the original owners. The Board has released an illustrated technical report describing the project in detail entitled "Oceal Bluff--Report on Rehabilitation Plan."

The consolidation of the Division of Metropolitan Planning with the State Planning Board, which took place on September 1, 1941, makes it possible to increase activities in various directions.

REGIONAL PLANNING.--A comprehensive plan for twenty-three cities and towns has been initiated as a South Metropolitan Regional Study. It is the intention that all of the defense aspects of this study shall be permanently useful. Toward that end there

will be included, among other things, studies of transportation, recreation, utilities, business and industry, housing, zoning, taxation and finance, and defense aspects.

The Board has cooperated with the Massachusetts Federation of Planning Boards in a series of regional conferences throughout the State.

HOUSING.--The Chairman of the Board has been appointed by the legislature to act as a member of a special commission to make a study of legislation needed with regard to improving standards in tenement and other dwellings leased or rented for human habitation, and also relative to limited dividend corporations under the control of the State Board of Housing.

COOPERATION WITH OTHER AGENCIES.--The Chairman and the Commissioner of Education have been appointed to investigate and study problems connected with the stimulation of handicrafts throughout the Commonwealth.

The Board has cooperated with the Rural Policy committees established throughout the State and is represented not only on the executive committee but also on the various county and local committees.

The Chairman is a member of the Commission on Interstate Cooperation and, as such, function in connection with consideration of interstate matters.

WAR PLANNING PROGRAM

Various members of the staff are actively involved with one or more aspects of the defense situation. The Chairman is a member of the Planning Research section of the Committee on Public Safety. The Chief Engineer is a member of the Transportation and Evacuation Committees of the Committee on Public Safety.

Defense activities of an emergency nature will, of course, take precedence over other items in the program. It is intended that all of the activities shall be immediately useful, as well as permanently helpful. This means that cooperation will be continued along the lines already established.

TRANSPORTATION.--A study is being made of available highways for civilian traffic and possibly for evacuation purposes aside from strategic highways set apart for military use.

BASIC INFORMATION.--An exceedingly large amount of basic material is being sent from this office daily to the various military authorities and civilian defense agencies. This includes maps of land use, population, and river basin material, statistical analyses, etc.

POST-WAR PLANNING PROGRAM

COMMITTEE ON POST-WAR READJUSTMENT.--The Massachusetts

State Planning Board is represented by the Chairman on the Committee on Post-War Readjustment, which is developing a program in anticipation of the economic and social readjustments which must be made after the war. The Committee is composed of thirty-two men and women selected from workers, farmers, economists, and planning authorities.

The program will include the initial job of fact-finding in regard to changes in total employment in particular industries and in particular areas and in the distribution of labor and personnel among the various skills and occupations, changes in sources of funds, in character and type of industrial production, in wage structure, in prices, in the capacity and character of industrial plants, in industrial technology, in agriculture, in construction of public works, in private construction programs, in the housing situation, in the social security situation, in the various forms of savings, in sales of goods to consumers, in retail inventories, in defense contracts, and in the extent and incidence of taxation. This will be followed by an analysis of the probable sequence of events or problems which will confront the State after the war and the determination of a general plan of operation in the light of this probable sequence of events.

REGIONAL PLANNING.--The Board expects to prepare a regional plan for the North Metropolitan Area. It is hoped that eventually this plan will be combined with that for the South Metropolitan Area (which is now under way) and a future plan for the West Metropolitan Area, the three plans forming a complete plan for the entire Metropolitan Area.

NEW HAMPSHIRE STATE PLANNING AND DEVELOPMENT COMMISSION

GENERAL PLANNING PROGRAM

BASIC INFORMATION.--The Commission has the following general continuing duties: To assemble and have available for use by State, Federal, and local agencies and the general public, all existing, pertinent information on the State's resources and population. Most of such data have been brought together in the State Planning Commission's files and is widely used. Material includes all available base maps, aerial surveys, existing land-use maps and data; inventories of agricultural, water, mineral, recreational, and industrial resources; housing, population data, atlas of public lands, and similar information.

To determine fields where available information is incomplete or where data nonexistent, and see that the lack is overcome by getting other agencies to study, or by direct action. Such studies include forest, mineral, and recreational resources.

To make known availability and encourage public use of information on resources and population. This activity includes publication of bulletins, monographs, and reports; dissemination of news stories and information for magazine articles; talks by staff members before all kinds of organizations, radio programs, and the answering of specific inquiries.

To assist State and Federal agencies with information on State planning and development activities, with maps, charts, and with data for booklets on farming, recreational facilities, etc.

To collect information pertinent to State development. This involves constant review of published material and maintenance of contact with all agencies conducting field surveys and investigations.

RECORD AND ANALYSIS OF TRENDS.--Record information to show trends in development. Most of this work relates to industrial and recreational development; contact with agricultural agencies provides information of this character.

Analyze data to determine reasons for trends, insofar as possible, and to discover implications of the trends. Present activities include study of population trends, particularly migration, and recreational travel.

MINERAL RESOURCES.--A field survey of economic mineral resources has been undertaken with special technical staff and special legislative appropriation, there being no appropriate State agency at present to sponsor such work.

GEOLOGY.--A new popular geology booklet will shortly be published, covering quadrangles in the central part of the State.

LAND RESOURCES.--The Commission cooperates with the Extension Service of the University, the Department of Agriculture, and the State Forestry Department in the preparation of a State plan for the best use of the State's agricultural and forest resources. The executive director is a member of the State Land-Use Planning Committee and takes an active, cooperative part in this work, which is expected to furnish the basic information on the agricultural and forestry portions of the State Land-Use Plan.

Cooperation in the public land acquisition policy is given.

WATER RESOURCES.--The Commission is cooperating with the National Resources Planning Board and the State Water Resources Board in the preparation of a plan for the best development of the drainage basins of the State. This work to date includes participation in the studies of the New England Interstate Drainage Basin Committee (executive director a member), cooperation in a survey, nearly completed, of present water supplies and future needs and participation in classification of uses of streams and water bodies. The executive director is a member of the official Commission on Classification of Uses of Streams in New England Interstate Watersheds.

TRANSPORTATION.--Cooperation is given to the State Aeronautics Department, Highway Department, and Public Service Commission in preparation of a coordinated and efficient transportation development plan for the State. A comprehensive map of all existing transportation facilities, a State plan for development of airports and airways, and a study of public passenger carriers have been completed. These are being constantly reviewed and kept up to date.

RECREATION.--Cooperation with the State Forestry and Recreation Department, National Park Service, and United States Forest Service in preparation of a State recreational development plan has been carried on. The Commission has practically completed this plan in cooperation with the agencies concerned. More detailed plans have been completed for several important recreational projects (Rye Harbor on the seacoast, Weirs and Wolfeboro waterfronts on Lake Winnepesaukee), which are in process of construction by appropriate agencies. A tentative plan for the development and operation of Franconia Notch State Park has been completed upon direction of the Governor, and a report published. This involves coordination of activities of one Federal, three State, and four semi-public recreational agencies. A study of the question of a chain of youth hostels has been completed. At the request of the 1941 Legislature, an Advisory Committee was appointed to study ski traffic regulations and the uniform marking of ski trails.

The Development Division of the office is continuing to promote recreation by its advertising media.

INDUSTRY.--A State industrial development plan is being made in cooperation with the State Industrial Agent. An inventory of industrial resources, development, competitive position and future industrial prospects has been completed. An inventory and card index of available industrial plant facilities has been completed and has been intensively used, bringing vacant plants back into use. A card index of data on each industrial community has likewise been completed and is in constant use. A more detailed inventory of industrial resources and facilities of the State is expected in the future.

LOCAL AND REGIONAL PLANNING.--The Commission cooperates with towns, cities, and regions in planning for community and regional development. An intensive program is in process including:

Interest in local and regional planning and assistance in establishment of planning agencies are being stimulated.

Advisory planning assistance has been given to more than 25 percent of the towns and cities of the state to date.

The new village of Hill is substantially completed. The plans were prepared by the Commission. This village was forced to vacate its old site because of Federal purchase for flood control purposes.

Town mapping has been stimulated and technical advice is being rendered. Five towns and cities have been completed, four others scheduled.

Community development handbook "Your Home Town" has been prepared and widely used.

Consulting assistance is being furnished to towns in preparation and adoption of local zoning ordinances. Twice as many ordinances were adopted in 1941 as in any previous year since State Enabling Act adopted.

Municipal study of legislative authority for inter-municipal cooperation in mosquito control has been made.

Regional base maps for planning use have been completed for the entire State.

Regional plan for Seacoast Region (one of six regions of State) has been completed. Others are scheduled.

Plan for development of Great Bay region of New Hampshire is under preparation at direction of State Legislature.

Assistance to regional associations in preparation of regional development plans. This work is tied in closely with the preparation of the State development plan.

PROGRAMMING OF PUBLIC WORKS.--Procedure for capital budgeting has been established and preparation for the Governor of long-range program of needed State public works is under way. Used as basis for 1941-42 and 1942-43 capital budgets of State. Revision of capital budget for 1943-45 biennium now in process.

Assistance is being given in working out capital budgeting procedure adopted by Governor as part of the administration program with consulting assistance by NRPB.

Encouragement of adoption of public works programming and capital budgeting by local communities will be given. Four cities and one town have adopted or have under study a program of public works. Public works programming is being developed in cooperation with the Local Public Works Programming Office and National Resources Planning Board consulting service.

ASSISTANCE TO GOVERNOR, COUNCIL, AND LEGISLATURE.--

A number of special studies are from time to time requested by the Governor, Council, and Legislature.

Among these are:

Plan for control of water levels on recreational water bodies, prepared in cooperation with two public agencies and several public interests. (Requested by Governor, completed and enacted into law.)

Plan for future development of State Hospitals. (Requested by Legislature and used as a basis for legislation.)

PARTICIPATION.--The Commission participates in the activities of the New England Regional Planning Commission, New England and United States airport and airway planning, New England drainage basin studies, New England recreation planning, and the New England Council program.

WAR PLANNING PROGRAM

SURVEYS OF STRATEGIC MINERAL RESOURCES (MICA, BERYL, ETC.).--The survey of mineral resources is paying particular attention to strategic minerals which would be useful in war production.

PROTECTION OF WATER SUPPLIES.--Survey and mapping of all local public water supply sources, watersheds, and systems in the State are being conducted. Maps and data made available to State Board of Health and U. S. Public Health Service for use in protecting supplies.

DEFENSE HOUSING PROBLEMS.--Assistance is given to war-affected areas on housing problems.

Information is provided to the National Housing Agency on defense housing in relation to community development.

CRITICAL DEFENSE AREAS.--Surveys are made of critical defense regions and plans useful in securing expeditious defense activity in harmony with the local situation, and useful as a basis for post-war development are prepared.

ASSISTANCE TO STATE DEFENSE COUNCIL.--Membership is held on Planning, Welfare, Public Safety, Industrial, and Human Resources committees of State Defense Council.

Staff assistance has been given to Planning, Public Safety, Housing, and Transportation committees of the State Defense Council.

A formal staff relationship to the State Defense Council is expected to be established in place of the present informal staff assistance being rendered. This will permit more assistance to the Defense Council and better integration of defense activities with activities of regular program.

Under this arrangement the planning staff will become the technical staff of the State Defense Council's executive director, being handled through the planning director as assistant to the State Defense Council executive. Two types of assistance will be provided:

General research, statistical studies, surveys, planning, and mapmaking.

Special technical assistance on State and Community planning, plans for critical defense areas, housing, recreation, strategic resource studies, defense industrial production, and post-war planning.

Publicity is carried on for the State Defense Council, including editing of the Council's fortnightly bulletin.

DEFENSE INDUSTRY.--The Industrial Division is assisting manufacturers in the conversion to war products. Priority questions are being handled steadily, and assistance is being given to the Industrial Resources Committee of the State Defense Council. Special products have been developed, such as the Granite State Bomb-Pail, dim-out shades for street lights and wooden shopping baskets to supplement the paper bags in deliveries previously made by retail merchants. Wood utilization is being studied in the development of plastics. Industrial studies include agriculture, minerals, and recreation as well as the ordinary manufacturing field.

Assembling and coordinating of data from several Federal and State agencies relative to defense industry are carried on.

Assistance is given WPB in defense contract distribution.

WAR BOND CAMPAIGN.--Assistance has been given in securing data needed for defense savings bond campaign in New Hampshire.

POST-WAR PLANNING PROGRAM.

STATE DEFENSE COUNCIL.--The Commission participates in the work of the Planning Committee of the State Defense Council which is heading up and coordinating all post-war planning activities in the State. This committee is tied directly in with the State planning agency since a member of The New Hampshire State Planning and Development Commission is chairman, and the executive director is a member and secretary of the Committee.

PISCATAQUA REGIONAL DEFENSE AREA.--Special study is being given to the Piscataqua (Interstate) Regional

Defense Area around the Portsmouth, N. H., Navy Yard, a plan having been just completed for future development of the region which under present conditions will, in large part, be held in abeyance for the postwar period. Particular attention is being given to opportunities for private industrial development to absorb Portsmouth Navy Yard workers after the war.

PUBLIC WORKS.--Cooperation with the work of the Local Public Works Programming Office will be given.

STATE DEVELOPMENT PLAN.--Preparation of State development plan necessary as basis for postwar planning will be continued.

NEW JERSEY STATE PLANNING BOARD

GENERAL PLANNING PROGRAM

BASIC DATA COLLECTION.--A wide range of basic data essential to State planning and to planning determinations is being brought up to date, with extension of trends studied in appropriate instances. The comprehensive State development plan and recommendations are being advanced as rapidly as circumstances permit.

RESTDY OF TAX-DELINQUENT AND TAX-LIEN RURAL LANDS.--A check and extension of the 1936 study of Tax Delinquent Rural Lands is being carried on to determine trends and present taxation status of rural lands. This study will serve as a basis in formulating a State public-lands policy and acquisition program.

PLANNING ASSISTANCE.--General aids to local planning agencies include special services to the New Jersey Federation of Planning Boards; assistance in organizing local planning agencies and programs; advice, upon request, in the solution of local planning problems; and supplying of data pertinent to local planning determinations by published reports and other means.

SPONSORSHIP OF STATE-WIDE WPA PROJECTS.--The New Jersey State Planning Board is acting as sponsor of several large blanket projects directly administered by the State Work Projects Administration.

COOPERATION WITH REGIONAL AND FEDERAL AGENCIES.--The Board's activities in connection with regional and Federal agencies include the supplying of data upon request and participating in joint activities upon occasion.

EDUCATION AND INFORMATION.--The New Jersey Board maintains an information service for the Governor and Legislature, for State departments and for other public and private agencies. Through publication of annual and special reports, periodic news releases, and public talks by members of this staff, the Board is active in planning and education.

WATER POLLUTION.--In conjunction with the State Health Department, the Planning Board is tabulating and mapping potential sources of industrial pollution and existing municipal sewerage facilities in the State of New Jersey. This work is being carried on at the instigation and with the consultation of the NRPB Sanitation Sub-Committee on the New York-New Jersey Coastal and Lower Hudson Drainage Basins.

WAR PLANNING BOARD

While the Board is engaged in several specific "war" activities it is felt that its comprehensive planning program is of real "war" significance with actual and potentially great contributions to civilian participation in the war effort and civilian defense.

COOPERATION FOR WAR PRODUCTION PUBLIC IMPROVEMENTS.--The New Jersey State Planning Board is giving planning assistance to defense problem areas, and is aiding in the determination of emergency public improvement needs such as highways, schools, recreational facilities, and housing.

WORKER TRANSPORTATION STUDY.--At the request of the War Transportation Committee recently appointed by the Governor, the State Planning Board is conducting studies to determine as quickly as possible the steps that must be taken to meet the transportation problems that will arise when the tires now on private automobiles wear out. With the assistance of the transportation companies, the mapping of all transportation lines on large scale maps is well under way; an origin and destination survey involving 1,200,000 workers in companies (industrial and business concerns) employing over 100 persons throughout the State is in the preliminary stages; and a spot check on existing conditions as a basis for emergency action by the War Transportation Committee is nearly completed.

STUDY OF NORTH JERSEY AND PHILADELPHIA.--CAMDEN METROPOLITAN REGIONS.--In cooperation with the National Resources Planning Board and the Office of Defense Health and Welfare Services, the State Planning Board has completed studies of war and probable postwar problems in North Jersey and the Philadelphia-Camden Region.

POSTWAR PLANNING PROGRAM

All of the New Jersey State Planning Board's current planning program is "Planning for the postwar period" in the sense that conclusions reached and plans produced should be as applicable under the expected emergency conditions as during more normal periods--the difference being not so much one of kind and content as of tempo of plan making and of plan execution. This applies particularly to plans having to do with the use and

development of physical resources and services. As aids to the quick determination of policies and procedures, the nature of which is not now foreseeable, under emergency conditions the Planning Board is now engaged in compiling, and proposes to maintain in usable form all available essential data.

PARTICIPATION IN PUBLIC WORKS PROGRAMMING.--By direction of the Governor, the State Planning Board has been designated as the coordinating agency for the State departments in preparing the New Jersey State shelf of public works in cooperation with the Local Public Works Programming Office. All projects submitted by the several State departments are being collated by the State Planning Board and given preliminary review, and will be forwarded to the LPWPO officials as the initial program or inventory for this State. Subsequently also by direction of the Governor, the Planning Board will proceed with further development of the State Plan and Program with a view to later revision and betterment of this first hurriedly prepared project list.

KANSAS STATE PLANNING BOARD

GENERAL PLANNING PROGRAM

PUBLICLY OWNED LAND INVENTORY.--The Inventory of Publicly Owned Land, being carried on by the State Planning Board under a WPA project, is nearing completion.

INDUSTRIAL SURVEY.--The Industrial Survey being made with WPA assistance is continuing.

TRUCK AND BUS INVENTORY.--The Truck and Bus Inventory, a WPA project sponsored by the State Planning Board, is now under way.

AIR MARKING PROGRAM.--An air marking program with WPA assistance is in operation.

WAR PLANNING PROGRAM

All of the above projects are useful in implementing the war effort.

MISSOURI STATE PLANNING BOARD

GENERAL PLANNING PROGRAM

LAND INVENTORY PROJECT.--A WPA project to obtain information on the use of land and the status of tax delinquency has been discontinued. All of the field work has been completed. Tabulation of the information was in progress at the time of the closing of the project and preliminary mapping of the data was largely completed.

The information in its present form will be of considerable value and every effort will be made to complete the project at a later date.

MERAMEC WATERSHED STUDY.--The WPA project for the study of the Meramec Watershed has been discontinued. Field work and most of the preliminary tabulations have been completed. Further analysis is continuing on the pollution survey by technicians in the State Board of Health. Additional reports are in the course of preparation on the various phases of the study.

ARKANSAS VALLEY REGIONAL PLAN.--The Board and its staff are cooperating in preparing material for the Preliminary Arkansas Valley Regional Plan.

FUTURE PROGRAM.--Most of the non-war activities of the Board will be discontinued for the duration of the war and special emphasis put on activities contributing to the war effort and other matters pertaining to post-war activities.

WAR PLANNING PROGRAM

DEFENSE COUNCIL.--The Director of the Board is serving as Executive Secretary of the State Council of Defense.

INTER-DEPARTMENTAL COMMITTEE.--The Director is serving as Chairman of an interdepartmental committee of State department heads for the purpose of preparing joint studies of civilian problems in defense areas and for the purpose of preparing special studies of the location of defense industries.

SPECIAL REPORTS.--The staff has undertaken to prepare special reports on airports for the Army and special reports on the location of enemy aliens.

POSTWAR PLANNING PROGRAM

PUBLIC WORKS.--The staff is cooperating with the Local Public Works Programming Office in the preparation of a 6-year budget of capital improvements for State departments. The attempt will be made to have this report in shape to present to the Legislature in 1943.

A comparison between the planning activities of the majority of the eastern states with those of Kansas and Missouri shows the lack of planning activities of the latter named states. This is in direct relation to the State planning board appropriations.⁵

5. Ref: Schedule A

C. Missouri History of State Planning.⁶

HISTORICAL

State planning in Missouri was the result of a meeting of a group of citizens at Washington University in 1930. At that meeting the Missouri State Planning Association was formed with Judge Harry S. Truman, now United States Senator, as chairman, and Martin A. Lewis, Jr., as secretary. During the latter part of 1933 this Association requested Governor Park to appoint a State Planning Board by executive order to cooperate with the newly created national planning program. This was done on December 29, 1933. The Board consisted of the following members:

Guy B. Park, Governor
 R. W. Selvidge, University of Missouri, Columbia,
 Chairman
 E. J. Russell, St. Louis, Vice-Chairman
 Gen. E. M. Stayton, Kansas City, Vice-Chairman
 T. A. Wilson, Highway Department, Jefferson City,
 Secretary
 Herbert Bosch, State Board of Health, Jefferson City
 Dr. H. A. Buehler, State Geologist, Rolla
 Wilbur C. Buford, Game & Fish Commissioner, Jefferson City
 T. H. Cutler, State Highway Engineer, Jefferson City
 A. P. Greensfelder, University City
 Dean A. S. Langsdorf, Washington University, St. Louis
 Dean F. B. Mumford, University of Missouri, Columbia
 Maj. Lloyd C. Stark, Louisiana
 Hugh Stephens, Jefferson City
 Judge Harry S. Truman, Independence
 J. C. Nichols, Kansas City.

At the 58th General Assembly in 1935, a bill was passed creating an official State Planning Board. In accordance with this law an official board, consisting of members of the Board of Permanent Seat of Government, State Superintendent of Schools, Fish and Game Commissioner, and four citizen members, was appointed and met for the first time on December 2, 1935. It was composed of the following members:

Guy B. Park, Governor, Chairman
 Richard R. Nacy, State Treasurer, Secretary
 Dwight H. Brown, Secretary of State, Vice-Chairman
 Forrest Smith, State Auditor
 Roy McKittrick, Attorney-General
 Lloyd W. King, Superintendent of Schools
 Wilbur C. Buford, Game & Fish Commissioner
 Mrs. DeWitt C. Chastain, Butler

6. Ref: A State Plan for Missouri Final Report, 1943,
 Pages 5 & 6.

Dr. F. A. Middlebush, University of Missouri,
Columbia
A. P. Greensfelder, University City
Max T. Stone, Kansas City

In 1937 three changes were made in the Board. Governor Lloyd C. Stark replaced Governor Guy B. Park, and R. W. Winn replaced Richard R. Nacy, both as a result of the change in administration. The Game & Fish Commission was absorbed by the newly created Conservation Commission, thus Wilbur C. Buford was no longer a member.

At the meeting of the Board in February, 1938, two new members, Thos. N. Dysart of St. Louis and George W. Catts of Kansas City, were appointed to fill vacancies caused by the deaths of Mrs. DeWitt Chastain and Max. T. Stone.

Early in 1941 Governor Forrest C. Donnell replaced Governor Lloyd C. Stark as chairman and Wilson Bell replaced R. W. Winn as secretary. With the change in administration, the following four citizens members were appointed on November 5, 1941: Harland Bartholomew, St. Louis; H. L. Traber, Kansas City; Sen. W. E. Freeland, Forsyth; and Carl Bolte, Slater. Roy Scantlin replaced Lloyd W. King in January, 1942, and Carl Bolte resigned in September, 1942, when he accepted a position in Washington, D. C.

The present board, therefore, consists of the following:

Forrest C. Donnell, Governor, Chairman
Wilson Bell, State Treasurer, Secretary
Dwight H. Brown, Secretary of State, Vice-Chairman
Forrest Smith, State Auditor
Roy McKittrick, Attorney-General
Roy Scantlin, Superintendent of Schools
Harland Bartholomew, St. Louis
H. L. Traber, Kansas City
Sen. W. E. Freeland, Forsyth

The present director, William W. Anderson, has served in that capacity since the organization of the staff in January, 1934.

The 62nd General Assembly passed a bill creating a Resources and Development Commission. This law repeals the State Planning Board law and provides that all powers and duties vested in and exercised by the State Planning Board are to be vested in and exercised by the Resources and Development Commission. The effective date of this law is November 22, 1943.

ACCOMPLISHMENTS

PROGRESS REPORT

The first assignment given to the staff by the State Planning Board in 1934 was to make a study of the State giving the status, conditions, and trends concerning the following subjects: physical characteristics, population, land use, mineral resources, water resources, industry and trade, transportation, government, social problems, parks and recreation, wildlife, planning agencies, and public works. This effort resulted in a Preliminary Report which was issued in 1934. A more complete and comprehensive Progress Report was issued in April, 1935. This latter report indicated certain fields in which state planning might and should be undertaken.

Studies and reports were made on Water Plan, Flood Control, Airport Plan, Airport Site Survey, Greenville Town Plan, Miscellaneous Reports and Studies such as studies of Missouri Springs, Estates, Historic Buildings, Land Use Problems and Policy, Local Road Administration, Local Rural Government, Parkway, Study of Office Space Requirements at the Permanent Seat of Government, and an Inventory of Research and Statistical Surveys having bearing on state planning, surveys of manufacturing, Defense Area Studies, etc.

II. Federal and State Relations.

The planning movement and organizations in America have as heavy a responsibility to prepare plans for the post-war period as they have had for wartime planning. It is therefore appropriate at this time to examine one of the major elements in the planning movement, State planning, to measure its progress and take stock of its programs to meet increasing obligations.

The National Resources Planning Board and its pre-

decessors have always urged decentralization of planning-- leaving to the people back home the major responsibility for the preparation and sponsorship of plans for the best use of the resources of the local area in its future development. In 1933 the NRPB suggested to the Governors of the several States the desirability of following the example of New York, Wisconsin, and a few other States, in the establishment of State planning agencies. This suggestion was received with much greater enthusiasm than had been expected.

The development of State planning boards is a striking evidence of the trend throughout the country toward an overall view of our national resources and the potential improvement of our economy and standard of living. For many years an increasing number of State agencies have been concerned with mineral resources, land use, water, forestry, agriculture, industrial development, the protection of workers, the organization of public welfare services, education, and many other subjects related to economic and social well-being. The conservation movement and the public welfare movements are illustrations of State activity directed toward better utilization of human and natural resources. Creation of State planning boards are an inevitable outcome of the need, on the one hand, for bringing together more closely in the State government

the planning activities scattered among these agencies, and on the other of linking together effectively State planning with regional and national planning.

A decade of State planning has proved the utility of State planning boards as arms of planning management for State functions in our Federal system. At first they were supported to a large extent by staff assistance from Federal emergency funds. However, State appropriations and allotments rapidly increased to the point where the boards were self-sustaining, receiving assistance from the National Resources Planning Board, Work Projects Administration, and other Federal and State agencies only on special projects. The State planning boards weathered the economy wave of 1938-39 with some reductions in appropriations, occasional consolidations of functions, but few eliminations. They were, therefore, in a good position to make a substantial contribution as staff agencies to the national war effort. They can also make a substantial contribution to the post-war effort. Through this participation their appropriations have been increased, additional funds have been available from "Governors' funds" or defense monies, and their position in State government is more firmly established.

The following reports relating to relationship of the State planning boards with the Federal planning agencies are proof of the necessity of understanding of Federal and

State problems.

In 1944 and 1945 the meetings of the Governors Conference unanimously endorsed the development and operation of cooperative government services. They urged the continuance with respect to public projects and public services in the post-war period.⁷

Problems of Federal-State relations troubled the members of the Missouri Constitution Convention of 1875, and it requires no gift of prophecy to imagine the noncessation of questions that stem from our Federal system in Missouri Constitution Conventions of 1943, 1963, or 1983. Every state constitution contains a list of limitations imposed upon the state's legislature. It would be mere tautology for a state constitution to contain a provision that the state legislature was prohibited from enacting statutes upon a matter within the field of Congressional legislative authority.⁸

III. REGIONAL PLANNING

The following report was made under the heading, "Interstate Activities:"⁹

The State Planning Board, through its Water Resources Committee, has been represented on the Drainage Basin Committees of the National Resources Planning Board. Missouri contains portions of four of the major drainage basins: (1) Lower Missouri, which includes the Missouri River, Grand, Chariton, Osage, Blackwater, Lamine, Moreaux, and the Gasconade; (2) and Southwest Basin, which includes the Upper White, Black, and St. Francis watersheds; (3) Lower Mississippi, which includes largely the Southeast Lowlands or bootheel portion of the State; (4) and Upper Mississippi, which includes the Fox, Wyaconda, Fabius, Salt, Cuivre, Meramec, and St. Louis area. Represented on the Drainage Basin Committees are the various federal agencies interested in water resources, including the War Department, U. S. Department of Agriculture--Soil Conservation Service and Forest Service, Federal Power Commission, U. S.

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7. Ref: State Government, July 1946, "The States Meet the Challenge of Reconversion.
 8. Ref. Manuals for Missouri Constitution Convention, 1943, by J. G. Heimberg, Professor of Political Science, University of Missouri.
 9. Ref: A State Plan for Missouri, Final Report, 1943, Pages 10 to 12 inclusive.

Geological Survey, U. S. Public Health Service, and others. The purpose of the Drainage Basin Committees is to discuss and formulate plans for the best use of the water resources of the entire watershed. Many conflicting points of view have been considered by these committees and solutions have been forthcoming. It is in these committees that the state authorities learn of plans for federal activity affecting the State.

In June, 1941, the Missouri Valley Regional Planning Commission was created on which were represented all of the federal agencies having operating plans in the Missouri Valley. The Director of the Planning Board was appointed by Governor Donnell to serve as the state representative for Missouri.

On November 16, 1942 Governor Donnell appointed Mr. Lachlan Macleay of St. Louis, President of the Mississippi Valley Association, and Mr. William Anderson, Director of the State Planning Board, as the Missouri members of the Missouri River States Committee. This Committee is composed of representatives from each of the eight states along the Missouri River and is for the purpose of examining, from the state viewpoint, plans for development of the river and to encourage the most equitable overall plan. The organizational meeting was held in Omaha, Nebraska, on May 21, 1943. Under sponsorship of the Committee, meetings were held in each of the eight states in July and August for the purpose of discussing and securing public reaction on the development of the Missouri Valley, and to have the Army Engineers, the Reclamation Bureau, and other agencies explain the plans that are being formulated or have been completed.

The 61st General Assembly created a Committee on Interstate Cooperation on which the chief of staff of the State Planning Board is an ex-officio member.

ASSISTANCE TO THE STATE PLANNING BOARD

Technical assistance was made available to the State Planning Board from several state and federal agencies. To encourage a high quality of work, the National Resources Planning Board provided the services of outstanding consultants. Consultants assigned to the Missouri State Planning Board were: Harland Bartholomew, city planner, St. Louis; S. Herbert Hare, city planner, Kansas City; W. W. Horner, hydraulic

engineer, St. Louis; Prof. Harry Ruby, civil engineer, Columbia; Glen T. Barton, land use specialist, Columbia; Dr. Conrad Hammar, rural economist, Columbia; Dr. Harold Howe, rural economist, Manhattan, Kansas; John Noyes, landscape architect, St. Louis; and Charles B. Bennett, city planner, Milwaukee, Wisconsin. The National Park Service of the Department of Interior provided the services of George Olcott, Walter Skoglund, and George Ingalls for work on the State Park Plan and other park studies.

State departments also provided assistance to the Board. The State Highway Department provided the services of technicians on several studies, including the Water Plan, Local Government studies, and the Airport Plan. The State Park Board collaborated on the State Park Plan. Dr. Wm. L. Bradshaw of the University of Missouri acted as adviser on a number of studies involving local government.

The Board had excellent support from the federal emergency work relief agencies--first the Civil Works Administration, then the Federal Emergency Relief Administration, and later the Works Progress Administration. The latter agency provided the bulk of staff assistance. While the rules and regulations of these agencies did not permit the most efficient use of the money expended, the officials were exceptionally sympathetic with the Planning Board program and assigned the most capable persons available, bringing many of them to Jefferson City from elsewhere in the State. Indeed, the work of the Board would have been much more handicapped had not this assistance been available.

In 1937 the State Legislature made the first appropriation available to the Board. Due to a limitation in the law, a maximum of only \$10,000.00 per biennium could be granted. This amount was granted from 1937 to the 22nd of November, 1943. Had the State Legislature seen fit to appropriate a more reasonable budget to the State Planning Board, the funds and assistance made available from other sources could have been used more effectively.

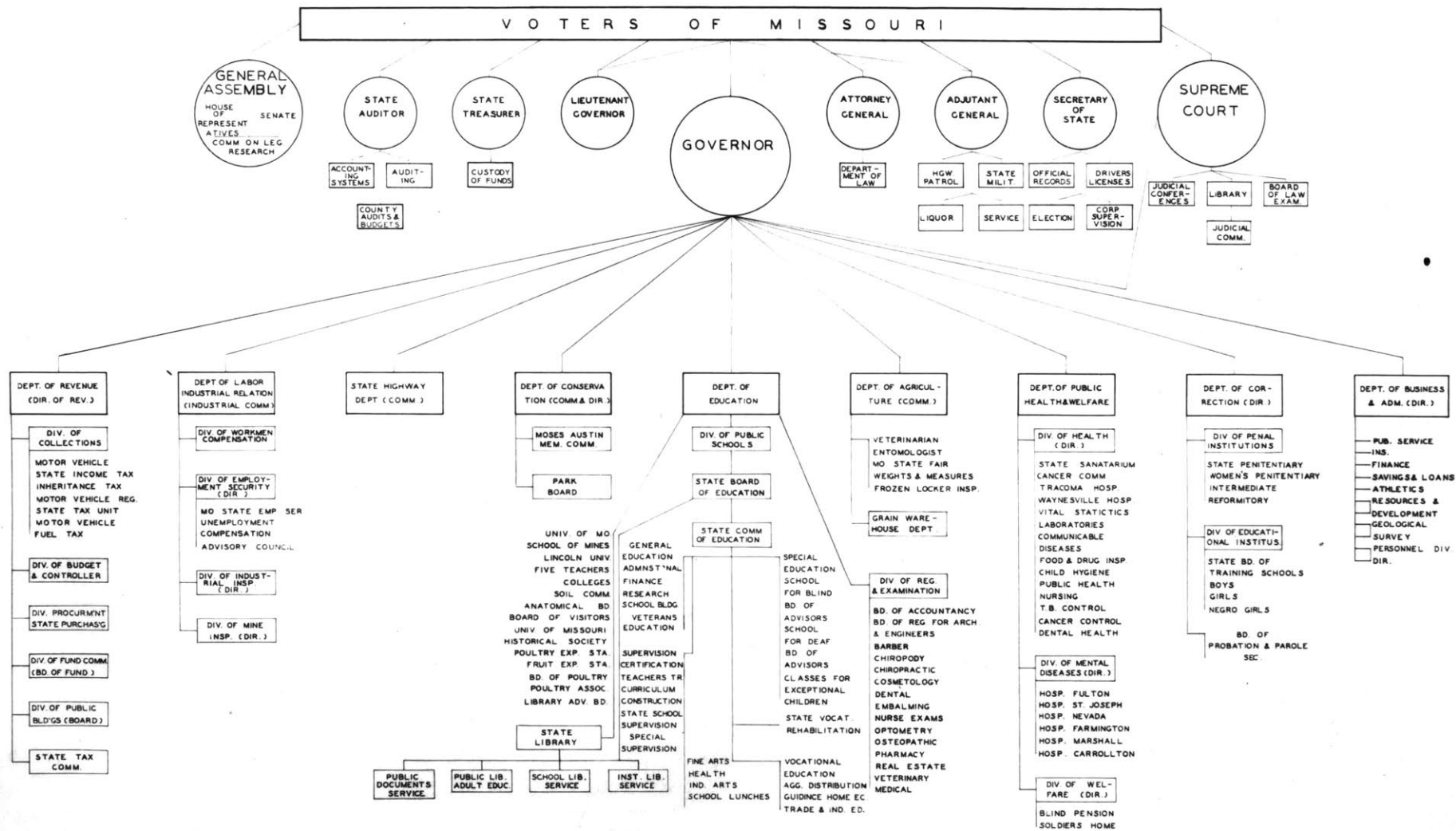
IV. State Government of Missouri

History: The Story of Our State¹⁰

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10. Ref: Missouri, "The State and Its Government," by Samuel A. Johnson, Ph.D., Published by Oxford Book Company, New York, pages 9 to 11.

STATE GOVERNMENT OF MISSOURI

WITH SPECIAL EMPHASIS ON THE ADMINISTRATIVE STRUCTURE



Territorial Period. The settlements in what is now Missouri were governed from the Territory of Indiana. In 1805, however, all of the Purchase north of the state of Louisiana was made into the Territory of Louisiana and given a separate government. In 1821, Missouri entered the Union as a slave-holding state under the famous Missouri Compromise. The first constitution, drawn up in 1830, was not very democratic. This constitution remained in force until the Civil war of 1861 to 1865. For two years during the Civil War Missouri was ruled by a provisional government. In 1868 the Unionists secured the adoption of a new constitution. Since 1875, the story of Missouri is a tale of growth in population, wealth, and of development toward ever more complete democracy.

Missouri lies at almost the exact geographic center of the United States, at the meeting point of East and West and North and South. Therefore, it represents a blending of the characteristics of all the great sections of our country. It touches eight neighboring states--more than any other state in the Union. It lies at the junction of the two greatest rivers of the country: the Missouri, which forms the northern third of the western boundary; and the Mississippi, which forms the entire eastern boundary.

Missouri, with an area of 69,674 square miles, is the eighteenth largest state in the Union. Ninety-six per cent of our 3,784,664 people (1940 U.S. Census) are native-born Americans.

The average density of population in Missouri is 54.6 persons to the square mile.

The Regions originated from the successive waves of immigration distributing themselves as determined by

geographic, economic, and social factors. As a result of these varying conditions distinctive characteristics appeared in different sections. (See Regional Map)

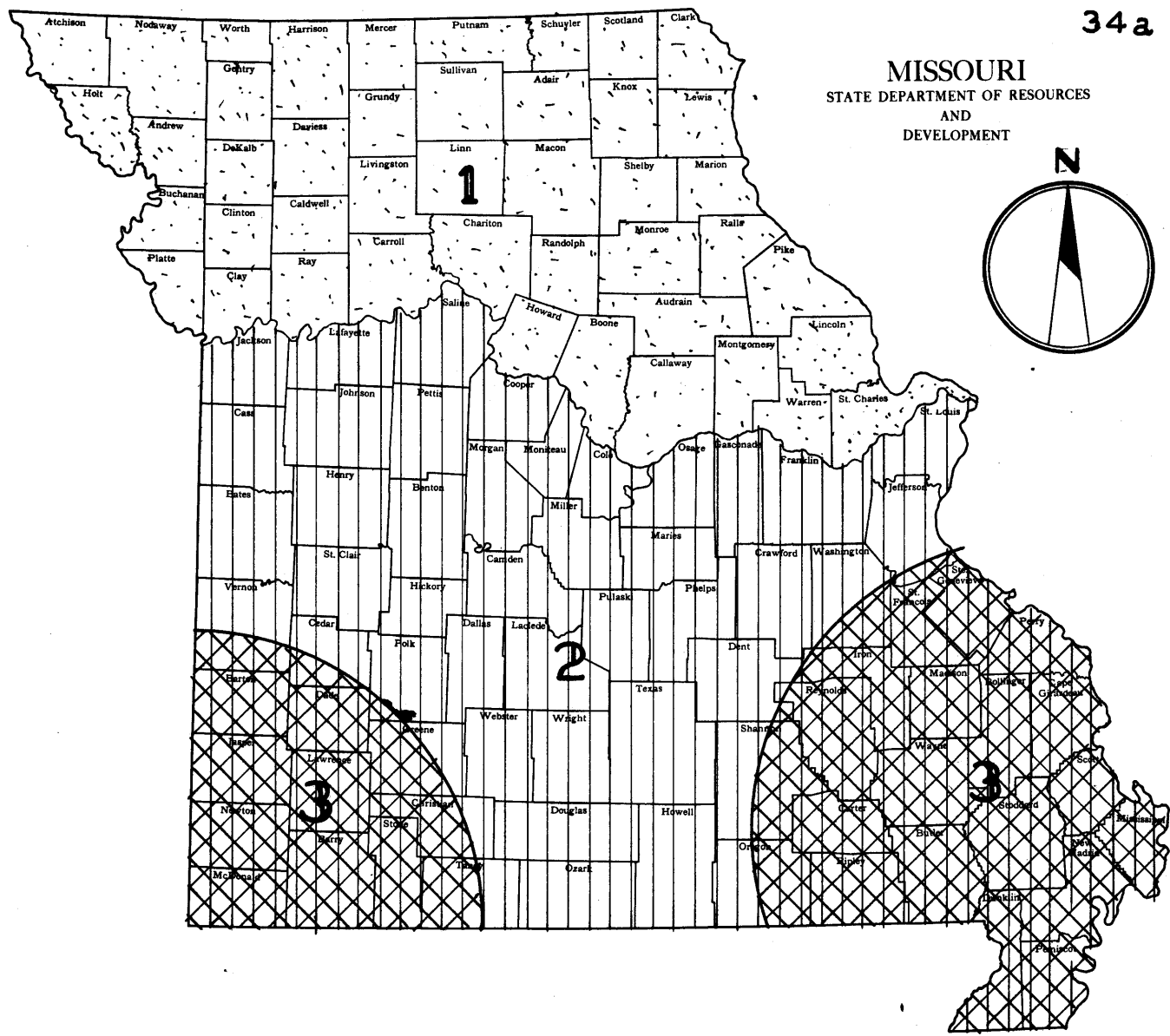
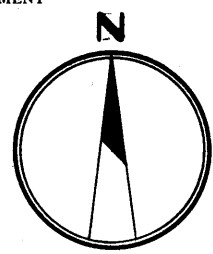
1. Farming region (north of Missouri River) rich soil, prosperous farm population, medium size towns, favorable climate and good transportation.
2. Ozark Region (south of Missouri River) less productive soil, population sparse, more or less dependent inhabitants.
3. Mining Regions - Differing essentially from both the previous regions. (Southeast and Southwest corner of the State.)
4. Urban Areas. 1940 census indicates more than half of the population are classed as urban (towns of 2,500 or more population) one-fifth to one-sixth rural population.

Importance of Regions in Government:

Each region must have a proportionate voice in deciding matters of State policy, and yet each must be willing to sacrifice something for the common good of all. Local government has to be adapted to local needs.

As we study the government and problems of our State and its communities, it is well to keep in mind that Missourians are not only a people of diverse origins but that they live under diverse conditions. We know our own region, of course, but if we would be well-rounded citizens of our State we must know something about the people of other regions and have a sympathetic understanding of their

MISSOURI
STATE DEPARTMENT OF RESOURCES
AND
DEVELOPMENT

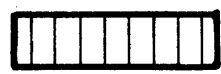


STATE REGIONS

1 FARMING



2 OZARK



3 MINING



need and their problems.

By our understanding of regional problems we can expect citizens from our neighboring states to have a better understanding of our State.

B. New Constitution - 1945

At the general election in 1942 the people of Missouri authorized the calling of a Constitutional Convention. Later eighty-three delegates were chosen to prepare a revision of the Constitution and submit it to the people of Missouri for their approval.

The Convention met September 21, 1943. Three hundred seventy-seven proposals were introduced, considered, and public hearings held. Three months were spent in examining the proposals in detail and in comparing them with the 1875 Constitution and with other constitutions. The new streamlined document contains 11,000 fewer words than the old Constitution. The Constitution was adopted by a vote of the people of Missouri February 27, 1945.

The Preamble from the 1875 Constitution was used for the new Constitution with minor changes in form only.

Quote: "We, the people of Missouri, with profound reverence for the Supreme Ruler of the Universe, and grateful for His goodness, do establish this Constitution for the better government of the State."

I. Bill of Rights.

1. Source of Political Power--Origin, Basis and Aim of Government.

2. Promotion of General Welfare--Natural Rights of Persons--Equality Under the Law--Purpose of Government.
3. Powers of the People over Internal Affairs, Constitution and Form of Government.
4. Independence of Missouri--Submission of Certain Amendments to Constitution of the United States.
5. Religious Freedom--Liberty of Conscience and Belief--Limitations.
6. Practice and Support of Religion not Compulsory--Contracts Therefor Enforcible.
7. Public Aid for Religious Purposes--Preferences and Discriminations on Religious Grounds.
8. Freedom of Speech--Evidence of Truth in Defamation Actions--Province of Jury.
9. Rights of Peaceable Assembly and Petition.
10. Due Process of Law.
11. Imprisonment for Debt.
12. Habeas Corpus.
13. Ex Post Facto Laws--Impairment of Contracts--Irrevocable Privileges.
14. Open Courts--Certain Remedies--Justice Without Sale, Denial or Delay.
15. Unreasonable Search and Seizure Prohibited--Contents and Basis of Warrants.
16. Grand Juries--Composition--Jurisdiction to Convene--Powers.
17. Indictments and Informations in Criminal Cases--Exceptions.
- 18a. Rights of Accused in Criminal Prosecutions.
- 18b. Depositions in Felony Cases.
19. Self Incrimination and Double Jeopardy.

20. Bail Guaranteed--Exceptions.
21. Excessive Bail and Fines--Cruel and Unusual Punishment.
- 22a. Right of Trial by Jury--Qualifications of Jurors--Two-Thirds Verdicts.
- 22b. Female Jurors--Optional Exemption.
23. Right to Keep and Bear Arms--Exception.
24. Subordination of Military to Civil Power--Quartering Soldiers.
25. Elections and Right of Suffrage.
26. Compensation for Property Taken by Eminent Domain--Condemnation Juries--Payment--Railroad Property.
27. Acquisition of Excess Property by Eminent Domain--Disposition under Restrictions.
28. Limitation on Taking of Private Property for Private Use--Exceptions--Public Use A Judicial Question.
29. Organized Labor and Collective Bargaining.
30. Treason--Attainder--Corruption of Blood and Forfeitures--Estates of Suicides--Death by Casualty.
31. Fines or Imprisonments Fixed by Administrative Agencies.

II. State Government Departments

Article II

1. Three Departments of Government--Separation of Powers. The powers of government shall be divided into three distinct departments--the legislative, executive, and judicial--each of which shall be confided to a separate magistracy, and no person, or collection of persons, charged with the exercise of powers properly belonging to one of these departments, shall exercise any power properly belonging to either of the others, except in the instances in this Constitution expressly directed or permitted.

Organization of the State Government under the 1945 Constitution.

The chart "A" 1 and 2 graphically pictures all departments, boards, and commissions as to their status and relationship in

in the State Government.

From 1933 to 1943 the State Planning Board was an Ex Officio Board. The Resources and Development Commission under the New Constitution are under direction of a new Department of Business and Administration.

C. Abolishment of the State Planning Board.

The ten year period, 1933 to 1943, was the short life of the Missouri State Planning Board. It was felt by many that this Board had accomplished much in the field of investigation, assembling facts, analyzing, and reporting the results of these studies to the interested parties.

There is no doubt that the Board, its director, Mr. William W. Anderson, the small efficient staff and its consultants did a creditable job during the ten (10) year period of its existence.

The Planning Board was also charged with a great amount of additional work, such as the coordinating State agency for the Post-War Planning Program. This also entailed a tremendous amount of time in fact finding, analyzing, and recommending to the many agencies the pertinent information for Post-War work.¹¹

The annual budget allotted by the State Legislature was \$5,000 per year. This appropriation was next to the smallest of any of the eleven (11) States selected for comparison

11. Ref: A State Plan for Missouri, Final Report, 1943, Pages 21-22.

(see page 7), Kansas having the lowest State Appropriation of \$2,750 for years 1941 and 1942. The Missouri Planning Appropriation was augmented with private and Federal funds as well as technical and consultant assistance.¹²

The writer has made numerous inquiries to State legislators, planning board and staff members and to citizens of the State for valid reasons for the abolishment of the State Planning Board. From all the information that the writer has been able to gather, the change was timely as the trend of the other States of the Union was in the direction of the abolishment of Planning Boards and the establishment of Resources and Development Commissions.

As a result of the above mentioned conditions the 62nd General Assembly passed a bill creating a Resources and Development Commission. The law repeals the State Planning Board Law and provides that all powers and duties vested in and exercised by the State Planning Board are to be vested in and exercised by the Resources and Development Commission. The effective date of this law was November 22, 1943.

This new act, known as "House Bill No. 502" underwent numerous changes, additions and alterations during its sojourn in the State Legislature.

12. Ref: Page 27 of Thesis

D. New Commission of Resources and Development.

The purpose of the Act is to create a Department of Resources and Development, providing for the appointment of a Commission of Resources and Development, for the members, their qualifications, term, oath, and duties; authorizing the appointment of a director and providing for his qualifications, term, compensation, oath, and duties; designating the headquarters of the commission; providing for meetings, quorum and the adoption of rules and regulations of the commission; defining the scope of activities of the commission; empowering the commission to enter into certain contracts and agreements with other state agencies, and to enlist the cooperation of groups of interested citizens; providing for payments of obligations, and for reports of the commission; and repealing Sections of State Planning Board.

HOUSE BILL NO. 502

62ND GENERAL ASSEMBLY

Section 1. There is hereby created a department of the State of Missouri to be known as the State Department of Resources and Development, which may hereafter be referred to as the department, and which shall be created for the general purpose of advancing the economic welfare of the people through programs and activities to develop in a proper manner the state's natural resources and industrial opportunities pertaining to commerce, agriculture, mining, forestry, transportation, recreation, aviation and other matters intended to foster and develop gainful employment and the pursuit of happiness of all who now are or who may hereafter be residents of this state.

Section 2. To carry out fully and effectively all

the provisions of this act, the powers and duties of the Department of Resources shall vest in and be exercised by a State Commission of Resources and Development, to consist of ten members who shall be appointed by the Governor, by and with the advice and consent of the Senate. One-half members appointed by the Governor be members of and affiliated with party casting the highest number of votes for Governor of last State Election. The members, who may hereafter be referred to as the commission or the commissioners, shall represent a cross-section of the economic and geographic composition of the state, and shall be selected because of their known experience and interest in the development of natural resources and industrial opportunities. Before entering upon their official duties, commissioners shall subscribe to an oath or affirmation to support the Constitution of the United States and the Constitution of Missouri and to faithfully demean themselves in office. Commissioners of Resources and Development shall serve without compensation for their duties, but shall be reimbursed for necessary travel and other expenses incurred in performance of their duties. On or before thirty (30) days after the effective date of this act the first members of the commission shall be appointed for terms as follows: Four for a term of two years, three for a term of four years, and three for a term of six years, or until their successors are appointed and qualified. Commissioners shall be eligible for reappointment. Upon the death, disability, resignation or removal of any commissioner, the Governor shall appoint a person to serve for the unexpired term. The Governor shall designate one of the members of the commission as chairman, and another of the members as vice-chairman.

Section 3. The Commission of Resources and Development shall appoint a director who shall not be a member of the commission for a term of four years, who shall be eligible for reappointment. The Director of Resources and Development shall be selected because of his known experience and interest in the development of natural resources and industrial opportunities. The commission shall fix the compensation of such director at an amount not to exceed the sum of six thousand dollars (\$6,000.00) annually, payable out of funds which may be appropriated for the use of the department. Before entering upon his official duties, the director shall subscribe to an oath or affirmation to support

the Constitution of the United States and the Constitution of Missouri, and to faithfully demean himself in office. The director shall serve as secretary of the commission, shall attend the meetings of the commission, shall be chief administrative officer of the department and shall have general charge of the work of the commission, subject to its orders and directions.

Section 4. The commission shall be empowered to employ such assistants, clerks, and other employees as its business may require within limits of its appropriation, and to fix their compensation and duties.

Section 5. The Permanent Seat of Government shall furnish space for the Department of Resources and Development in Jefferson City, in such public building or buildings as the Commission finds suitable.

Section 6. The commission shall meet regularly once each month and shall hold special meetings at the call of the Governor or the chairman. Five members shall constitute a quorum. The commission shall adopt such rules and regulations as it may deem necessary to govern its procedure and business.

Section 7. It shall be the duty of the commission to:

(a) Investigate, assemble, develop and study, or cause to have investigated, assembled, developed and studied, all pertinent information available regarding the economic resources and the industrial opportunities and possibilities of the state of Missouri, and the particular sections thereof, including raw materials, and products that may be produced therefrom; power and water resources; transportation facilities; the available markets, and the marketing limitations of the state; the availability of labor; the banking and financing facilities; the availability of industrial sites; the advantages of the state as a whole, and the particular sections thereof, as industrial locations, and such other fields of research and study as the commission may deem necessary.

(b) Formulate and adopt a plan or plans for the coordinated development, conservation and use of these resources in ways that will promote and advance the economic welfare of the people of the state; such plan or plans, as far as may be desirable and practicable, to be coordinated with the planning programs of cities, counties, and areas in Missouri, with national planning, and with the planning of other states.

(c) Encourage the location of new industrial enterprises in the state, the expansion of industries now existing within the state, and developments in new fields allied to such industries, and acquaint the people of Missouri with the industries located within the state, and the industrial opportunities existing in the state, and encourage closer cooperation between the various industries of the state themselves and with the people, by the use of legitimate educational and advertising mediums, and by solicitations of industrial and commercial enterprises.

(d) Investigate, study and undertake ways and means to promote and develop markets for Missouri products, and to promote the industrial use of agricultural, mineral and forest products.

(e) Encourage the development of recreational areas in the state, and encourage the traveling public to visit Missouri, by the dissemination of information within and without the state as to the recreational resources and advantages of the state, and its attractions and facilities for vacation and transient travel.

(f) Encourage the formation of local and sectional development committees throughout the state; make available to such committees and to municipalities, communities, the various political sub-divisions of the state, private groups, bodies, organizations, associations and agencies such facts, data and information as may be useful and desirable in their efforts, to encourage the location of industries and commercial enterprises within the state, and in other ways to cooperate with the commission in carrying out the purposes of the article.

(g) Encourage the development of the aeronautical resources of the state and aid in an educational program related to aviation.

(h) Do such other and further related acts as shall, in the judgment of the commission, be necessary and proper to carry out the purposes for which the commission is created.

Section 8. So far as may be practicable in performance of its duties in connection with collecting and assembling of information, the commission shall make use of such pertinent data as may be secured from the boards, commissions, agencies, and institutions of this state. The commission shall have access to all records, data, information, and statistics of such other boards, com-

missions, agencies and institutions except such records or information that is required by law to be confidential and secret. It shall be the duty of the Conservation Commission, the State University, the School of Mines and Metallurgy, the Geological Survey, the State Highway Commission, and any other state agency when requested by the Governor or the commission to do so in writing, to select an Advisory Committee of Resources and Development, of at least three members, to cooperate with the Commission of Resources and Development in the performance of its duties in any practicable manner within the limits of the appropriation provided such agency.

Section 8a. Sections 15391, 15392, and 15393, which sections compose Article 10, Chapter 133, Revised Statutes of Missouri, 1939, relating to the State Planning Board, are hereby repealed and there is enacted in lieu thereof a new section to be known as Section 8b of this act and to read as follows:

Section 8b. All of the powers and duties heretofore vested in and exercised by the State Planning Board are hereby vested in and shall be exercised by the State Commission of Resources and Development. It shall be the duty of the commission to continue such programs of planning as may exist under the control of the State Planning Board at the effective date of this act, as the commission may deem necessary and expedient to carry out the provision of this act. It shall be the further duty of the commission to study all reports of accomplishments, programs, and recommendations which may have been issued by the State Planning Board at the effective date of this act, for the purpose of continuing such plans and programs calculated to bring about coordinated development of the resources of the state in accordance with present and future economic and social needs, as the commission may deem necessary and expedient.

Section 9. In the performance of its duties, the commission is hereby empowered and authorized to make and enter into contracts, and to assume such other functions as are necessary to carry out the provisions of this act that are not inconsistent with this or other acts. The commission may make and enter into contracts with other boards, commissions, agencies, and institutions of the state, upon such terms as may be mutually agreed upon, to have such studies and research activities conducted as may be necessary and proper, the cost thereof to be paid out of funds which may be appropriated to the commission.

Section 10. The commission is hereby authorized to encourage the organization of advisory boards or committees among interested groups of citizens, including those representing industry, commerce, business, labor, agriculture, forestry, transportation, the professions, the press, aviation, civic affairs, and other matters as the commission may deem advisable. Such boards or committees shall advise with the commission as to its work and the commission shall, as far as practicable, cooperate with such advisory boards or committees to secure the active aid thereof in the accomplishment of the aims and the fulfillment of the duties of the commission.

Section 10a. Sections 15441, 15442, and 15443 which sections compose Article 1, Chapter 138, Revised Statutes of Missouri, 1939, relating to the Missouri State Museum, are hereby repealed, and there is enacted in lieu thereof one new section to be known as Section 10b of this act and to read as follows:

Section 10b. All of the powers and duties heretofore vested in the Board of Permanent Seat of Government relating to the Missouri State Museum, including the "Missouri Resources Museum," are hereby vested in and shall be exercised by the State Commission of Resources and Development. There shall continue to be maintained by the commission a Missouri State Museum, which shall be a conservational and historical museum in which shall be collected and displayed such exhibits of the products of the mines, mills, fields, and forests of the State of Missouri and such other articles and products as will display the natural resources of the State of Missouri and their utilization as the commission may deem necessary and expedient. The commission shall appoint a director of the State Museum, who shall have such duties and responsibilities as the commission may direct. It shall be the duty of the commission to design and install necessary cases, racks, tables, and other equipment desirable to the purposes of said exhibits. The Commission of the Permanent Seat of the Government shall designate such part of the first and second floor of the Capitol Building to use for the State Museum. It shall be the duty of the commission to designate as a part of the Missouri State Museum a wing or section to be known as the "Missouri Soldiers' and Sailors' Memorial Hall". To carry out effectively the purpose of this act, the Commission of Resources and Development shall coordinate its activities relating to the Missouri State Museum with those of the Permanent Seat of Government in the use and utilization of the corridors, halls, walls, and other space within the State Capitol Building

as may be necessary for the display and exhibits of the Missouri Resources Museum and the Missouri Soldiers' and Sailors' Memorial Hall. In this connection, it shall be the duty of the commission to receive from the Adjutant-General all matters and records pertaining to Missouri soldiers, sailors, and marines serving in all wars declared by the United States, including such inscriptions and tablets as may be desirable and available.

Section 11. All payments for work done, or obligations incurred under the provisions of the article, shall be made by the state treasurer, out of the General Revenue fund, upon warrants drawn by the state auditor, based upon bills or particulars and vouchers certified by the officer or employee designated by the commission.

Section 12. Biennial reports shall be made and filed with the governor and members of the general assembly, including suggestions and recommendations for the improvement and advancement of the economic welfare of the people of the state.

OBJECT OF COMMISSION

The object of this commission is for the general purpose of advancing the economic welfare of the people through programs and activities, to develop in a proper manner, the state's natural resources and industrial opportunities pertaining to commerce, agriculture, mining, forestry, transportation, recreation, aviation, and other matters intended to foster and develop gainful employment and the pursuit of happiness of all who now are, or who may hereafter be residents of this State.

This commission met for the first time in December, 1943. It has not had much time or much money at its disposal. It has, however, made considerable progress. Naturally much spade work had to be done to marshal the facts about the State's resources. A vast amount of research had to be done and much of the time that has elapsed has been devoted to that type of work. The problem of assembling a competent staff was difficult under wartime conditions. That, however, has been met up to the limitations of the available funds. To attempt to itemize the many and varied items of work and accomplishments would take longer than I have already talked so I will mention only a few.

The booklet entitled "Missouri Skyways" outlines the steps to be taken in selecting and constructing airports,

6,000 copies of this publication have been distributed or are available for that purpose.

As an aid to the tourist travel, 40,000 copies of the booklet "White River Country of Missouri" have been distributed and a reprint of 20,000 more is contemplated. This is one of a series of five booklets. The next now in progress of preparation, will deal with the Lake of the Ozarks area. Later booklets will cover southeast, northeast, and northwest Missouri. A manufacturer's directory for Missouri is now in preparation. It reviewed 3,000 questionnaires to assemble the necessary data. The first of a series of publications describing the areas of production, present and potential, is the publication, "Corn". The next will be on milk and later publications will treat of livestock, poultry, minerals, and forest products.

The Commission and staff are taking their job most seriously and as more funds become available, their work will show tangible results to the people of the State.¹²

Schedule B

EXPENDITURES AND APPROPRIATIONS¹³

State Planning Board

	1943	1944	1944	1945	1946
	Expendi- tures				
Personal Service	3,811.17				
Additions-Repairs Operation	<u>1,360.18</u>				
TOTAL	<u>5,171.35</u>				
		Planning Board replaced by Missouri Department of Resources and Development, November 22, 1943.			

12. Ref: The Missouri Engineer, June 1946, "Missouri Resources," D. W. Snyder, Jr., member of Resources and Development Board.
13. Ref: Official Manual, Wilson Bell (Secretary of State). Page 983, Sec. 53.

Missouri Department of Resources and Development

	1943 Expendi- tures*	1944 Expendi- tures	1944 Appro priation	1945** Expendi tures	1946-47 Appro priation
Personal Service	555.00	19,154.47	25,000.	56,952.58	150,000
Additions-Repairs	23.03	2,530.42	8,000.	5,686.61	12,500
Operation		20,095.25	32,700.	47,746.70	120,000
Advertising					75,000
TOTAL	573.03	41,780.25	65,700	110,395.89	357,500

* 1943 Appropriation, \$24,000.00

** Fiscal year, July, 1945-46.

V. Proposed Re-Organization of the Planning Board.

A. Need.

Many of us living in Missouri refer to it as the great State of Missouri without really knowing except as in a very general way, what has made it and now makes it a great State. We are inclined to take things for granted. Missouri has had an interesting history because it developed many leaders in the fields of politics, education, military, farming and industry. It is often very difficult to draw a dividing line between these various fields.

Ours is the most centrally located State in the Union. It has two states south and two states north of it. It has five states east and five states west. It's the only state that has both cotton raising and the freezing of natural ice as an established business. It is classed as both an agricultural and an industrial state. Its temperatures range from 22 below zero to 106 above. Its topography and scenery embraces all categories except contact with the salt waters of the seas. It has water, timber, stone, coal, clay, iron, zinc, lead, and most of the minerals except silver and gold. Most of its original oil and gas resources were probably lost through upheavals in the earth's surface centuries ago.

Thus the people of Missouri had a wealth of resources. How they handled their responsibility in handling these great natural resources is a spotty story. One great difficulty apparently was that they thought the resources were unlimited and another was the lack of appreciation that future generations had rights in the natural resources of the State.

Illustrative of this is the timber resources, Missouri originally had about 31 million of its 44 and one half million acres in excellent timber. This included pine, oak, walnut, hickory, ash, gum, and other valuable trees. Today all but a few quite small tracts of this virgin timber has been cut and in most of the acreage it was stripped so that much of the land still remaining in forest is today largely covered by worthless second growth.

Fire Protection Important

This damage can in time, by proper forestry methods, be repaired. The program of the United States Department of Agriculture Forest Service and the Missouri Conservation Commission is a sound one. The difficulty is to get the cooperation of the owners of the forests and State Legislature. The owners must stop their wasteful practices and the Legislature is the source of the necessary appropriations for funds to establish adequate fire protection. At the present time, only about 30% of Missouri's forest acreage is under organized protection. It only costs 2½c per acre per year for fire protection but when millions of acres are involved, the total cost becomes impressive.

Even in the present depleted condition of our forests, the annual cut amounts to several hundred million board feet a year, valued at several million dollars. If our forests were brought back as they can be to normal production, the yield would be in excess of one billion board feet and valued in excess of thirty million dollars annually. Then Missouri, instead of importing two thirds of its lumber needs, would be able to export lumber. You can visualize how such a program would produce jobs in the timber industry and create a condition that would attract wood working industries to our State. This forest program plus the tourist trade, would go a long way toward making our economically backward Ozarks counties self-sustaining.

One of the basic resources about which we hear little is the ceramic industry. We have in Missouri deposits of the finest fire clay in the world and more diaspore than any other state in the Union. The great fire clay product plants in Central Missouri export clay products to all parts of the world.

Missouri leads the nation in lead production. In fact, it produces more than all the other states. Mine LaMotte in St. Francis County has been in continuous operation since 1720. Missouri is first in the pro-

duction of barite, second in chats, and third in lime. Many mineral resources have not been developed in a large measure for various reasons but remain a great potential asset. For instance, the vast iron deposits now can not economically meet the competition of the less costly and higher percentage ores now obtained from the Mesabà range. These higher grade ore deposits are rapidly being depleted and the time may soon come when the government may step in and freeze the further use of these rich ore deposits so that they can be held as a stock pile for military use in case of future wars.

Agriculture Important

Land and equipment in agriculture in Missouri is valued in excess farm and allied products more than of a billion dollars and produces in its value each year. Our land use as in case of the farms has been more abuse than good use in many areas. However, under governmental agency guidance, the farmers are rebuilding their soils. The climate and soil of Missouri is very favorable to general farm crops and some of the best apple and fruit land in the world is in our State. Much must be done, however, toward better package and marketing practices. Strange as it may seem, with only 2% of the State's farm acreage in cotton, it is the state's largest cash crop.

One of Missouri's most valuable resources is its annual well distributed rainfall of forty odd inches per year. If some of the western states had a similar rainfall, we would not hear of their loud and insistent demands for Federal grants for irrigation and power projects.

The total income of our state is about 3 billion dollars. Half of this is derived from industry, one third from agriculture and the balance from other sources. That is a large income but we cannot view it with too much satisfaction. There are too many adverse trends such as the dwindling population in our rural areas and the decline of certain natural resources. Our State is in competition with other states in industry, farm products, tourist travel, and for population. Many states, noticeably Kansas, Pennsylvania, Florida, California, and Michigan, are spending huge sums in advertising their state resources to attract visitors and permanent residents. The tourist business in Michigan has been valued in excess of \$300,000,000.00 a year. Prior to the war it was estimated at \$70,000,000.00 in Missouri.

Missouri with its central location, is in a preferred position for both business and tourist travel. Another

ORGANIZATION CHART

3

COMMISSION OF RESOURCES AND DEVELOPMENT
10 MAN BI-PARTISAN

DIRECTOR

CONSULTANTS

PUBLICITY

RESEARCH

AVIATION

INDUSTRIAL
DEVELOPMENT

GENERAL
OFFICE

TOURISTS &
RECREATION

WATER

MUSEUM

—HEAD

—AIRPORT ENGR

—AVIATION ENGR

—DRAFTSMAN

—HEAD

—PLANT & ANIMAL

—INORGANIC PROD.

—SECRETARIES

—FIELDMEN

—DRAFTSMEN

—CLERKS

—HEAD

—WILD LIFE TECH

—HEAD

—ASST ENGR

—DRAFTSMAN

—SECRETARY

—HEAD

—ASST

—MAINTENANCE

—RESEARCH

favorable factor is moving in our direction. In 1790, the center of population was on the eastern border of Maryland. In the last 150 years it has steadily moved westward so that today it is about on the border line between Indiana and Illinois. If the westward movement continues at the same rate, in about three decades it will cross the Mississippi a short distance north of St. Louis.

B. Proposed Legislation.

The Model Act herein proposed will include additional responsibilities for the planning agency to the State. It will also relieve the State Commission of Resources and Development of the jurisdiction over the Missouri State Museum.

THE MODEL ACT FOR THE ESTABLISHMENT OF A
PLANNING AND DEVELOPMENT COMMISSION
FOR THE STATE OF MISSOURI

An Act

To establish a department of Planning and Development defining its functions, powers, and duties, and providing thereby for the consolidation and co-ordination of post-war planning and activities, and making an appropriation therefor.

Be it enacted by the General Assembly of the State of Missouri as follows:

Section 1. There is hereby created a department of Planning and Development consisting of a Commission of Planning and Development here in after referred to as "the department," and shall be created for the purpose

of advancing the economic and social welfare of the people through programs and activities to plan and develop in a proper manner the state's resources, pertaining to commerce, agriculture, mining, forestry, transportation, housing, recreation, and any other matters intended to foster and develop gainful employment and the pursuit of happiness of all who now are or who may hereafter be residents of this state.

Section 2. The State Planning and Development Commission shall consist of eighteen (18) members representing Agriculture, Economics, Education, Finance, Industry, Recreation, Transportation, State Government, Local Government, Public Utilities, War Veterans, and the public generally. Each member shall be appointed by the Governor, by and with the advice and consent of the Senate, for a term of four years and until his successor is appointed and qualified. Before entering upon their official duties, commissioners shall subscribe to an oath or affirmation to support the Constitution of the United States and the Constitution of Missouri and to faithfully demean themselves in office. The Commissioners of Planning and Development shall serve without compensation for their duties, but shall be reimbursed for necessary travel and other expenses in performance of their duties. On or before thirty (30) days after the effective date of this act the first members of the commission shall be appointed for terms as follows:

Five for a term of two years, four for a term of three years, four for a term of five years, and five for a term of six years, or until their successors are appointed and qualified. Commissioners shall be eligible for re-appointment. Upon the death, disability, resignation, or removal of any commissioner the Governor shall appoint a person to serve for the unexpired term. The Governor shall designate one of the members of the commission as chairman and another of the members as vice-chairman.

Section 3. The Commission of Planning and Development shall appoint a director who shall not be a member of the commission, for a term of four years, who shall be eligible for reappointment. The Director of Planning and Development shall be selected because of his known experience and interest in the planning and development of natural resources. The commission shall fix the compensation of such director at an amount not to exceed the sum of ten thousand dollars (\$10,000.00) annually, payable out of funds which may be appropriated for the use of the department. Before entering upon his official duties, the director shall subscribe to an oath or affirmation to support the Constitution of the United States and the Constitution of Missouri, and to faithfully demean himself in office. The director shall serve as secretary of the commission, shall attend the meetings of the commission, shall be chief administrative officer of the department and shall have general charge of the work of the commission,

subject to its orders and directions.

Section 4. The commission shall be empowered to employ such consultants, assistants, clerks, and other employees as its business may require within limits of its appropriation, and to fix their compensation and duties.

Section 5. The headquarters of the Department of Planning and Development shall be in Jefferson City in such a building as the Commission of the Permanent Seat of State Government shall designate.

Section 6. The commission shall meet regularly once each month and shall hold special meetings at the call of the Governor or the chairman. Ten members shall constitute a quorum. The commission shall adopt such rules and regulations as it may deem necessary to govern its procedure and business.

Section 7. It shall be the duty of the commission to: investigate, assemble, develop, and study or cause to have investigated, assembled, developed and studied, all pertinent information available regarding the resources, economy, and living conditions within the State.

(a) Survey and report on available markets, and marketing limitations of the State; the availability of labor; the banking and financing facilities; the availability of industrial sites; the economic advantages within the State.

(b) Organize and operate programs for:

1. The cooperation of employers and employees.

2. The improvement of business and working conditions.
3. The centralization, collection and preparation of statistics and researches of practical social and economic significance in this State.
4. The development of technical services and information useful to small business units.
5. The increase of employment opportunities and encouragement of free private enterprise.

The department shall, through such locally organized and operating agencies as the commissioner may deem appropriate, motivate, compile and analyze private work reserves. Such reserves shall consist of deferred and anticipated demands for private improvements, repairs, goods, and services that would provide employment upon the cessation of war production.

The co-ordinator shall develop programs to guide and direct the use of private work reserves, so far as possible, into such periods and locations as appear in need of additional employment opportunities. He shall also use the private work reserve and such other information as the department may have to provide business marketing analysis and consumer information services.

The department shall prepare, distribute, and coordinate public informational materials pertaining to the industrial development, facilities, and advantages of the

State and to the social and economic programs sponsored by the department.

The department shall survey, investigate, and study the transportation, storage, port, harbor, and terminal facilities and needs of the State and of particular industrial areas, and the co-ordination of such facilities with existing or future means of transportation. The department shall prepare a comprehensive and co-ordinated plan for the development of port and freight terminals and transportation facilities in the State, in co-operation with other State and interstate agencies having jurisdiction over related matters. The commissioner shall recommend to the Governor and the Legislature such policies and projects as are suggested by such investigation, plans, and studies.

The department may petition any Federal, State, municipal, or other authority, administrative, judicial, or legislative, having jurisdiction in the premises, for the adoption and execution of any physical improvement, change in method, rate or system of handling freight, warehousing, docking, lightering or transfer of freight or the transportation of passengers and baggage which the commissioner may find desirable to improve or facilitate commerce in and through the State, or to improve terminal transportation facilities therein. The commissioner may intervene in any proceeding affecting the commerce of the State, but nothing herein shall impair the powers of any municipality to develop, improve, or

operate port and terminal facilities.

(c) The department shall prepare and perfect from time to time a State master plan for the physical development of the State and prepare and keep current a proposed long term development program of major State improvements. The Planning and Development Council shall hold public hearings on such plan or plans and shall transmit to the Governor and the Legislature such plans as it may agree upon. When approved by the Legislature, such plan or plans shall be known as the official State plan.

The department shall among other things:

1. Advise with the various State departments, agencies, and instrumentalities, and with local authorities and individuals with a view to the co-ordination of all physical development plans, including plans for highways, airways and air terminals, parkways, parks, water supply development, flood control, land use, recreation areas and forest reservations that are related to an economical and comprehensive development of the State.
2. Make studies of rural land utilization with a view to the determination of the areas suitable for field crops, for reforestation, for watershed protection, for reclamation, for recreation, and for industrial and urban expansion.

3. Investigate living, dwelling, and housing conditions and into the means and methods of improving such conditions; determine where slum areas exist or where there is a shortage of decent, safe and sanitary dwelling accommodations for persons of low income; make studies and recommendations relating to the problem of clearing, replanning, and reconstructing of slum areas, and the problem of providing dwelling accommodations for persons of low income; and cooperate with any public body in action taken in connection with such problems; and engage in research, studies, and experimentation on the subject of housing.
4. The department shall enforce compliance with the laws relating to local housing authorities.

All State departments, agencies, and instrumentalities, before entering upon any major public improvement or any project involving the acquisition of lands for public use, or before requesting a change of use or disposition of real property owned by the State or in which the State has an interest, shall give written notice to the commissioner of such contemplated or proposed action, and he shall have a reasonable opportunity to study and make recommendations thereon.

The department may prepare and make maps, planning studies and surveys for the collection and presentation

of data pertaining to the physical development of the State and of its political subdivisions, and for this purpose may enter upon public and private lands to make surveys, photographs, and tests.

The department shall cooperate with county, municipal and regional planning boards for the purpose of aiding and encouraging an orderly and co-ordinated development of the State.

Within the department there shall be a "public housing and development authority" a body politic and corporate, with power to sue and to be sued, to have a seal, and to have corporate succession, hereinafter referred to as "the authority". The powers and duties of this authority shall be vested in and may be exercised by the commissioner.

The authority shall have full power to undertake and operate any slum clearance or housing project for slum dwellers and families of low income and to manage and control its projects.

In addition to the powers hereinabove specifically granted, the authority shall have the following powers:

1. To acquire property, real, personal, or mixed, or any interest therein by purchase, lease, gift, bequest, devise, exchange, or eminent domain; to hold and improve property; to operate, lease, sell or exchange property; to construct or contract for the construction of projects and community facilities other than any project of facility

which would be competitive with any existing public utility; to borrow money and secure the same by bonds or mortgages upon property held or to be held by it; but nothing herein contained shall be deemed to authorize the authority to pledge the credit of this State or to constitute any bonds or mortgages so issued by its obligations of this State.

2. To receive any grant or grants to be made by the Federal, State, county, municipal or other governments, or from any other sources.
3. If, for any of the purposes hereunder, the authority shall find it necessary or convenient for it to acquire title to, or any lesser interest in, real property in this State, then the authority may acquire title to such property by purchase, lease, or condemnation, and shall have the right to acquire realty by eminent domain.
4. To make and enforce reasonable rules and regulations for the effectuation of its powers and purposes.

Upon the completion of any housing project constructed by the authority, the authority shall have full power to maintain and operate the same at such scale of rentals as in the judgment of the authority shall be proper in the premises, but the maximum average rental in

cities of the first class shall be ten dollars (\$10.00) and in other municipalities eight dollars (\$8.00).

All real property and improvements thereon owned by the authority shall be assessed and taxed in the municipalities wherein such lands are situated for State, school, county, municipal, and improvement purposes in the same manner as other real property owned by individuals. The taxes for any given year shall be paid out of the rentals or income accruing from such property for the year in which the taxes are assessed.

Notwithstanding any other provisions of law the approval of the governing body of the municipality in which a housing project is to be located, pursuant to article three of this act, shall be obtained before such project may be undertaken, arranged for, or contracted.

(d) The department shall prepare and maintain a public work reserve consisting of proposed projects of State, county, municipal and ad hoc agencies for public works and services. The projects included in the public work reserve shall be classified and arranged in order of priority so as to facilitate selection and timing of individual projects. For this purpose the department shall:

1. Keep records of the progress of design of all proposed public works and improvements for which funds for detailed plans and specifications have heretofore been made available to various State departments, so that the status, scope, cost,

employment possibilities, materials, and equipment needed for the execution of such projects after the war may be promptly available to officials and to the public;

2. Keep like records of the progress of the preparation of plans and specifications for State projects in addition to the projects enumerated in paragraph 1;
3. Prepare and maintain current progress information on the design of post-war projects by political subdivisions of the State.

Every department, agency, political subdivision, special district or ad hoc authority operating under the authority of this State which receives, anticipates, or may apply for Federal financial assistance for a public improvement project shall transmit to the department of economic development a complete description of each such proposed project, in such form as the commissioner may prescribe.

The commissioner may require any State department or agency or any political subdivision, special district or ad hoc authority of this State to file with the department, plans and specifications and certified copies of all correspondence, agreements and documents relating to any public improvement or service involving Federal financial assistance.

Notwithstanding any other legislation heretofore

enacted, no Federal financial assistance may hereafter be paid to or accepted by any political subdivision, special district or ad hoc authority of this State for a public improvement project unless and until the commissioner has had a reasonable opportunity to make recommendations with respect thereto and certifies that the public body sponsoring the project has complied with the requirements of this chapter, with respect to the filing of project descriptions, correspondence, agreements, and documents.

The commissioner shall, with the cooperation of other State departments, make and publish such recommendations with respect to any project as may be desirable to properly conserve the public interest.

The commissioner may, after consultation with interested department heads, and upon approval of the economic council, order surveys to be made or plans and specifications to be prepared for any State or regional project or service, by force account or by contract with such private architectural or engineering consultants as he may designate, within the limits of available appropriations.

The department may make allotments to any county, municipality or school district, all of which are hereinafter referred to as any "political subdivision," toward the cost of preparing detailed plans and specifications after the effective date of this act for local public works or improvements to be undertaken.

Any political subdivisions may apply to commissioner for allotment under this act upon such forms and subject to such rules and regulations not inconsistent herewith as the commissioner may prescribe. If the commissioner approves a proposed project, he shall allot to the applicant, out of such sums as may be appropriated for the purpose, an amount which he finds necessary to defray one-half the cost to the applicant of preparing detailed plans and specifications for the public work or improvement.

Allotments may be made for detailed plans and specifications prepared either by force account or by contract with architects or engineers approved by the commissioner, but the total sum allotted for any project shall not exceed one-half the actual cost of the plans and specification, or two per centum (2 %) of the estimated construction cost approved by the commissioner, whichever is lower.

The granting of any application for State aid for plans and specifications, the acceptance of such aid or the preparation of such plans and specifications shall not be construed to commit either the State or the political subdivision to any contribution or appropriation whatsoever at any time for construction costs. The amount allotted for each project shall be paid to the political subdivision upon proof satisfactory to the commissioner of the completion of the plans and specifications and of their cost to the applicant; but the aggregate of all allotments or payments to any one political subdivision shall not exceed

ten percentum (10%) of the total of all appropriations for local purpose allotments as contained in this or any other act.

On the request of the commissioner, any department, instrumentality, or agency of the State or of any political subdivision shall furnish such assistance and data as the commissioner shall deem necessary to effectuate the purposes of the grant-in-aid for project plans and specifications provided by this act.

The authority of the commissioner to allot funds for plans and specifications for other State projects shall terminate six months after the cessation of present hostilities.

(e) Veterans' Services

The commissioner shall establish and organize within the department a division of veterans' services, for the administration of the functions of the department relating to war veterans. The director of this division shall be a person qualified by experience and training and demonstrated interest in veterans' affairs, and shall be a war veteran.

The department shall coordinate all services and information for the benefit of war veterans and their dependents, and shall assist any honorably discharged war veteran or his dependents to obtain all Federal and State benefits to which he or his dependents may be entitled.

The department shall organize and administer a program of voluntary commitments by employers throughout the State to participate in a plan of veterans' preference in private employment and re-employment.

The plan of veterans' preference in private employment shall provide for the fixing of a quota of veterans by the commissioner for all participating employers, but may not require any employed worker to be discharged. The plan shall also provide for the classification of disabled veterans in occupations for which they would not be handicapped, and for first preference in such occupations for such disabled veterans.

In the organization and administration of the employment quota preference plan, the commissioner, through appropriate Federal, State, and local agencies shall:

1. Enroll employers who voluntarily commit themselves to the plan and certify the right of such employers to approved forms of public recognition under this chapter.
2. Register veterans desiring employment, according to their occupational experience and capacities.
3. Register labor unions which are willing to participate through appropriate adjustment of their membership and other requirements, and certify the right of such unions to approved forms

of public recognition under this chapter.

4. Receive requests for workers from all participating employers.
5. Either refer qualified veterans (with preference to the disabled) in response to such requisitions or certify that veterans are not available.

The department shall review and approve or disapprove all policies and work programs of State departments, agencies, and instrumentalities relating to war veterans' welfare, services or activities. No such activity or work program shall be undertaken or continued after disapproval by the department without specific authorization from the Governor.

The department shall, through its division of veterans' services, administer the veterans' guaranteed load fund, as separately provided by law.

(f) Encourage the development of recreational areas in the State and cooperate with the States' Conservation Commission, Park Board, Highway Commission, Museum, Historical Society; the United States Forest Service and the National Park Service in preparation of the State Recreational development plan. Encourage the traveling public to visit Missouri by the dissemination of information within and without the State as to the recreational resources and advantages of the State and its attractions and facilitates for vacation and transient travel.

(g) Encourage the development of the aeronautical resources of the state and aid in an educational program related to aviation.

(h) Do such other and further related acts as shall, in the judgment of the commission, be necessary and proper to carry out the purposes for which the commission is created.

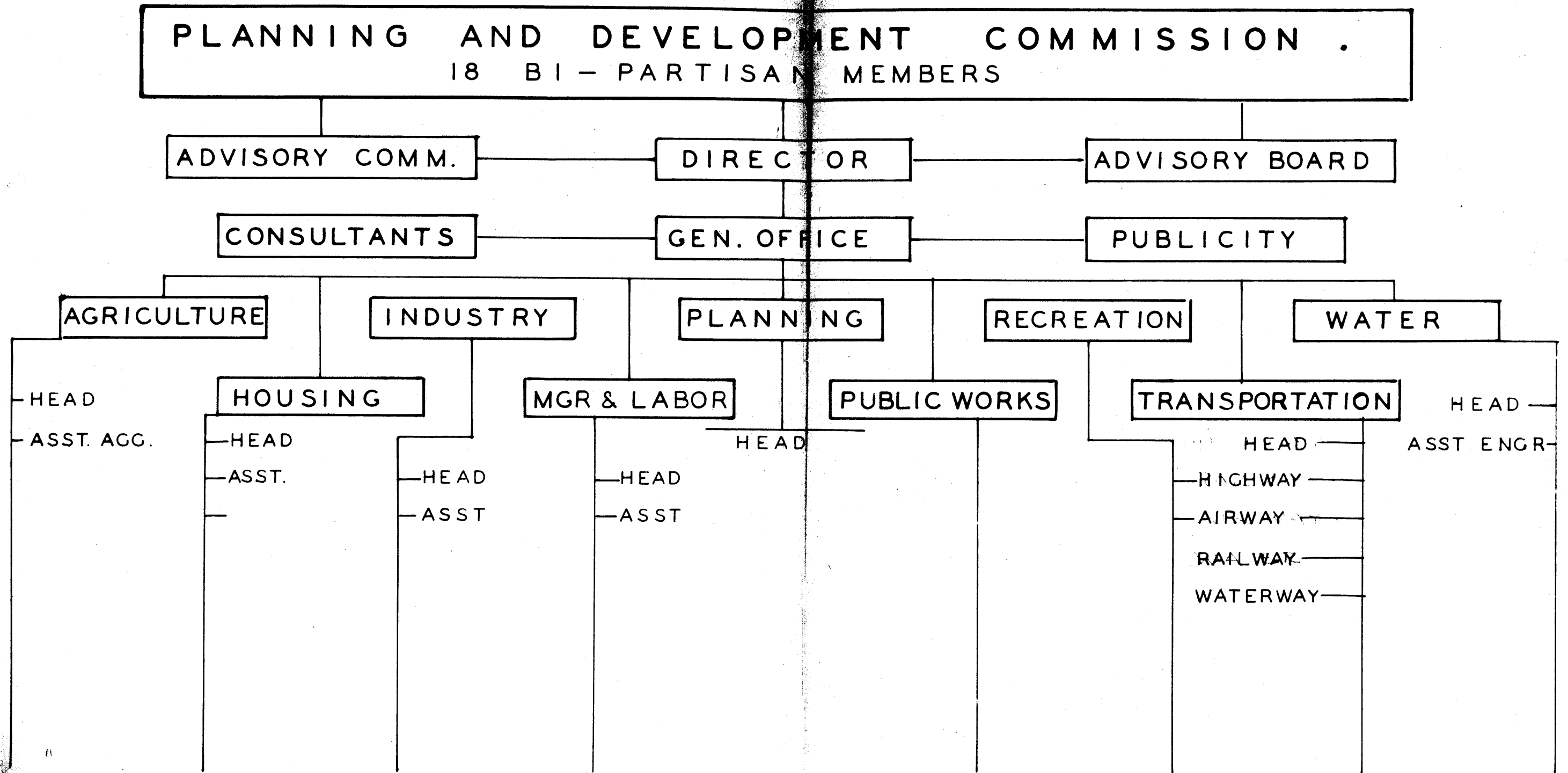
Section 8. In the performance of its duties, the commission is hereby empowered and authorized to make and enter into contracts, and to assume such other functions as are necessary to carry out the provisions of this act that are not inconsistent with this or other acts. The commission may make and enter into contracts with other boards, commissions, agencies, and institutions of the State, upon such terms as may be mutually agreed upon, to have such studies and research activities conducted as may be necessary and proper, the cost thereof to be paid out of funds which may be appropriated to the commission.

Section 9. All payments for work done, or obligations incurred under the provisions of the article, shall be made by the state treasurer, out of the General Revenue fund, upon warrants drawn by the state auditor, based upon bills or particulars and vouchers certified by the officer or employee designated by the commission.

Section 10. Biennial reports shall be made and filed with the governor and members of the general assembly, including suggestions and recommendations for the improvement and advancement of the economic and social welfare of the people of the state.

Chart No. 4 Organization Chart under the Model Act.

ORGANIZATION CHART

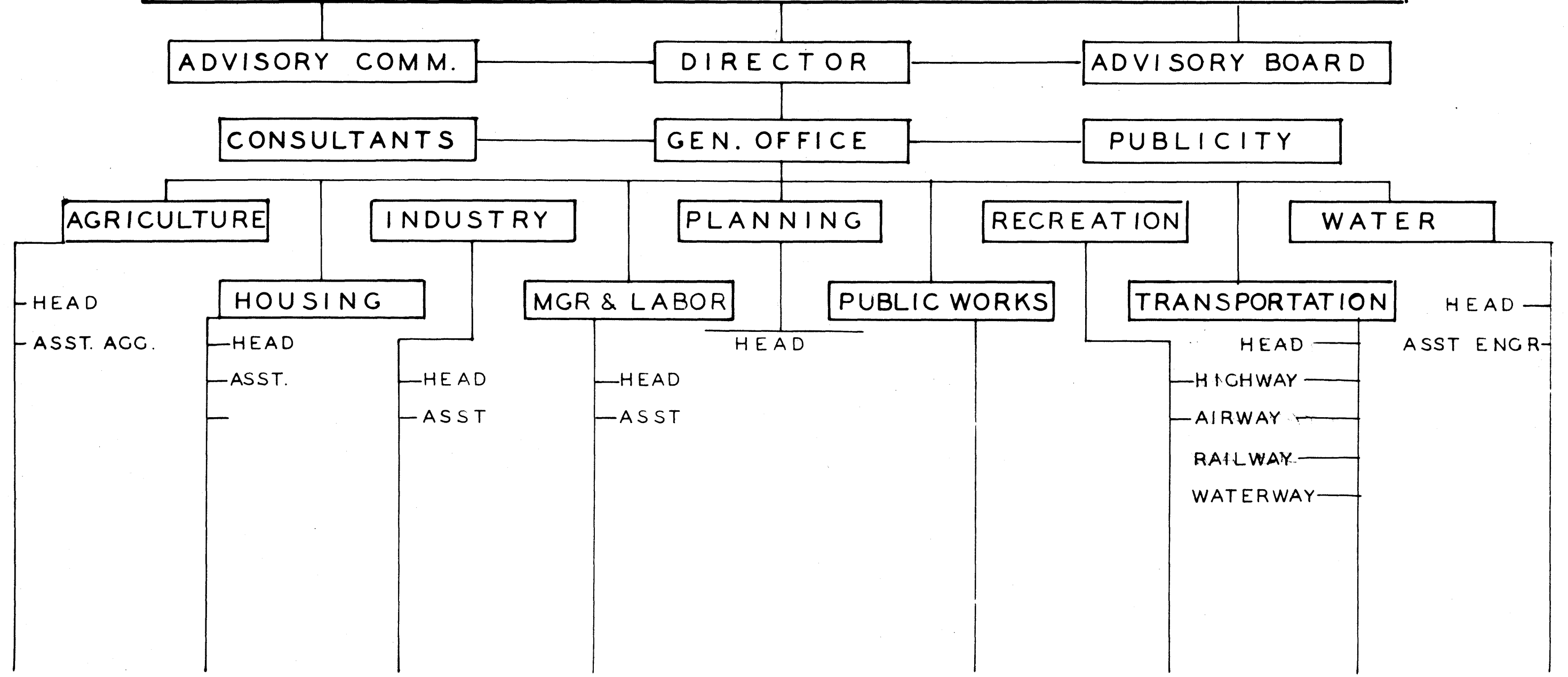


NOTE:

THE GENERAL OFFICE DEPT WILL PROVIDE ASSISTANCE FOR RESEARCH, ENGINEERING, PLANNING, DRAFTING, ETC.

ORGANIZATION CHART

PLANNING AND DEVELOPMENT COMMISSION .
 18 BI - PARTISAN MEMBERS



NOTE :

THE GENERAL OFFICE DEPT' T WILL PROVIDE ASSISTANCE FOR RESEARCH, ENGINEERING, PLANNING, DRAFTING, ETC.

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